

OUTCOME OF TRO PROCESS – DECISION (following objections)

PREPARED BY: Traffic Management Team, Highways and Traffic Group

TITLE OF REPORT:	Catharine Place / Gay Street / Winifred’s Lane – Lower Lansdown, Liveable Neighbourhood Scheme.
PROPOSAL:	<p>A. Catharine Place - No through traffic restriction (Prohibition of motor vehicles).</p> <p>B. Gay Street - No entry to Gay Street from junction of Gay Street and George Street. (Prohibition of motor vehicles). Left-turn only from Gay Street (northbound) onto George Street.</p> <p>C. Winifred’s Lane - No through traffic restriction (Prohibition of motor vehicles) on Winifred’s Lane. Prohibition of right turn from Cavendish Road to Sion Hill.</p>
SCHEME REF No:	24-027
REPORT AUTHOR:	Traffic Management Team

1. DELEGATION

The delegation to be exercised in this report is contained within **Part 2 Section 2.35** of the Constitution under the **Delegations of Functions to Officers**, as follows:

Section A	The Chief Executive, Executive Director - Chief Operating Officer, Directors and Heads of Service have delegated power to take any decision falling within their area of responsibility....”
Section B	Without prejudice to the generality of this, Officers are authorised to: serve any notices and make, amend or revoke any orders falling within their area of responsibility.
Section D	An Officer to whom a power, duty or function is delegated may nominate or authorise another Officer to exercise that power, duty or function, provided that Officer reports to or is responsible to the delegator.

For the purposes of this report, the Director of Place Management and the Head of Highways Delivery hold the delegated power to make, amend or revoke any Orders.

2. LEGAL AUTHORITY

This proposal is made in accordance with the Road Traffic Regulation Act 1984, which under Section 1 provides, generally, for Orders to be made for the following reasons, and in the case of this report specifically for the reason(s) shown below:

(a)	for avoiding danger to persons or other traffic using the road or any other road or for preventing the likelihood of any such danger arising, or	x
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(b)	for preventing damage to the road or to any building on or near the road, or	
(c)	for facilitating the passage on the road or any other road of any class of traffic (including pedestrians), or	x
(d)	for preventing the use of the road by vehicular traffic of a kind which, or its use by vehicular traffic in a manner which, is unsuitable having regard to the existing character of the road or adjoining property,	x
(e)	(without prejudice to the generality of paragraph (d) above) for preserving the character of the road in a case where it is specially suitable for use by persons on horseback or on foot, or	x
(f)	for preserving or improving the amenities of the area through which the road runs, or	x
(g)	for any of the purposes specified in paragraphs (a) to (c) of subsection (1) of section 87 of the Environment Act 1995 (air quality)	

3. PROPOSAL

Catharine Place - The introduction of a 'modal filter' restriction in Catharine Place, west of its junction with River Street Mews. A modal filter is, essentially, a road closure which prevents through-traffic from using a route, whilst maintaining access for walking, wheeling and cycling. Emergency vehicles and refuse vehicles will be permitted access through the modal filter. New 'no waiting at any time' parking restrictions are required in Catharine Place and adjoining roads to support the introduction of the modal filter. The proposals are shown in Appendix 1.

Gay Street - The introduction of a restriction which prohibits northbound motor vehicles from proceeding in Gay Street from its junction with George Street. Non-motorised vehicles and emergency vehicles will be exempt from the restriction. The introduction of a restriction (prescribed turn) which requires southbound motor vehicles to turn left from Gay Street into George Street. New 'no waiting at any time' parking restrictions and modifications to existing parking spaces are required to support the introduction of the traffic restriction. The proposals are shown in Appendix 2

Winifred's Lane - The introduction of a 'modal filter' restriction on Winifred's Lane, south of its junction with Somerset Lane. A modal filter is, essentially, a road closure which prevents through traffic from using a route, whilst maintaining access for walking, wheeling and cycling. Emergency vehicles and refuse vehicles will be permitted access through the modal filter. The introduction of an order prohibiting motor vehicles from turning right from Cavendish Road onto Sion Hill, at the junction of Cavendish Road, Sion Hill and Winifred's Lane. The introduction of an order prohibiting motor vehicles from turning left from Sion Hill into Winifred's Lane. The proposals are shown in Appendix 3a and 3b.

4. REASON

A Statement of Reasons for promoting the Experimental Traffic Regulation Order is attached to this report.

