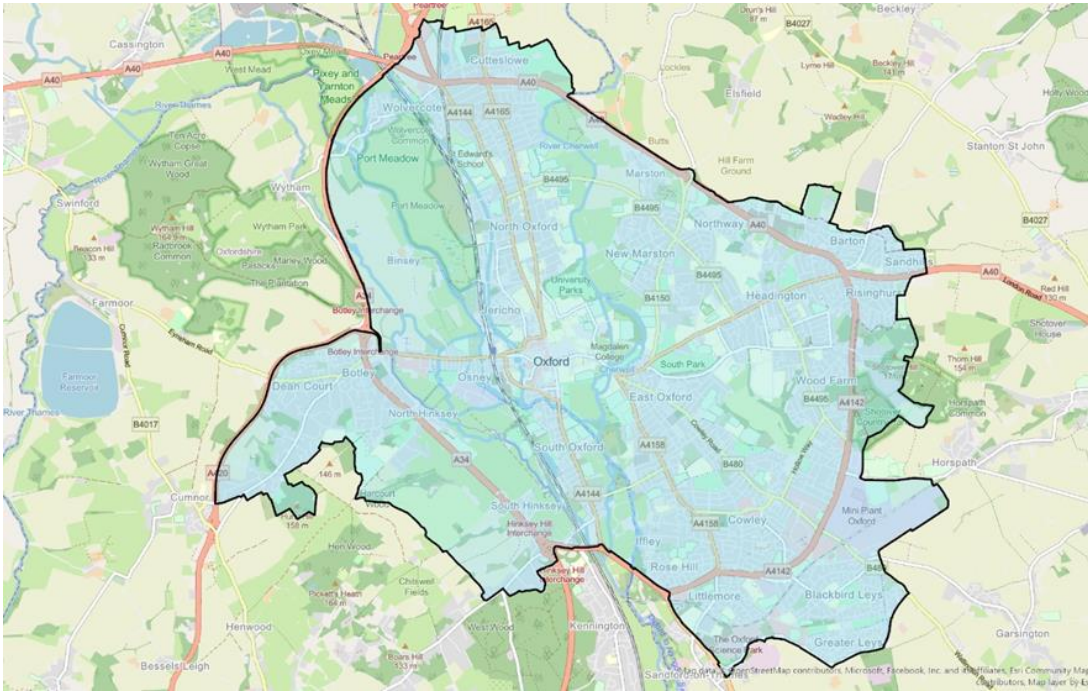


# Monitoring & Evaluation Plan Summary

## 1. What are the traffic filter proposals and purpose of monitoring and evaluation?

### Background to the scheme

1. Traffic filters are designed to reduce traffic, make bus journeys faster, and make walking and cycling more convenient and safer. When they are operating, car drivers will not be allowed to drive through the traffic filters without a permit. Permits for private cars will be available for the following groups:
  - Residents living in Oxford and the wider county (see details below)
  - Blue Badge holders
  - Professional health and care workers
  - Non-professional carers
  - Patients receiving frequent hospital treatments
  - People with short-term mobility problems
  - Car club vehicles
  - Taxis and private hire vehicles
  - Emergency service and qualifying health service cars
  - Cars used as goods vehicles by businesses based in Oxford permit zone
  - Disabled tax class vehicles
  - Hearses
2. Residents living in the Oxford permit area will be able to apply for a permit to drive through the traffic filters for up to 100 days per year, with a maximum of three permits per household and one permit per person.
3. Oxfordshire residents outside of the Oxford permit area will also be able to apply for 25 day permits per year per vehicle. These permits will be made available for one vehicle per person (who must be the registered keeper of the vehicle) up to a maximum of two vehicles per household.
4. All other vehicles including buses, motorbikes, vans, HGVs and emergency services, will always be allowed. Traffic signs identify the location of each traffic filter, including operational hours and vehicles that are exempt to travel through.
5. The permit area is highlighted in light blue on the map overleaf.



6. Automatic number plate recognition cameras will be installed to monitor vehicles going through the traffic filters. Any driver of a vehicle that goes through the traffic filter and is not exempt or using a permit, will be charged a penalty (currently £70).
7. The traffic filters will operate 7 days a week from 7am to 7pm, apart from traffic filters on Marston Ferry Road and Hollow Way which will operate Monday to Saturday 7-9am and 3-6pm. If monitoring suggests operating hours on Marston Ferry Road and Hollow Way need to be extended to 7am to 7pm, this change can be made.
8. The scheme includes six traffic filters. Three of these will be in the city centre on St Cross Road, Thames Street and Hythe Bridge Street. The other three filters will be located on St Clements, Marston Ferry Road and Hollow Way.
9. More information on the traffic filter proposals can be found on the Oxfordshire County Council [website](#).

