

Bath & North East Somerset Council

DECISION MAKERS:	Cllr Joel Hirst, Cabinet Member for Sustainable Transport Strategy Cllr Manda Rigby, Cabinet Member for Communications and Community		
DECISION DATE:	Not before 31 December 2025	EXECUTIVE FORWARD PLAN REFERENCE:	
		E	3667
TITLE:	Liveable Neighbourhoods: Lower Lansdown and The Circus Experimental Traffic Regulation Order (TRO)		
WARD:	Kingsmead and Lansdown		
AN OPEN PUBLIC ITEM			
<p>List of attachments to this report:</p> <p>Annex A: Public Consultation Report Catharine Place</p> <p>Annex B: Public Consultation Report Gay Street</p> <p>Annex C: Public Consultation Report Winifreds Lane</p> <p>Annex D: Traffic Monitoring Analysis Lower Lansdown trial</p> <p>Annex E: Air Quality Report Lower Lansdown trial</p> <p>Annex F: Stakeholder Engagement Report Lower Lansdown trial</p> <p>Annex G: Driver Behaviour Analysis Lower Lansdown trial</p> <p>Annex H: Review of traffic data from Heart of Lansdown Conservation Group on the Lower Lansdown trial</p> <p>And appendices within this report at the end:</p> <p>Appendix 1 Summary of key outcomes: Winifred’s Lane</p> <p>Appendix 2: Summary of key outcomes: Catharine Place</p> <p>Appendix 3: Summary of key outcomes: Gay Street</p>			

1 THE ISSUE

- 1.1 The Liveable Neighbourhood Strategy was approved in December 2020 (Cabinet report [E3238](#)), and applications were subsequently sought for Liveable Neighbourhood schemes and Residents' Parking Zones in communities throughout Bath and North East Somerset (B&NES).
- 1.2 In 2023, the Council identified three Liveable Neighbourhood (LN) areas, including Lower Lansdown and The Circus LN, featuring shortlisted measures suitable for trialling from Spring 2024.
- 1.3 The trial for Lower Lansdown and The Circus LN area features three linked through-traffic restrictions, the aim of which is to support the local neighbourhood, enable more local trips by active travel (walking, wheeling, cycling) and to address excessive traffic on residential roads often used as shortcuts to and from the A46/M4 north of Bath City Centre. The trial consists of:
 - A through-traffic restriction on Catharine Place
 - A no entry into Gay Street from its junction with George Street; supplemented by a left-turn only onto George Street from Gay Street (preventing southbound vehicles from travelling straight on to Queens Square).
 - A through-traffic restriction in Winifred's Lane; supplemented by a no-right turn into Sion Hill (East) from the northern end of Cavendish Road.
- 1.4 These schemes followed on from previous trials delivered in 2022 in Queen Charlton Lane (Saltford ward), Southlands (Weston ward) and Church Street (Widcombe ward) and in New Sydney Place and Sydney Road (Bathwick) in 2024, which were all subsequently made permanent through the introduction of Traffic Regulation Orders (TROs).
- 1.5 Following the launch of the trial schemes in Lower Lansdown and The Circus LN area in November 2024, a public consultation was completed during the formal consultation period of 6 months from 1st November 2024 – 30th April 2025. This consultation was supplemented by engagement with key stakeholders throughout the trial. In addition, traffic and air quality monitoring, both before and during the trial has been completed. An additional review of driver behaviour focussed on Sion Road and Winifred's Lane has also been completed in response to public feedback during the consultation.
- 1.6 This report and accompanying appendices present analysis of the data and public consultation feedback, including a review of traffic monitoring carried out independently by the Heart of Lansdown Conservation Group (HoLCG), to inform the decision on making the trial permanent.
- 1.7 On careful consideration of all the data and information attached as annexes to this report, and cognisant of the statutory duties and recommended mitigations outlined in this report, the Cabinet Members are asked to consider whether to make the trial schemes permanent.

2 RECOMMENDATIONS

The Cabinet members are asked to;

- 2.1 Note, and take account of, as part of this decision, the information provided in the above appendices together with the report and links in the report relating to:
 - (1) public consultation responses
 - (2) key stakeholder engagement including that with The Mayoral Combined Authority (MCA) and Active Travel England (ATE)
 - (3) traffic, air quality and driver behaviour monitoring
 - (4) the Public Sector Equality duty
 - (5) duties under Section 122 of the Road Traffic Regulation Act 1984 and section 16 Traffic Management Act 2004 duties to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians).
- 2.2 Review recommended mitigations detailed in paras 3.10-3.12 and subject to the scheme being made permanent, confirm the support of the Cabinet Members to delegate the introduction of these mitigations to the Director of Place Management.
- 2.3 Based upon consideration of the above information, confirm the support of the Cabinet Members to make the scheme permanent as soon as possible. If support is given, this will be reflected within the formal statutory Experimental Traffic Regulation Order (ETRO) decision-making process, noting that the final sign-off is via a delegated decision made by the Director of Place Management within which the Cabinet Member and ward members will have the opportunity to give formal comment.

