### CHELTENHAM TRANSPORT PLAN TRAFFIC REGULATION ORDERS

<table>
<thead>
<tr>
<th>Cabinet Meeting</th>
<th>4 February 2015</th>
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<tbody>
<tr>
<td>Highways and Flood</td>
<td>Cllr Vernon Smith</td>
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<tr>
<td>Key Decision</td>
<td>Yes</td>
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<td><strong>Background Documents</strong></td>
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<tr>
<td>● Cheltenham Transport Plan Traffic Regulation Orders (including all consultation materials)</td>
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<td>● Traffic Regulation Committee Report – 15 January 2015 and Minutes of the Traffic Regulation Committee meeting held on 15 January 2015.</td>
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<td>● Officer decision referring matter to the Traffic Regulation Committee</td>
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<tr>
<td><strong>Location/Contact for inspection of Background Documents</strong></td>
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<tr>
<td>Traffic Regulation Committee Report and consultation materials: <a href="http://www.gloucestershire.gov.uk/ctpro">http://www.gloucestershire.gov.uk/ctpro</a></td>
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<td>Extended report on the non-statutory consultation carried out in July/August 2013: <a href="https://gloucestershire-consult.objective.co.uk/public/trp/travel/ctp/ctp">https://gloucestershire-consult.objective.co.uk/public/trp/travel/ctp/ctp</a></td>
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<td><strong>Main Consultees</strong></td>
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<td>A wide range of consultees as part of the main public consultation exercises held in March/April 2014 and in November 2014.</td>
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<td>● Cheltenham Borough Council</td>
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<td>● Members</td>
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<td>● Statutory consultees (police, fire, ambulance and bus operators)</td>
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<td>● User groups</td>
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<td>Earlier non-statutory consultation was held on the Cheltenham Transport Plan in summer 2013.</td>
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| Planned Dates | • Decision by Cheltenham Borough Council reaffirming support for the TRO Committee’s recommendations as part of the CTP scheme – 26 January 2015.  
• Final design, stage 2 safety audits and procurement of contractor Spring/Summer 2015  
• Construction of changes to inner-ring road – Autumn/Winter 2015  
• Closure of Boots Corner for 10 month trial – Winter/Spring 2016  
• Experimental order reviewed by Traffic Regulation Committee – Spring 2016 (at the end of the ten month trial) |
| Divisional Councillors | Cllr Hay  
Cllr McLain  
Cllr Wheeler  
Cllr Sudbury  
Cllr S. Williams  
Cllr Harman  
Cllr Dobie  
Cllr Prince  
Cllr Coleman  
Cllr Fisher |
| Officer | Scott Tompkins, Lead Commissioner – Highways Authority  
Tel: 01452 328525 Email: scott.tompkins@gloucestershire.gov.uk |
| Purpose of Report | To inform Cabinet of the recommendation made by the Traffic Regulation Committee on 15 January 2015 regarding the Cheltenham Transport Plan Traffic Regulation Orders.  
To seek approval to make the Cheltenham Transport Plan Traffic Regulation Orders as recommended by the Traffic Regulation Committee. |
| Recommendations | That Cabinet agrees to  
1. Accept the recommendations from the Traffic Regulation Committee made on 15 January 2015;  
2. Authorise the Commissioning Director: Communities and Infrastructure to: -  
   (a) Identify and introduce experimental traffic orders in order to provide a ten month trial of the prohibition of driving at Boots Corner in line with the Traffic Regulation Committee’s recommendations made on 15 January 2015 and,  
   (b) Make the remaining traffic regulation orders relating to the Cheltenham Inner Ring Road permanent; |
3. To request the Traffic Regulation Committee to review the ten month trial and make recommendations regarding outcome of the trial.

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<tr>
<th>Reasons for recommendations</th>
<th>To provide clarity on the Council’s support for delivery of the Cheltenham Transport Plan following the recommendation by the Traffic Regulation Committee and the subsequent reaffirmation by Cheltenham Borough Council.</th>
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<tbody>
<tr>
<td>Resource Implications</td>
<td>Costs of the delivery elements of the scheme are covered within the grant funding received from the Local Sustainable Transport Fund. Scheme costs estimated at circa £600k. With a further £100k fund established to cover mitigation measures. Liabilities beyond this would be funded from the annual Integrated Transport Capital Programme.</td>
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1. **Background**

Cheltenham Borough Council requested that the County Council introduce new traffic regulation orders in the town centre of Cheltenham, in order to alter current traffic patterns in the centre and deliver critical elements of the Cheltenham Transport Plan. This proposal intends to help to improve road safety and air quality issues around the town centre. It also would enable a vision for urban public realm improvements at Boots Corner, potentially creating an enhanced environment for pedestrians and improve connectivity on the high street.

The Cheltenham Transport Plan and the Traffic Regulation Orders required to deliver elements of the plan have been widely consulted on since summer 2013. This included an informal pre-consultation exercise and two statutory consultations which meet or exceeded legal requirements.