**Purpose of monitoring and evaluation**

10. The traffic filters are being put into effect as a trial under an experimental traffic regulation order (ETRO). Following the ETRO trial (minimum of 6 months including a public consultation), a decision will need to be taken on whether, and in what form, the traffic filter scheme should be made permanent. This decision needs to be taken within 18 months of the start of the ETRO.
11. This decision partly relies on evidence of the scheme’s effectiveness and impacts to support informed decision-making. The Monitoring & Evaluation (M&E) Plan will provide an opportunity to determine how effective the traffic filters are in reducing traffic levels in Oxford, as well as delivering other benefits resulting from this, such as quicker and more reliable bus journeys, more walking and cycling , increased public transport usage, better air quality, and reduced exposure to air pollution.
12. There have been concerns from the public and stakeholders about some of the potential impacts of traffic filters, for example increased traffic and air pollution in other areas and negative impacts on businesses. The monitoring will also help to identify whether any changes are required to the traffic filters, including to the scheme design and/or further supporting measures, to ensure scheme benefits are realised and/or to mitigate any negative impacts.

## 2. What are the key questions and impacts the M&E Plan seeks to answer?

### Aims of the traffic filters

13. The aims of the traffic filters are summarised on the Oxfordshire County Council [website](#). The county aims to reduce the number of journeys by private cars and make walking, cycling, public and shared transport the natural first choice, to enable the delivery of an affordable, sustainable and inclusive transport system that enables the county to thrive while protecting the environment and making Oxfordshire a better place to live for all residents.
14. Traffic filters are an important way to achieve this in Oxford. The proposed traffic filters will:
  - make walking and cycling safer and more attractive.
  - make bus journeys quicker and more reliable.
  - enable new and improved bus routes.
  - support investment in modern buses
  - help tackle climate change, reduce local air pollution and improve the health and wellbeing of our communities.

### Objectives of the scheme

15. The objectives of the traffic filter scheme have been framed around the six key themes that underpin [Oxfordshire's Local Transport and Connectivity Plan](#), which are set out below.

Theme from LTCP	LTCP Outcome
Environment	Sustainable communities that are resilient to climate change, enhance the natural and historic environment, improve biodiversity, reduce greenhouse gas emissions and are supported by our net-zero transport network.
Health	Improved health and wellbeing and reduced health inequalities, enabled through active and healthy lifestyles, improved road safety and inclusive communities
Healthy place shaping	Sustainable, well designed, thriving communities where healthy behaviours are the norm and which provide a sense of belonging, identity and community
Productivity	A world leading business base that is sustainable, has created new jobs, products and careers for all communities and is supported by an effective, net-zero transport network
Connectivity	Communities are digitally connected, innovative technologies are supported and there is improved connectivity and mobility across the county, enabling greater choice and seamless interchange between sustainable modes.
Inclusivity	Barriers to access are removed and all communities are supported by our inclusive transport system to play a full role in society and have independence, choice and control.

16. The traffic filter objectives and the assessment of traffic filters against objectives are detailed in the [strategic assessment report](#).

### Predicted impacts of traffic filters

17. The strategic assessment of traffic filters against objectives is based on analysis and evidence published as 'background reports' to the scheme. These cover [transport and traffic forecasting report](#), [air quality assessment](#), [road collision assessment](#), [equalities impact assessment](#) and [business impact assessment](#).
18. The predicted effects of traffic filters, and how these relate to scheme objectives, are set out in the strategic assessment and detailed in the M&E Plan (main report). These effects are categorised under:

- Transport outcomes (Chapter 5 of the M&E Plan). These include, for example, the impact on traffic reductions in the central areas, the predicted change in demand by mode, and the predicted change in bus journey times.
  - Wider outcomes (Chapter 6 of the M&E Plan). These reflect changes to wider outcomes such as air quality, carbon, road safety, increased physical activity that result from the changes in transport outcomes.
19. The assessment of transport and wider outcomes form the basis for the assessment of traffic filters in meeting the strategic objectives under the LTCP themes above (covered in Chapter 7 of the M&E Plan).
20. The main purpose of monitoring and evaluation is to measure and assess whether, and the extent to which, the 'predicted' impacts of the traffic filter scheme are observable based on 'actual' evidence.