3 THE REPORT

- 3.1 Following approval of the Liveable Neighbourhoods Strategy in 2020, 48 communities applied, via their ward councillors, to become a Liveable Neighbourhood between February and May 2021. In June 2021 of the applications received, 15 areas were chosen for development as Liveable Neighbourhoods ([Cabinet Report E3285](#)). Communities were further consulted in November 2021 seeking ideas for improvement to their areas to be put forward by residents themselves during public engagement and co-design workshops, to address the issues they commonly experience.
- 3.2 In November 2021, communities were asked to describe the issues they experienced and what measures could help to improve the area where they live. Out of the 1,625 responses submitted as part of this public engagement, 375 people commented on the Lower Lansdown and The Circus area.
- 3.3 The most common issues cited were through traffic (69%), followed by speeding traffic (61%), parking (33%) and school run traffic (33%). 61% of those responding to the survey from the Lower Lansdown and The Circus LN area went on to say that a restriction on through traffic would have the most impact in addressing these issues.

- 3.4 Following on from this consultation and after technical consideration, Lower Lansdown and The Circus LN was identified for a trial in 2024 which encompassed the schemes cited in para 1.2 ([Cabinet Report E3491-3](#)).
- 3.5 The trial was launched in November 2024 where the schemes detailed in para 1.2 were installed. The collective aim of the restrictions linking back to the consultation outcomes, was to address excessive traffic on residential roads often used as shortcuts to and from the A46/M4 and to create a pleasant walking and cycling route through the area.
- 3.6 Before and during the trial period, both quantitative and qualitative data has been collected by the council so that the impacts of the scheme can be understood. This data collection has included:
- 3.7 Reports on the public consultation outcomes to the trial relating to the six-month period between November 2024 - April 2025 (Annex A-C)
- A traffic monitoring report relating to baseline and post-installation data (Annex D)
 - An air quality report relating to baseline and post-installation data on nitrogen dioxide concentrations at monitoring locations around the trial area (Annex E).
 - A report summarising the Council's engagement with stakeholders (Annex F)
 - A report summarising driver behaviour in the Lower Lansdown area where monitoring was carried out in response to public feedback during the trial (Annex G).
 - A technical review of traffic monitoring data provided by Heart of Lansdown Conservation Group (Annex H).
- (In addition to the traffic monitoring completed by the council, the Heart of Lansdown Conservation Group also completed independent monitoring and shared a summary of this data with the Council for information. Whilst the full set of data could not be obtained, a technical review of the summary has been completed).
- 3.8 The key outcomes from the Council's monitoring and public consultation are outlined for each scheme in Appendices 1-3 (at the end of this report) for consideration as part of the decision.
- 3.9 Recommended mitigations should a decision be made to make the trials permanent:**
- 3.10 Traffic monitoring throughout the trial has indicated non-compliance from drivers (and in the case of the northern end of Winifred's Lane, cyclists) with highway signage in the following locations:
- A no-right turn at the junction of Cavendish Road and Sion Hill (East)

- A mandatory left-hand turn from Upper Gay Street into George Street.
 - No-entry signs at the northern end of Winifred's Lane
- 3.11 In respect of this non-compliance, it is recommended that ANPR (Automatic Number Plate Recognition) camera enforcement is introduced at the junction of Cavendish Road and Sion Hill (East) and Upper Gay Street into George Street, giving due consideration to the statutory requirements set out in paragraph 4.5. The northern end of Winifred's Lane would continue to be informally monitored.
- 3.12 Traffic and camera monitoring also identified congestion in Sion Road, particularly focussed around drop off and pick up times for Kingswood School. It is recommended to introduce a revised parking scheme to improve visibility at the exit of Kingswood School and provide spaces for vehicles to give way to oncoming traffic to mitigate the congestion experienced at peak times. In addition, it is the Council's intention to bring forward schemes under the Local Active Travel Scheme to further mitigate impacts of congestion in this location.
- 3.13 The signage at the northern end of Winifred's Lane will be reviewed to reinforce that vehicles, including cyclists, should not enter the lane at this point.

4 STATUTORY CONSIDERATIONS

- 4.1 The through traffic restriction trial has been introduced using an ETRO which has allowed public consultation to be undertaken whilst the scheme is trialled. Once an ETRO comes into force, there is a six-month period in which objections can be made. If the ETRO is subsequently modified, objections can be made in this period starting from the date of the changes. The decision to remove the ETRO or make the intervention permanent must be made within 18 months of initial implementation. If the ETRO is to be made permanent, a Traffic Regulation Order (TRO) notice will then need to be made.
- 4.2 A public inquiry could be required, depending on the nature of the objection, if it is received within the first six months of making the ETRO and not withdrawn, and the authority intends to make the order permanent without any modifications to address it. Making modifications or the withdrawal of the objection following correspondence with the objector will remove the need for an inquiry.
- 4.3 To address issues highlighted in a legal hearing in August 2024, a revised ETRO was deposited in October 2024 (see Annex F Section 3.6). In making the ETRO the Council has set out its justification under Section 122 of the Road Traffic Regulation Act 1984 and section 16 Traffic Management Act 2004 duties to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians). This is set out in detail in the [Statement of Reasons for the ETRO](#)
- 4.4 Specifically, in respect of matters under Section 122 (2):
- (a) the desirability of securing and maintaining reasonable access to premises.
- The trials in Gay Street, Winifred's Lane and Catharine Place have shown that reasonable access to premises has been maintained, acknowledging that

some residents and visitors may need to take a different route to reach properties.