5. IMPACT ON EQUALITIES

Liveable Neighbourhoods are part of our toolkit to tackle the climate and ecological emergency, act on our Health and Wellbeing Strategy and ensure social justice. All schemes will require changes in travel behaviour by residents, commuters, and visitors alike. Modifying travel behaviour and car ownership levels is difficult in the short term, but

the rewards can be significant. The aim of Liveable Neighbourhoods is to reduce overall vehicle use, rather than divert traffic elsewhere. Successful schemes will be those that improve the local environment for residents, increase capacity, safety, and convenience for sustainable travel on main corridors, and foster conditions whereby residents reduce their reliance on private cars, making their local trips by walking, cycling, e-bikes or public transport. The introduction of Liveable Neighbourhoods has the potential to make huge improvements to people's lives, enabling communities to improve their health, wellbeing, and equality of opportunity.

Liveable Neighbourhood strategies in B&NES (Low Traffic Neighbourhoods, Residential Parking Strategy, and On Street Electric Vehicle Charging Strategy) were the subject of public consultation between 9th September and 18th October 2020. The responses demonstrated overwhelming public support for the council's approach and proposed measures. These strategies were approved in December 2020, and applications were subsequently sought for Liveable Neighbourhoods, Residents' Parking Zones, and Electric Vehicle Parking. Ward Members and Parish Councils were asked to submit expressions of interest by 12th February 2021, with a second round of expressions of interest invited by 5th May, and a third round by 5th August 2021.

Consultation with local communities has continued to be at the heart of the Liveable Neighbourhoods programme since 2021 with ideas for improvement to their areas being put forward by residents themselves during public engagement and co-design workshops to address the issues they commonly experience. During 2023, preliminary designs were prepared for 15 Liveable Neighbourhoods, drawing on the outcomes of co-development workshops and a shortlisting exercise.

These preliminary designs set out the overall ambition for the 15 areas, however early cost estimates required the council, in discussion with the relevant ward councillors, to reduce this scope to 11 areas with fewer interventions. The council hopes to progress more of the ideas put forward by communities in all 15 areas either through future funding or via other projects.

The full business case was approved by the MCA in September 2024 which also secured the available funding from the City Regional Transport Settlement (CRSTS).

Officers identified three Liveable Neighbourhood areas which featured shortlisted measures considered suitable for trialling from Spring 2024 onwards.

Potential trials (and variations on these trials/measures) have been assessed using the following criteria:

- Broad estimates for the cost of trial implementation (based on previous projects)
- Their overall suitability for implementation as a trial scheme
- How long the trial would take to implement (priority given to those that can be implemented quickly)
- To what extent the proposed intervention addresses the feedback from the initial consultation and co-design workshops.

Using this criteria, three Liveable Neighbourhood areas were selected for trials from Spring 2024 including the scheme in Lower Lansdown. There was a legal challenge earlier in 2024 to a previous version of the Lower Lansdown ETRO, which was ultimately quashed by

consent as the Council acknowledged certain procedural defects. These defects were remedied and this revised ETRO was laid in November 2024.

The Council has had in mind and discharged the duty (as set out in section 122(1) of the Road Traffic Regulation Act 1984) to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) so far as practicable. It has also had regard to the factors which point in favour of imposing a restriction on that movement. It has balanced the various considerations and concluded that it is appropriate to propose the Order in question. The Council has also considered and discharged its network management duty under section 16 of the Traffic Management Act 2004. It has concluded that the proposed Order is consistent with that duty, having regard to its other policies and objectives.

6. IMPACT ON HUMAN RIGHTS

Equality Impact Assessments have been undertaken in relation to these proposals, which can be seen in Appendix 4a / 4b / 4c (links below). The Council has had due regard to the needs set out in section 149(1) of the Equality Act 2010. It considers that the proposed Order is consistent with the section 149 public sector equality duty, which it has discharged.

https://www.bathnes.gov.uk/sites/default/files/EQIA_Liveable_Neighbourhoods_ETRO-Winifreds_Lane_UPDATE_January_2026.pdf

https://www.bathnes.gov.uk/sites/default/files/Equalities_Impact_Assessment_updated_December_2025_Catharine_Place.pdf

https://www.bathnes.gov.uk/sites/default/files/Equalities_Impact_Assessment_updated_December_2025_Gay_Street.pdf

The proposals are considered to have a minimal impact on human rights (such as the right to respect for private and family life and the right to peaceful enjoyment of property). However, the Council is entitled to affect these rights where it is in accordance with the law, necessary (in the interests of public safety or economic well-being, to prevent disorder and crime, to protect health, or to protect the rights and freedoms of others), in pursuit of a legitimate aim and proportionate to do so. The proposals within this report are considered to be in accordance with the law, necessary, in pursuit of a legitimate aim and proportionate.