### **Key monitoring and evaluation questions**

21. The requirement to compare 'actual' with 'predicted' effects of the scheme frame the key questions that the M&E Plan aims to address. These questions are categorised under themes that relate the transport and wider effects of the scheme, as set out below.

#### *Impact on users and traffic at the traffic filter locations*

- What is the total traffic flow at traffic filter locations?
- What number of trips passed the filter without having a permit / exemption?
- How many Penalty Charge Notices were issued and how many were paid or challenged?
- Did compliance rates change over the course of the trial? If so, what effect did changes in compliance rates have on traffic levels at filter locations, and on the number of Penalty Charge Notices issued?

#### *Impact on traffic flows*

- What are the impacts on traffic flow across areas / key locations?
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- How do impacts on traffic flow vary by vehicle type?
- How do impacts on traffic flow vary by day / time period?
- Did traffic flows change during the course of the ETRO trial?

#### *Impact on road-user journey times*

- What are the impacts on road-user journey times by area / routes / time period / mode / vehicle type?

#### *Impact on bus journey times*

- What are the impacts on bus journey times by area / routes / time period?

#### *Impact on bus service provision*

- What are the impacts on bus services and frequencies?
- Has the bus network developed in line with the Bus Service Improvement Plan?

#### *Impact on bus and rail demand*

- What are the impacts on bus demand by area / routes / time period?
- What are the impacts on the bus network, excluding and including Park & Ride?
- What are the impacts on Park & Ride alone?
- What are the impacts on rail demand at Oxford Station?

#### *Impact on walking and cycling*

- What are the impacts on cycle flows (overall and by area / routes)?
- What are the impacts on pedestrian flows (overall and by area / routes)?

#### *Impact on overall mode share*

- What are the mode share impacts based on trips to/from city centre / inner area?

#### *Impact on air quality*

- What are the impacts on air quality based on change at specific air quality monitoring sites?
- What are the impacts on air quality based on change across areas e.g., inner/city centre, ring road inner area?
- Do changes in air quality result in potential exceedances of air quality thresholds at any locations?

#### *Impact on collisions*

- What are the city-wide impacts on collisions?
- What are the impacts by area / user?

#### *Impact on carbon emissions*

- What are the city-wide impacts on carbon emissions, based on transport emissions?

#### *Impact on physical activity*

- What are the impacts on levels of physical activity (walking and/or cycling)?

#### *Impact on businesses and the economy*

- What are the economic impacts, and impacts on footfall, at key locations e.g., city centre, district centres, other key locations such as Cowley Road, Jericho, St Clements?
- What are the economic impacts on businesses by type / location / size?
- Do traffic filters support sustainable and inclusive growth?

#### *Impact on Protected Characteristic Groups*

- What are the impacts on disabled people who do not have a Blue Badge?
- How are different Protected Characteristic Groups affected?

22. The evaluation will also assess the operation and awareness of the traffic filter scheme, with key questions including:

- What was the level of awareness and understanding of the scheme / enforcement / exemptions / permit application process?
- What was the level of permit applications from within the '100-day pass' area and within the '25-day pass' area?
- How many businesses applied for a permit to allow a car to be used as a goods vehicle?
- What proportion of eligible applicants applied for permits?
- What was the average time taken between permit application and issue?
- How did awareness and understanding change over the course of the trial and pre-trial?

### **3. What impacts will be measured, and how?**

#### **What impacts will be measured?**

23. The impacts of the traffic filter scheme will be measured using monitoring data. These are set out in detail in the M&E Plan and Appendix A. There is comprehensive data available that supports the assessment of traffic filters across a range of transport and wider impacts as summarised in the table below.

Indicator	Data source / coverage
Traffic flow data	Six traffic filter sites and over 100 'live' traffic counters across the city and ring road and A34.
Bus, cycle, pedestrian flows	As above.
Bus journey time performance	Data covers every journey across all routes / services in SmartZone (City and beyond) for two main bus operators.
Traffic performance data	'Real-time' data provides highway journey times for links / specified routes. Full network coverage within and beyond city.
Air quality	>100 air quality monitoring sites throughout city. Comprehensive coverage within city and A34/Botley.
Road safety / collisions	Reported accident statistics from Thames Valley Police. Full coverage with collision type (ped, cycle, motorised), location and severity.
Footfall and spend data	Footfall and spend data provider for Oxford city centre and six district centres.
Shop vacancy rates (city centre)	Quarterly survey of shop vacancies / vacancy rates in the city centre.
Pedestrian interview surveys (after surveys)	2022 surveys in the city centre and Jericho to be repeated post-implementation.