- Monitoring has shown a reduction in traffic on Cavendish Road and Winfred's Lane indicating that through-traffic has been deterred and an uplift in active travel i.e. walking and cycling, has been experienced on Winifred's Lane itself.

4.5 Monitoring has also shown that a reduction in traffic on Gay Street (North) and the measures installed to support the safety of cyclists at the junction here have encouraged an uplift in cycling.

(b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run.

- As part of the ETRO, measures including signage for through traffic to use main roads and mandatory signage as set out in paragraph 1.3 were introduced to deter traffic from being displaced to adjacent routes. Monitoring has demonstrated that compliance with this directional signage has improved during the trial but remains a concern and therefore it is recommended that this will be further strengthened by the use of ANPR camera enforcement at locations stated in paragraphs 3.9 and 3.10, subject to the scheme being made permanent. It is acknowledged that measures have previously been put in place to deter larger vehicles across the wider area.

(bb) The strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy)

- Air quality monitoring completed through the trial area, including baseline monitoring, has not demonstrated a detrimental impact on air quality overall.
- Monitoring has demonstrated an uplift in active travel i.e. walking and cycling, in Winifred's Lane and Gay Street.

(c) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles.

- There are no scheduled public bus services using roads where measures are being proposed by this Order.

(d) Any other matters appearing to the local authority to be relevant.

- The Council has been monitoring road safety throughout the trial and is aware of a one personal injury collision which took place at the junction of Morford Street and Lansdown Road during the trial period involving 2 vehicles. This collision took place at 3am.
- Traffic monitoring (Annex D) has demonstrated that there have been both increases and decreases in traffic flows on roads throughout Lower Lansdown and the Circus during the trial and that these are influenced by traffic both in term time and school holidays. It is acknowledged that Sion Road has experienced congestion during school pick up and drop off periods due to

more vehicles using the road as an alternative to Winifred's Lane, and recommendations have been made to mitigate this congestion through a revised parking scheme and other schemes under the Local Active Travel Scheme.

- 4.6 Should a decision be made to make the ETRO permanent with consideration of all objections, it would be made under a new TRO. If this happens, the Council will make any permanent order (which gives effect to the ETRO) in accordance with Regulations 6, 7, 8, 9, 22 and 23 of The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996,
- 4.7 This means that any person wishing to object to the permanent order can do so in accordance with Regulation 8 and/or bring a Judicial Review claim within six weeks of the Traffic Regulation Order being made under Part IV Schedule 9 Paragraph 35 of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996.
- 4.8 It must be noted that whilst Cabinet Members' support is a key part of the decision-making process, there are other factors that influence the decision, and final confirmation cannot be given until the statutory process referred to in para 4.1 is completed.
- 4.9 In accordance with statutory guidance the use of ANPR cameras to enforce new moving traffic locations and restrictions requires a minimum 6-week public consultation. This is focussed on the location and nature of restrictions for enforcement rather than whether the public support the principle of enforcement, to ensure that the rationale for, and benefits of, moving traffic enforcement to residents and businesses can be communicated, and allow them the opportunity to raise any concerns. The appropriate Chief Officer of Police must also be consulted.
- 4.10 For the first 6 months after camera enforcement commences at each new location, statutory guidance requires a warning notice to be issued for first time moving traffic contraventions to help promote compliance. A Penalty Charge Notice may be issued only once this warning notice has been legally served.
- 4.11 Before the parking restrictions in Sion Road could be revised, a statutory legal process would be followed to modify the existing Traffic Regulation Order (TRO) which supports the parking restrictions. The TRO provides the legal justification for introducing and enforcing restrictions on the public highway. The TRO process would include informal consultation with the emergency services and other statutory consultees, the public advertisement of the proposals, and the resolution of any objections.
- 4.12 The Council has a statutory duty to promote equality of opportunity, eliminate unlawful discrimination, harassment and victimisation and foster good relations in respect of eight protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 4.13 The Public Sector Equality Duty is the duty to have regard to it and is not an absolute duty. That duty needs to be considered in the making of this decision and it is recognised that if not properly dealt with, it can have an adverse effect on the health and well-being of the residents impacted. The rights of the

community have to be balanced against the rights of the residents that will be affected by the closure of the road and the redirected traffic. The equality impact assessments for the programme level and the specific locations can be considered at the link in paragraph 7.2 and must be actively considered and taken into account by the decision-maker(s).

- 4.14 Representations have been received to the effect that the proposal would require some residents to take longer routes to access premises and/or garages and that this may lead to claims for compensation.
- 4.15 Having regard to all relevant matters (including the section 122(1) duty, the factors which may point in favour of imposing a restriction on movement, the section 122 balancing exercise, Article 8/Article 1 Protocol 1 rights and the public sector equality duty), the proposal is nonetheless recommended on the basis that it is appropriate, lawful, justified, in support of a legitimate aim and proportionate. Any entitlement to claim compensation (whether under the Land Compensation Act 1973 or otherwise) does not preclude the proposal. The council will consider any subsequent compensation claims on their merits.