7. SOURCE OF FINANCE

The proposal is funded from the West of England Mayoral Combined Authority through an allocation of £736,000 to implement the trials ahead of delivering the wider Liveable Neighbourhoods programme, the purpose of which is to develop a range of measures to improve residential streets.

8. CONSULTATION REQUIREMENT

The proposal requires consultation with the Chief Constable, Emergency Services, Road Haulage Association, Freight Transport Association (Logistics UK), Parking Services, Waste Services, Ward Members and the Cabinet Member for Sustainable Transport Delivery.

The responses to the informal consultation can be found in TRO report number 3.

9. OBJECTIONS / COMMENTS RECEIVED (following the public advertisement of the proposal(s))

The objections received have been summarised below with the technical responses underneath each one.

The Circus and Lower Lansdown area of Bath is one of several areas that Bath and North East Somerset Council (B&NES) is developing via its community-led Liveable Neighbourhood (LN) programme.

The schemes in Winifred's Lane, Catharine Place and Gay Street were trialled and installed under an experimental traffic regulation order (ETRO) for a minimum of six months from Friday 1 November 2024 to Wednesday 30 April 2025. The schemes remain in place until a decision is reached on the outcome of these trials in 2026.

The ETRO trials comprised three, linked restrictions in the Lower Lansdown and The Circus area, which is part of the B&NES Liveable Neighbourhood programme. The overall aim is to deter motorists from using residential streets in the area as a short cut to and from the A46/M4 and enable more walking and cycling through the areas.

During the trial period, impacts on traffic and air quality were monitored and residents' views were sought in a six-month consultation from Wednesday 1 November 2024 to Wednesday 30 April 2025. Residents, local businesses and the public were advised in letters and the media to experience the trial schemes for several weeks before responding to the consultation.

An annotated map, full summary of the proposals, and an online survey were also available online at <https://www.bathnes.gov.uk/Winifred's-lane-through-traffic-restriction-trial> with more background material on all three trials available at www.bathnes.gov.uk/lansdownetro

Alternative formats (print etc) were available on request and advisors were trained and in place to support residents.

The council also promoted the engagement via a press release, e-news and social media posts on X (formerly Twitter), Facebook and Instagram. A communications toolkit was developed and sent to ward councillors to help them share details of the public engagement, and to local schools.

The Council is permitted to make the scheme permanent under a Traffic Regulation Order (TRO) irrespective of any negative comments or objections made. Such a decision was confirmed under a Single Member Decision on Monday 23 February 2026, after all of the evidence from the six-month ETRO consultation was published and considered, which included consideration by the Climate Emergency and Sustainability Policy Development and Scrutiny Panel at a call-in hearing on 23 February 2026.

The Single Member Decision report, decision notice and detailed reports on the feedback during the public consultation, together with reports focussing on traffic and air quality impacts should be read in conjunction with this report and can be found at <https://democracy.bathnes.gov.uk/ieDecisionDetails.aspx?ID=2378>.

For each of the schemes, a summary is provided of the public consultation responses received which is taken from the respective public consultation report. The themes identified from responses which both supported and opposed the scheme are then outlined, with technical responses in italics underneath each one.

1. ETRO Public Consultation Survey Results: Winifred's Lane Area

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.
- Of the responses provided from those who lived in the trial area, just over a quarter (28%) had school aged children living in their home.
- Overall, 84% of respondents mainly objected to making the 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.

Responses outlining positive impacts of the trial:

In total, 289 comments were received outlining positive impacts of the trial on Winifred's Lane and the trial area. The main themes are shown below together with the number of comments received for each theme:

- Traffic will/has reduced/calmed down (94 comments)
- It is safer to walk (79 comments)
- Traffic noise will/has reduced (70 comments)
- Safety has improved (general comment) (43 comments)
- Restrictions will/has meant more people will walk/cycle/use active travel (41 comments)
- Restrictions have had a positive impact (33 comments)
- It is safer to cycle (30 comments)

Officer comments:

The Council welcomes the received feedback and would make the following comments on specific points received.