- **Pre-consultation** – July/August 2013
- **1st Statutory Consultation** – 28th March – 28th April 2014
- **2nd Statutory Consultation** – 30th October – 22nd November 2014

Given the volume of representations, history of public interest and profile of the project, officers recommended that the proposed Traffic Regulation Orders be considered by a Traffic Regulation Committee. During the consultation, the Council received representations to hold a public inquiry chaired by an Inspector to enable the proposed orders and specifically the traffic modelling evidence to be considered. The Traffic Regulation Committee also heard similar requests during the Traffic Regulation Committee meeting held on 15th January 2015. The convening of the Traffic Regulation Committee was in line with the standard practice set out in the Council’s internal processes for progressing traffic regulation orders and ensures that the decision on such a high profile issue is given the full exposure of a public hearing, the assurance that objections are being considered and the reassurance of a fair democratic decision. Further details may be found regarding the referral to the Traffic Regulation Committee within the background documents.

The Traffic Regulation Committee met on the 15th January 2015 to take public comment and consider the proposed traffic regulation orders. Following a day of public comment and considerable questioning of officers, committee Members made the recommendation to adopt the traffic regulation orders making changes to the Cheltenham inner-ring road and to adopt on an experimental basis the traffic regulation orders restricting access at Boots Corner.

The exact wording of the Traffic Regulation Committee recommendation is:

\[\text{Recommendation to the Commissioning Director: Communities and Infrastructure} - \]

\[a) \text{ To adopt the Boots Corner element of the Traffic Regulation Orders on an experimental basis and that this be implemented as soon as practicable and be reviewed 10 months from implementation by this committee.} \]

\[b) \text{ To support all other aspects of the Traffic Regulation Orders} \]

If the Cabinet accept the recommendations regarding the trial period for Boots Corner, the Council would make an Experimental Traffic Regulation Order. Publication of the experimental order will explain that the Traffic Authority will consider, in due course, whether
the TRO will be made permanent and provide an opportunity for anyone to object within a period of six months from when the experiment starts. Following the ten month trial, the Traffic Regulation Committee will meet again to consider the results of the trial. This approach will enable the changes to Boots Corner to be trialled and enable a further period of consultation to test the overall impact of the proposed changes before deciding whether to make the proposed changes permanent. This approach will enable the modelling to be tested and address the concerns raised during the consultation period about the effect the closure of Boots Corner would have on surrounding areas with displaced traffic from the town centre.

2. Cheltenham Borough Council’s Decision
On 26 January 2015, during a special council meeting, Cheltenham Borough Council reaffirmed its commitment to support the delivery of the Cheltenham Transport Scheme. Borough councillors voted 21 to 17 in favour of supporting the recommendations of the County’s Traffic Regulations Committee. The wording of the Cheltenham Borough Council decision is as follows:

1. This Council supports the recommendations of the Gloucestershire County Council Transport Regulation Order Committee of the 15 January 2015

2. Requests the Chief Executive of the Council to convey this support to Gloucestershire County Council and request that they progress the delivery of the Cheltenham Transport Plan and request the following be provided by the County Council

   i) Clear, quantifiable success/failure criteria set out in advance, including
      • Safety, number of accidents
      • Pollution levels generally, Air Quality Management Areas
      • Journey times on certain routes in particular
      • Number of vehicles on a range of roads

   ii) Quarterly updates on progress and assessment of the scheme

3. Risk Assessment
The key financial risks are:
- Final scheme costs exceed the funding available from the Local Sustainable Transport Fund with any additional costs impacting on the County’s annual Integrated Transport Capital Programme.
- Mitigation measures required to address safety, congestion or air quality issues following implementation of the scheme exceed the available mitigation funding with any additional costs impacting on the County’s annual Integrated Transport Capital Programme.
- Responsibility for reversal in part or in full of the scheme should the scheme fail would fall to GCC.

4. Officer Advice
The proposed scheme was designed to provide a workable solution to many issues within the town centre, including air quality, congestion, safety, economic enhancements and the desire for a more attractive town centre. It has long been a desire of Cheltenham Borough Council to enhance the town centre by extending the pedestrianisation of the high street by eliminating or reducing the traffic at Boots Corner. It is a scheme which Cheltenham Borough Council has
been considering for over 10 years and significant effort has been made to get the scheme developed and to gain consensus.

The proposed scheme is in line with the County’s LTP3 policy objectives to promote sustainable travel by commuters.

The benefits of the scheme are sound; however, the scheme is likely to have an impact on other areas in regards to general traffic around the town, and significant effort has been made to model the impact of this change in traffic flows. The modelling report was made available during both consultation periods and was a point of considerable debate during the Traffic Regulation Committee hearing.

The Traffic Regulation Committee made their recommendation based on their consideration of the committee report, the representations that have been made during the consultations and the further representations and comment made during the committee meeting. Following their recommendation, Cheltenham Borough Council held a special full-council meeting to debate the scheme on the 26th January 2015 and has reaffirmed their commitment to delivery of the scheme.