5 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)

- 5.1 Funding to implement the Liveable Neighbourhoods programme (including trials) has been allocated through the City Regional Sustainable Transport Settlement (CRSTS) grant following approval of a full business case by the West of England Mayoral Combined Authority (MCA) in September 2024. An early allocation of £736k was secured from the MCA to implement a series of ETRO trials in 2024, which included the trial in Lower Lansdown and The Circus LN.
- 5.2 Total budget allocated for the wider Liveable Neighbourhood programme is £9.4m. £6.9m is funded by CRSTS DfT grant; the remaining £2.5m is made up of B&NES contributions.
- 5.3 Subject to the outcome of the ETRO process, the infrastructure costs (to include, but not limited to, permanent signage and kerbing) to make the scheme permanent will be funded from the CRSTS grant.
- 5.4 Should the decision be made not to make the trial scheme permanent, the costs of removal and reinstatement of the scheme would be funded from Council Funding.
- 5.5 Funding for ANPR camera enforcement is to be provided by existing revenue budgets, supported by Penalty Charge Notice income from the enforcement activity.
- 5.6 Any surplus arising from moving traffic enforcement must be applied for all or any of the following:
- (1) the making good to the local authority's general fund of any amount charged to that fund in respect of any deficit arising from its bus lane or moving traffic enforcement, in the 4 years preceding the financial year in question
 - (2) for environmental improvement in the enforcement authority's area in accordance with Section 1(2) and 1(3) Pollution Prevention and Control Act 1999

- (3) meeting costs incurred, whether by the local authority or by some other person, in the provision or operation of, or of facilities for, public passenger transport services
- (4) for highway improvement projects in the local authority's area in accordance with Section 55, Paragraph (4A) Road Traffic Regulation Act 1984

6 RISK MANAGEMENT

- 6.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision-making risk management guidance.

7 EQUALITIES

- 7.1 Equalities impacts are assessed both at a programme level and from the preliminary design stage, as part of the individual scheme design process.
- 7.2 A programme level joint equalities impact assessment has been developed for the Liveable Neighbourhoods and Resident's Parking Zone programmes. It is published at this link and is available in paper format upon request <https://beta.bathnes.gov.uk/equality-impact-assessments>
- 7.3 In addition, specific equalities impact assessments were developed for the trial locations and have been updated in December 2025 as part of this decision-making process. These are also available at the above link and in paper format upon request.

8 CLIMATE CHANGE

- 8.1 A Climate Emergency was declared in March 2019 along with an Ecological Emergency in July 2019. In response to this B&NES Council has pledged to achieve carbon neutrality by 2030. Liveable Neighbourhoods are part of a package of measures to mitigate the climate crisis through the adoption of more sustainable and healthy transport options.

9 OTHER OPTIONS CONSIDERED

- 9.1 None, as a decision on the permanency or otherwise of the scheme is required to be made within 18 months of the trial becoming operative.

10 CONSULTATION

- 10.1 Consultation has been undertaken with the Cabinet and ward members together with the Director of Place Management.
- 10.2 Cabinet members making this decision have been regularly updated on the themes which have emerged from the feedback that the Council has received about these schemes. This includes, but is not limited to, emails, letters, photographs, video clips and face to face conversations at engagement events. In addition, data and footage from monitoring has been shared to ensure that they are fully informed in making this decision. The Cabinet Members have also received direct contact from residents and interest groups.

10.3 Before the publication of this report, Cabinet Members invited representatives from groups both in support and opposed to the schemes who had engaged throughout the consultation period for meetings so that they could directly provide their views and opinions to them before any decision is made.

10.4 Council officers have also consulted and engaged with the Mayoral Combined Authority (MCA) and Active Travel England (ATE) to receive technical guidance on this trial, and other Liveable Neighbourhood schemes.

10.5 As part of this engagement, officers attended a Benefits Outcome Panel (BOP) convened by the MCA in February 2025 where it was decided by the MCA and ATE that as the scheme was a trial, it would return to the BOP for endorsement if it was made permanent. As this decision is yet to be made, the scheme has not yet returned to the BOP, however at the request of the BOP, officers have participated in a design surgery with an ATE Inspector where Liveable Neighbourhood schemes were discussed.

10.6 Public consultation is required if ANPR camera enforcement is to be undertaken as set out in paragraph 4.5.

10.7 This report has been agreed by the s151 Officer and the Monitoring Officer.

Contact person	Cathryn Brown, Senior Programme Manager cathryn_brown@bathnes.gov.uk
Background papers	Cabinet report E3238 'Liveable Neighbourhoods- adoption of Liveable Neighbourhoods Strategy' dated 10/12/2020. Single Member decision report E3491-3 'Lower Lansdown Liveable Neighbourhood proposed trials' dated 10/02/2024.
Please contact the report author if you need to access this report in an alternative format	

Appendices 1-3 summarise the key outcomes from the ETRO public consultation including traffic and air quality monitoring.

Appendix 1: Summary of outcomes on Winifred's Lane

ETRO Public Consultation Survey Results: Winifred's Lane Area (Annex C)

The consultation survey was conducted between November 2024 and April 2025 and analysed by an independent third party. A summary is provided below.

A total of 1,289 online responses (plus eight partial email submissions) were received.