24. Additional measurement locations have been identified to ensure that the potential impacts of traffic filters on local roads (where displacement might occur) and key air quality locations (specifically around the Botley AQMA adjacent to the A34) are measured.
25. This data will be collated and analysed to assess the impact that traffic filters have had based on a comparison of 'before' and 'after' implementation. We will also look at 'comparator' data to assess whether any change in 'before and after' (e.g. traffic flows, footfall) is likely to be attributable to traffic filters or is reflective of more general trends.
26. In addition to the quantitative data above, the traffic filter evaluation will also be supported by resident surveys, engagement and liaison with equalities groups and with the business community. These are detailed in the M&E Plan.

#### **Attribution of impacts**

27. Impacts refer to the long-term effects of the traffic filter scheme. Traffic filters will be implemented in a complex and dynamic 'real world' environment where traffic filters are one of many factors that will influence observed changes. Traffic filters will be one of many drivers of change so it is not possible, or reasonable, to attribute an overall change in any given impact to traffic filters without this contextual understanding.
28. Whilst the attribution of impacts is complex, the nature of the traffic filter scheme and the scale of its intended transport benefits should allow for key observed impacts (e.g. traffic reduction in the inner area, and resultant effects on bus journey times), and their contribution to stated objectives to be largely attributable to the scheme. Several transport outcomes relate to the change in traffic levels, including improved bus journey times / reliability and improved cycle and pedestrian environment. Similarly, several wider outcomes of the scheme are directly related to the change in traffic levels (air quality, collisions) or indirectly affected (enhanced place, physical activity).
29. Expected impacts on traffic beyond the traffic filter area are generally predicted to be smaller in scale, and less certain. For these locations, the use of data comparing, e.g., traffic levels in areas unaffected by traffic

filters, will help to understand whether changes are likely to be attributable, along with other data (such as resident surveys) proposed as part of the M&E Plan.

30. Economic and business impacts are the hardest to directly attribute to traffic filters, due to the numerous influences on economic performance at the city, local and business level. Broader economic factors such as inflation, interest rates and wages also have an influence. However, the footfall surveys and pedestrian surveys will provide valuable insight into any observable comparative impacts between locations within the city.

#### 4. How and when will the monitoring and evaluation findings be reported?

31. There are two main ways in which monitoring data will be used through the ETRO process.
32. First, data will be used to support an understanding of the ongoing impacts of traffic filters *through the course of the ETRO period*. This will be conveyed through the reporting and publication of a **monthly dashboard** summary to provide Oxfordshire County Council, residents and stakeholders with a regular update on how the traffic filters are performing against the indicators. The dashboard will be based on readily accessible data for which meaningful comparison can be made between the 'before' and 'after' situations can be made. The key features of the dashboard would be:
- Factual explanation of what the data is showing.
  - Headline changes in performance metrics (compared to the pre-traffic filter baseline position).
  - A summary of any factors that might materially affect the reporting of metrics, e.g., road closures or weather events.
33. The ongoing data would be used to identify any issues as they arise. These would inform when / whether to adopt actions to mitigate unintended impacts through the course of the ETRO.
34. Second, *towards the end of the ETRO trial period*, an **Evaluation Report** will provide a detailed assessment of the traffic filters, based on the full range of data, research and surveys. The report would be based on monitoring data and use this to explain and evaluate the impacts of the traffic filters. Full M&E reporting is only suitable towards the end of the ETRO, once sufficient data is available. The report would provide evidence to inform a Council decision on whether, and in what form, the traffic filter scheme should be made permanent.
35. The data supporting the dashboard and evaluation reporting respectively is summarised below.

Measures	Dashboard reporting	Evaluation Report
Permits and compliance	✓	✓
Traffic flow data – including walking and cycling	✓	✓
Bus data incl. journey times	✓	✓
Traffic performance (e.g. journey times)	No. Not sampled monthly.	✓
Air quality	No. Only 'validated' annually.	✓
Collisions	No. Meaningful sample only possible over longer period.	✓
Pedestrian interview surveys	No. Not surveyed monthly.	✓
Shop vacancy rates	No - city centre only, and reported quarterly	✓
Footfall and spend	✓	✓
Resident surveys	No. Not surveyed monthly.	✓
PCG (equalities) research	No. Ongoing and qualitative.	✓

36. The indicative timeline for reporting is set out in the table below.

<b>Reporting / Deliverables</b>	<b>Date</b>
Publication of Monitoring and Evaluation Plan Report	July 2023
Collation of pre-ETRO baseline / comparator data	2024
Dashboard Reporting	Monthly from implementation
Evaluation Report	Towards end of ETRO