Officer recommendation is that the Cabinet accept the recommendations of the Traffic Regulation Committee, to make the Traffic Regulation Orders relating to the Cheltenham Transport Plan as per the recommendation from the Traffic Regulation Committee.

5. Equalities considerations
The Due Regard Statement (Appendix A) has been reviewed and updated periodically throughout the traffic regulation order process and will continue to be reviewed at relevant points during the delivery phases of the scheme.

During the first consultation concerns were raised about the impact which the changes to the centre of Cheltenham would have on vulnerable and disabled users. The removal of the signal controlled crossing at Boots Corner was seen as a potential negative impact on those groups, and therefore, the second consultation confirmed that the Boots Corner crossing would remain in place to reduce the impact the scheme might have on those groups.

If the scheme proceeds the implementation plan will include a media campaign and updates and/or meetings with groups (protect or otherwise) who may require extra assistance. The potential positive and negative impacts of the scheme would be further assessed, safety audited and monitored should further mitigation works in the area be required. The proposed ten month trial for the changes to Boots Corner would also provide an opportunity for further consultation on the impact which the changes have on those with protected characteristics. Any further representations would be considered during review of the trial. The Due Regard Statement would be further updated before the Council makes a final decision about whether to make the changes to Boots Corner permanent.

Other issues were also addressed in the Due Regard Statement following feedback from the consultations these include conflicts with cyclists and concerns about disabled parking. Cabinet Members should read and consider the Due Regard Statement in order to satisfy themselves as decision makers that due regard has been given.
6. Consultation feedback

The first consultation received 243 individual representations, of which 159 objected to the scheme, and 49 supported the scheme. One representation featured both support and objection. Many in support of the scheme included large bodies or organisations representing many individuals or businesses. The remaining 34 representations were general enquiries, with no indication of support or objection. One objection was later retracted during the second consultation.

The second consultation received 167 Individual representations, of which 134 were new representations not received in the first consultation. Of these 134 representations, 108 objected to the scheme, and 7 supported the scheme. 2 representations featured both support and objection. The remaining 17 representations were general enquiries with no indication of support or objection. A petition of objection was also received, which contained 110 signatures. The petition bought up possible issues with traffic flows along Gloucester Road.

The key issues raised from both consultations were:

- Surrounding roads (where there would be an increase in traffic):
  - Air Quality and pollution
  - Noise
  - Vibrations
  - Road and pedestrian safety
  - Congestion
  - Parking alterations

- Town centre:
  - Road/pedestrian safety due to the close mix of pedestrians/buses/taxis and cyclists
  - General crime & disorder increase with less passing traffic
  - Parking alterations

- Overall/General issues:
  - Issues with Modelling data
  - Lack of general information in regards to Boots corner road layout
  - Increased journey times and costs
  - Calls for the issue to be heard by a public inquiry

The report to the Traffic Regulation Committee presenting the results of the consultation specifically addresses how these key issues have been addressed or mitigated during the consultation and scheme design processes. The full report can be accessed at:
http://www.gloucestershire.gov.uk/ctptro

7. Performance Management/Follow-up

Scheme delivery will be project managed by the Highways Commissioning Team with additional consultant support as required.

A comprehensive before/after traffic study will be produced following the 10 month experimental traffic restrictions trial at Boots Corner.
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<thead>
<tr>
<th><strong>Report Title</strong></th>
<th>Cheltenham Transport Plan – Traffic Regulation Orders</th>
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| **Statutory Authority** | Highways Act 1980  
Traffic Management Act 2004 |
| **Relevant County Council policy** | Local Transport Plan 3 |
| **Resource Implications** | The costs associated with implementation of the traffic regulation orders will be contained within the approved Local Sustainable Transport Fund allocation with any increased costs being contained within the Highways capital programme grant allocation. |
| **Sustainability checklist:** | |
| **Partnerships** | Cheltenham Borough Council and the Cheltenham Development Task Force |
| **Decision Making and Involvement** | Legal Services |
| **Economy and Employment** | One of the aims of the Cheltenham Transport Plan is to improve the high street shopping experience and public transport access to the town centre leading to a more vibrant economy. |
| **Caring for people** | N/A |
| **Built Environment** | The scheme aims to improve road safety and air quality issues in the town centre. |
| **Natural Environment including Ecology (Biodiversity)** | N/A  
N/A |
| **Education and Information** | |
| **Tackling Climate Change** | Carbon Emissions Implications? Positive  
Vulnerable to climate change? No |
| **Due Regard Statement** | Has a Due Regard Statement been completed? Yes  
Yes – considerations included in main body of report  
Alternatively a hard copy is available for inspection from Jo Moore, Democratic Services Unit, e-mail: jo.moore@gloucestershire.gov.uk.

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<tr>
<th><strong>Human rights Implications</strong></th>
<th>Considered within the Traffic Regulation Committee report.</th>
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| **Consultation Arrangements** | Pre-consultation – July/August 2013  
1st Statutory Consultation – 28th March – 28th April 2014  
2nd Statutory Consultation – 30th October – 22nd November 2014 |