- Around one-third (35%) of all responses were from residents living in the trial area, and two-thirds (65%) from those living outside but travelling through or visiting the area.
- Overall, 84% of respondents mainly objected to making the Experimental Traffic Regulation Order (ETRO) permanent, while 16% supported it.
- Support was higher among residents in the trial area (26%) compared to those living outside (9%), although it's noted that three-quarters of in-area respondents still objected.
- Nearly 72% of responses came from people who travelled along Winifred's Lane at least once a week before the trial; of these, 87% objected and 12% supported the scheme.
- Among supporters (n=200), 56% mainly walked or cycled, 39% used a personal motor vehicle, and 5% used other modes.
- Among objectors (n=1,080), 72% used a personal motor vehicle, 15% mainly walked or cycled, and 13% used other modes.
- Almost three quarters of respondents (72%) stated that they travelled through the area at least once a week. Of those travelling through the trial area at least once a week, 12% supported the trial being made permanent, while 87% objected to the trial being made permanent.
- Despite Winifred's Lane being closed to motorised vehicles (except for access) during the trial, a greater proportion of responses stated that the trial had not made Winifred's Lane or the trial area a quieter, more pleasant place to live or visit, or that it had provided a safer environment for walking and cycling.

See Annex C for the full report.

Active travel monitoring: (Annex D)

Baseline travel monitoring and five periods of in-trial monitoring were completed to understand how active travel has changed in Winifred's Lane after the introduction of the trial.

Overall, the daily average number of active travellers (both pedestrians and cyclists) was higher than baseline during all five in-trial periods, ranging from 65 to 76 more active travellers using the lane, equating to an 80%-185% uplift. Specifically, 150 more active travellers were recorded using the lane during the second week of April 2025 during the school holiday period.

Traffic monitoring: (Annex D)

Baseline and five sets of traffic monitoring were completed within six months of the trial period (for a continuous 7-day period in November 2024, February 2025, March 2025). Some of the monitoring was completed during the state and private school holidays to understand the differences in traffic volumes during the school break (for a continuous 7-day period during two weeks in April).

- Baseline and 5 periods of in-trial counts were collected on Winifred's Lane, Sion Road, Cavendish Road and Lansdown Road between Lansdown Park and Fonthill Road. No baseline monitoring was conducted on Sion Hill (east), however counts were available in the baseline for Lansdown Place (East) in the baseline, which is an extension of the Sion Hill East.
- Junction turning counts were also conducted at the **Winifred's Lane/Cavendish Road/Sion Hill junction** during the trial to monitor non-compliance of the new no-right-turn restriction.
- **Winifred's Lane** carried 1,303 vehicles a day on average during baseline monitoring. This fell by 99-100% during the trial due to the through-traffic restriction.
- **Cavendish Road** carried 3,248 vehicles a day on average during baseline monitoring. This reduced by 16% to 25% during the trial in term-time (up to 729 fewer vehicles); and by 31% to 41% during the holiday weeks in April.
- **Lansdown Road between Lansdown Park and Fonthill Road** carried 8,346 vehicles a day, on average, during baseline monitoring. This reduced by 0-4% on average during term-time. During the school holidays (April), traffic reduced by 6-18%.
- **Sion Road** carried 1022 vehicles a day, on average, during baseline. During the trial, traffic flow increased by 87% to 115% during term time monitoring periods. This represents around 887 to 1174 more vehicles a day, on average, during term time. During the private and all-school holidays respectively, traffic increases were smaller (30-58% more).
- **On Sion Hill East** (if we compare baseline figures collected from its extension Lansdown Crescent which was 1502 vehicles on average per day), the numbers of vehicles fell by between 661 and 769 vehicles a day during the three term-time in-trial monitoring periods; and more during the two April holiday weeks (832 and 914 less).
- Over the course of the trial, total movements at the **Cavendish Road, Sion Hill, Winifred's Lane junction** reduced from 2,784 per day in November 2024 to 2,477 per day in March 2025, during term time.
- Turning count surveys were introduced during the trial to monitor non-compliance with the no-right-turn at the top of **Cavendish Road into Sion Hill (east)**. Non-compliance reduced over the course of the trial but remains a concern.

Please see the Annex D for the full traffic monitoring report and Appendices 2 and 3 later in this report for summaries on Gay Street and Catharine Place.

Air quality monitoring: (Annex E)

- The council monitors nitrogen dioxide as this is a pollutant most closely associated with vehicle exhaust emissions.
- The air quality monitoring report provides nitrogen dioxide concentrations both in terms of annual nitrogen dioxide concentrations to align with the Government's air quality objective of 40 µg/m³, and also quarterly results, although it should be noted that results for each quarter are not directly comparable with the annual average objective (because bias correction has not been applied and the data is not for the full year).
- During the first two months of trial in Q4 2024, five of the twenty-five sites in the LN area saw a small increase in NO₂ levels against baseline (as a quarterly average). One of these was Sion Hill (west) near the junction with Sion Road (10.1 to 11.1 µg/m³).

See Annex E for the full report and Appendix 2 and 3 below.

Communications and Stakeholder Engagement: (Annex F)

Our stakeholder and engagement activity relating to Winifred's Lane is outlined in Annex F. This includes descriptions of how we promoted and informed the community about the trial, and the meetings and correspondence with key stakeholders such as schools, local businesses, campaign groups and residents' associations across the whole trial area. It outlines the actions we took to duly consider and address concerns and provides insight into local sentiment of people as they anticipated and experienced the trial. It includes outcomes of events held by our partner Sustrans (now The Walk, Wheel and Cycle Trust) during the trial.

Driver Behaviour monitoring: (Annex G)

- In response to feedback during the public consultation about congestion and driver behaviour in Sion Road, particularly during peak times linked to school opening and closing times, temporary cameras were deployed from 7th -13th March 2025 to monitor the situation.
- This monitoring showed congestion during peak times with vehicles exiting from Kingswood School and having poor visibility when entering the carriageway of Sion Road. This caused vehicles to have to reverse to give way to oncoming vehicles or some drivers chose to irresponsibly mount pavements to pass oncoming traffic.
- Outside of peak times, the traffic volumes are much reduced and there is no congestion.
- In addition, and again focussing on feedback during the public consultation, camera monitoring was deployed from 31st January- 6th February 2025 at the northern end of Winifred's Lane to understand compliance with the no entry signage at this location. This monitoring concluded that there was some non-compliance by cyclists of this restriction and less so by motor vehicles.
- Mitigations for the above issues are addressed in Section 3.9 of the Single Decision Report.

Please see the Annex G for the full report.

Appendix 2: Summary of outcomes for Catharine Place area

ETRO Public Consultation Survey Results: Catharine Place Area (Annex A)

The consultation survey was conducted between November 2024 and April 2025 and analysed by an independent third party. A summary is provided below.

A total of 50 online responses (plus one partial email submission) were received.

- Around one-third (17) of responses were from residents living in the trial area, and two-thirds (32) were from those living outside but travelling through or visiting the area.
- Overall, 31 respondents mainly objected to making the trial permanent, while 17 supported it. Support levels were similar inside and outside the trial area (6 of 17 in-area vs 11 of 32 outside).
- Among objectors, 11 lived in the trial area and 20 outside.
- Over half of all respondents mainly travelled on foot in the area before the trial.
- Of those supporting the trial, most had walked (13) or cycled (3) in the area, while one travelled as a vehicle passenger.
- Among objectors, half (16) used a personal motor vehicle, 12 walked, and 3 used other modes.

See Annex A for the full report.

Active travel monitoring conclusions: Annex D

Baseline and five in-trial active travel monitoring periods were conducted to understand how active travel has changed in Catharine Place after the introduction of the trial.

Overall, the daily average number of active travellers (pedestrians and cyclists) during the trial on Catharine Place was lower than the baseline (946) by 7%-14% or 65 to 131 fewer active travellers. The biggest drop was in two school holiday weeks with 175 and 314 fewer representing a 19%-33% drop in active travel.

While there was a drop in pedestrians using the area, the numbers of cyclists remained constant throughout the trial on Catharine Place against baseline (19), varying between 19 and 22 cyclists per day.

Traffic monitoring conclusions: Annex D

Baseline and five sets of traffic monitoring were completed within six months of the trial period (for a continuous 7-day period in November 2024, February 2025, March 2025). Some of the monitoring was completed during the state and private school holidays to understand the differences in traffic volumes during the school break (for a continuous 7-day period during two weeks in April).

- **Catharine Place** carried up to 392 vehicles a day, on average, before the trial. After the through-traffic restriction was in place, traffic flow reduced by between 94-99%.

- **Russell Street** carried 630 vehicles a day, on average during baseline. During the trial there was 22-60% reduction in traffic flow during termtime, and up to 90% reduction during the all-school holidays.
- **Crescent Lane** carried 1590 vehicles a day, on average, during baseline. Traffic flow fell between 32% and 37% during term-time, and by 31% and 36% during the two holiday periods.
- **Gloucester Street** carried 189 vehicles a day, on average, during baseline. During the trial it saw up to 65% more traffic (123 more vehicles) and 3% fewer vehicles (6 fewer vehicles) during the three term time monitoring periods. During the school holiday weeks, it carried 47% and 50% more vehicles compared with baseline. This represents up to 95 more vehicles a day.
- **Rivers Street**, which carried 331 vehicles a day during baseline, saw increases of between 6% to 20% during term-time (representing up to 65 more vehicles on average per day). 19% fewer vehicles were recorded during all-school holidays.
- **Upper Church Street** carried 564 vehicles a day, on average, during baseline monitoring. During the trial it saw an overall change of between 0% and 3% more vehicles. During in-trial holiday periods, it carried 4% more and 1% fewer vehicles compared with baseline.

See Annex D for the full report.

Air Quality monitoring conclusions: Annex E

- The council monitors nitrogen dioxide as this is a pollutant most closely associated with vehicle exhaust emissions.
- The air quality monitoring report provides nitrogen dioxide concentrations both in terms of annual nitrogen dioxide concentrations to align with the Government's air quality objective of 40 µg/m³, and also quarterly results, although it should be noted that results for each quarter are not directly comparable with the annual average objective (because bias correction has not been applied and the data is not for the full year).
- Nitrogen dioxide concentrations have decreased in Catharine Place between 2024 and 2023. When comparing Q1 2024 with Q1 2025 there is a small increase, but this is comparable with other continuous monitoring sites across B&NES, Bristol and South Gloucestershire. It is therefore unlikely that the small increases are due to the trial.
- All the quarterly results show that the NO₂ concentrations at all locations in the trial area are below 40 µg/m³ in 2024 and 2025.

See Annex E for the full report and more information in Appendix 3 later in this report on streets surrounding Gay Street.

Communications and Stakeholder Engagement: (Annex F)

Our stakeholder and engagement activity relating to the Catharine Place area is outlined in Annex F. This includes descriptions of how we promoted and informed the community about the trial, and the meetings and correspondence with key stakeholders such as

schools, local businesses, campaign groups and residents' associations across the whole trial area. It outlines the actions we took to duly consider and address concerns and provides insight into local sentiment of people as they anticipated and experienced the trial. It includes outcomes of events held by our partner Sustrans (now The Walk, Wheel and Cycle Trust) during the trial.

See Annex F for the full report.

Other conclusions:

- A petition was received during the consultation from traders in Margaret's Buildings, stating that they felt that the modal filter had depressed footfall resulting in fewer customers to businesses on Margaret's Buildings. This has been independently investigated using current and historic footfall information derived from mobile phone GPS data and the results are shown in Section 11 of Annex F: Stakeholder Engagement.
- Since 2023, and prior to the trial, footfall levels in Margaret's Buildings have been trending downwards. Therefore, there is no strong evidence to suggest that footfall on Margaret's Buildings has been negatively impacted by the trial. There was, however, an uplift in footfall shortly after the trials were installed.

Appendix 3: Summary of outcomes for the Gay Street and The Circus area

ETRO Public Consultation Survey Results: Gay Street and The Circus area (Annex B)

The consultation survey was conducted between November 2024 and April 2025 and analysed by an independent third party. A summary is provided below.

- A total of 157 online responses (plus two partial email submissions) were received regarding the Gay Street trial.
- Of these, 15% were from residents living in the trial area and 85% from those living outside but travelling through or visiting the area.
- Overall, 60% of respondents mainly objected to making the trial permanent, while 37% supported it.
- Support was significantly higher among residents in the trial area (71%) compared to those outside (31%), whereas two-thirds of outside-area respondents objected.
- Among supporters, 86% reported mainly walking or cycling in the area since the trial began.
- In contrast, of the 95 respondents who objected, 65% primarily used a personal motor vehicle, 13% mainly walked or cycled, and 22% used other modes such as vans or public transport.

See Annex B for the full report.

Active travel monitoring conclusions: Annex D

Baseline and five in-trial active travel monitoring periods were conducted to understand how active travel – more specifically cycling – changed in Gay Street after the introduction of the trial.

- This monitoring was completed using the turning counts conducted at the junction of the A4 Gay Street/A4 George Street between the hours of 0600hrs to 2200hrs during baseline and the five in-trial monitoring periods.
- The aim was to understand the impact on cycling on Gay Street (north) with the trial in place
- During baseline, 77 cyclists a day, on average, were recorded on Gay Street (north). The number of cyclists was higher during each of the 5 in-trial periods.
- During termtime, 108 cyclists were recorded in November 2024, 89 in February 2025, and 99 in March 2025.
- During school holidays, 87 cyclists were recorded in April 2025 Week 1, and 81 in April 2025 Week 2.

- Primarily the turning counts were to record vehicle movements in the carriageway and so the number of cyclists counted may be an underrepresentation (cyclists on the footway may not have been captured).

Traffic monitoring conclusions: Annex D

Baseline and five sets of traffic monitoring were completed within six months of the trial period (for a continuous 7-day period in November 2024, February 2025, March 2025). Some of the monitoring was completed during the state and private school holidays to understand the differences in traffic volumes during the school break (for a continuous 7-day period during two weeks in April).

Turning counts were used to monitor traffic at the A4 Gay Street south/George Street/Gay Street north junction.

- **Bennett Street** carried 2,839 vehicles a day, on average, during baseline. During the trial, it saw the greatest reduction in traffic flows across all five monitoring periods (and all three trial areas) with between 1,484 and 1,755 fewer motor vehicles. The represents up to 66% reduction.
- **Brock Street** carried 1,279 vehicles a day, on average, during baseline. During the trial, it carried between 13% and 22% fewer vehicles in term time, and between 15% and 22% fewer vehicles in the school holiday period. 22% represents up to 281 fewer vehicles.
- **Lansdown Road, between Bennett St and Alfred St** carried 8,452 vehicles on average per day during baseline. During the trial in the three termtime monitoring periods, between 531 and 1,077 more vehicles were recorded on the road (6-13% more vehicles). During the trial in school holiday periods, it carried 824 (10%) more and 3 fewer (0%) more vehicles.
- **Julian Road**, between Upper Church Street and Harley Street, carried 8,365 vehicles per day, on average, during the baseline. Traffic flows varied in the trial. Traffic flows increased by 8% in November 2024; decreased by 3% in February 2025; increased by 7% in March 2025; increased by 9% in April 2025 Week 1; and increased 1% in April 2025 Week 2. This equates to changes between 287 fewer and 733 more vehicles per day.
- **Morford Street** carried 4,040 vehicles per day, on average, in the baseline. During the trial in term-time periods, between 9% and 12% more vehicles were recorded during the three periods (369, 400 and 505 more vehicles). During school holiday periods, 730 (18%) more and 170 (4%) more vehicles were recorded.
- During baseline monitoring the number of total turning movements at the **Gay Street/George Street/Gay Street south junction** were 13,823 vehicles per day. This reduced to between 11,763 and 13,223 vehicles per day during the in-trial monitoring periods.
- The traffic monitoring confirmed non-compliance with a new mandatory left turn at the **A4 Gay Street/George Street junction** (preventing drivers heading from Gay Street North into Gay Street south towards Queens Square). During early monitoring in

November 2024, 287 vehicles a day, on average, did not comply. In March the figure was 89 per day. However, it rose to 143 vehicles a day in April week 1. There is a recommendation to introduce ANPR camera enforcement at this junction to bring about the required behaviour change and compliance with the mandatory left-hand turn.

See Annex D for the full report.

Air Quality monitoring conclusions: Annex E

- The council monitors nitrogen dioxide concentrations as this pollutant most closely associated with vehicle exhaust emissions.
- The air quality monitoring report provides nitrogen dioxide concentrations both in terms of annual nitrogen dioxide concentrations to align with the Government's air quality objective of 40 µg/m³, and also quarterly results, although it should be noted that results for each quarter are not directly comparable with the annual average objective (because bias correction has not been applied and the data is not for the full year).
- Monitoring locations in Lower Gay Street and south of Queens Parade Place show improvement in air quality with a decrease in NO₂ concentrations every quarter when compared with the available baseline figures. Concentrations in Upper Gay Street were also improved (although less so) over the period of the trial.
- During the first two months of trial in Q4 2024, five of the twenty-five sites in the LN area saw a small increase in NO₂ levels against baseline (as a quarterly average). Included in this area was:
 - Julian Road (22.5 to 25 µg/m³)
 - Queens Parade Place (16.3 to 17.3 µg/m³)
 - Morford Street (19.8 to 22.3 µg/m³)
 - London Road 4 opposite junction with Bennett Street (24.8 to 25.6 µg/m³)
- **Julian Road** shows an improvement against baseline during some quarters. In Q2 2025 (in-trial), concentrations of 16.5 µg/m³ compared favourably against 18.9 µg/m³ and 19.0 µg/m³ in 2023 and 2024 respectively (both baseline). In Q1 2025 (in-trial), concentrations of 23.7 µg/m³ compared favourably with baseline figure of 26.2 µg/m³ in Q1 2023 but not Q1 2024 (21.4 µg/m³).
- **Morford Street** shows a mixed picture. There were improvements against baseline during some quarters. In Q4 2024 (in-trial) concentrations of 22.3 µg/m³ are 12% higher than baseline Q4 2023 results which were 19.8 µg/m³. In Q1 2025 (in-trial), concentrations of 23.6 µg/m³ compare favourably with baseline Q1 2023 (24.1 µg/m³) but are 20% higher than baseline Q1 2024 results (19.6 µg/m³). In Q2 2025 (in-trial) concentrations of 14.0 µg/m³ compared favourably with 18.3 µg/m³ recorded in the baseline Q2 2023. But this was slightly higher when compared with baseline Q2 2024 (13.7 µg/m³).

See Annex E for the full report.

Communications and Stakeholder Engagement: Annex F

- Our stakeholder and engagement activity relating to Gay Street and The Circus is outlined in Annex F. This includes descriptions of how we promoted and informed the community about the trial, and the meetings and correspondence with key stakeholders such as schools, local businesses, campaign groups and residents' associations across the whole trial area. It outlines the actions we took to duly consider and address concerns and provides insight into local sentiment of people as they anticipated and experienced the trial. It includes outcomes of events held by our partner Sustrans (now The Walk, Wheel and Cycle Trust) during the trial.

See Annex F.

Other outcomes:

- During the consultation the council received feedback about the negative impact of the highway signage in Gay Street which is a key heritage location for the city. This will be reviewed, subject to statutory guidelines and the scheme being made permanent.
- Positive feedback was also received during stakeholder engagement about the advantages provided by the pedestrian island which has been installed at the junction of Upper Gay Street and George Street. Respondents stated that it has brought safety benefits to pedestrians at this crossing point.

Travel times across the Lower Lansdown and The Circus area

- Across the average day (24 hours), changes to travel times for motor vehicle traffic on roads across the study area between March 2024 and March 2025 were generally minimal, with the majority of roads experiencing a change in travel times of less than ten seconds. No roads have a travel time increase of more than eight seconds.
- During the average weekday AM peak (07:30-10:30), changes to travel times for motor vehicle traffic on roads across the study area between March 2024 and March 2025 were generally minimal, with all roads having a travel time change of 20 seconds or less.
- During the average weekday PM peak (15:30-18:30), changes to travel times for motor vehicle traffic on roads across the study area between March 2024 and March 2025 were generally minimal, with all roads (apart from Brock Street westbound) experiencing longer travel times of 20 seconds or less.

See Annex D for the full report.