The overarching objectives of the three, linked trials are:

- *To address the excessive traffic in residential areas used as shortcuts to and from the A46/M4*
- *To encourage through-traffic to stay on the main roads.*

- *To support the local neighbourhood who provided feedback about excessive traffic and speeding in the area- including on Cavendish Road at the foot of Winifred's Lane.*
- *To enable more walking, wheeling, and cycling*

All of the above align with the Council's Liveable Neighbourhood policy and wider council policies on sustainable travel.

The following points evidence success against objectives specifically in the Winifred's Lane trial area:

- *Winifred's Lane carried an average of 1,303 vehicles a day before the trial. The lane is a very narrow lane with intermittent footpaths, and vehicle speeds went unhindered (northbound).*
- *The restriction has freed up Winifreds' Lane as a quiet route for pedestrians and cyclists. During all five monitoring periods during the trial, there was an uplift in active travel- with around 65-75 more people each day walking or cycling on the lane.*
- *Cavendish Road carried more than 3,200 vehicles a day before the trial. This dropped by up to 25% (representing around 700 fewer vehicles a day) during the trial and 41% less during school holidays.*
- *The Cavendish Road/Winifred's Lane/Sion Hill junction saw fewer vehicles during all five monitoring periods, compared with the period before the trial.*
- *Sion Hill East and Lansdown Crescent also saw fewer vehicles because of the no-right-turn introduced at the Cavendish Road junction. It carried 660 to 770 fewer vehicles during the trial's term-time monitoring periods (and even fewer during the school holidays). Before the trial it carried 1,500 vehicles a day.*

Responses outlining negative impacts of the trial:

In total 1,084 comments were received explaining reasons why the trial schemes should not be made permanent. The main themes are shown below together with the number of comments received for each theme:

- Traffic/congestion has increased elsewhere (774 comments)
- Restrictions have increased traffic flow past schools (443 comments)
- Restrictions have made walking/cycling less safe on surrounding roads (403 comments)
- Restrictions have made the surrounding area more dangerous/unsafe (general comment) (345 comments)
- Air pollution has increased on other roads which cars are using more (293 comments)
- Drivers are not obeying the restrictions/driving dangerously (278 comments)
- Restrictions have made driving less safe on other roads (255 comments)
- Restrictions will only benefit a few people but inconvenience many (243 comments)
- Restrictions have increased journey times (239 comments)

Further narrative on these themes is shown below:

Traffic/congestion has increased elsewhere:

There were **774 comments** with the view that traffic was worse on surrounding roads. On many occasions, a combination of Sion Road and Sion Hill were considered worse, as were Julian Road and Morford Street.

Those who commented on traffic being worse in surrounding areas suggested that there were more bottlenecks on Sion Road due to it being a very narrow two-way road. It was felt the bottlenecks were a result of vehicles travelling in one direction but would have previously taken Winifred's Lane, and cars travelling in the other would have taken Sion Road, but they were now choosing to use Sion Road for both directions.

Restrictions have increased traffic flow past schools:

There were **443 comments** which highlighted that the trial restrictions either redirects traffic past schools, or that they have seen an increase in the traffic around schools, nurseries or universities in the area. There were 341 comments specifically about children being in danger due to traffic.

Air pollution has increased on other roads which cars are using more:

There were **293 comments** which mentioned that the trial had most likely made air pollution worse on surrounding roads due to congestion, with 144 of these mentioning that traffic has increased past a school in their response or expressed a specific concern that this is bad for the health of the school children.

Drivers are not obeying the restrictions/driving dangerously:

There were **278 responses** which commented about drivers who either did not obey the restrictions set out in the trial or were driving dangerously. The restrictions refer to the ban on the right turn into Lansdown Crescent. Dangerous driving included speeding on roads, performing three-point turns, or U-turns to enter Lansdown Crescent, mounting the kerb, or other general forms of dangerous driving.

Restrictions will only benefit a few people but inconvenience many:

There were **243 comments** which mentioned there are not many people that benefit from the changes made by the trial and it was raised that the Council may be showing favouritism to wealthier residents.

Restrictions have increased journey times:

Increased journey times, delays or longer routes were mentioned **239 times**. They attribute these longer routes to no longer being able to travel up Winifred's Lane, or along Lansdown Crescent, and to the increased traffic along the roads they would normally travel on. Some also highlight the fact that it uses more fuel and causes more pollution.

Negative impacts regarding safety:

In total, **669 comments** received mentioned that safety had decreased, either in the area, or in the surrounding area. Out of this total, some indicated that safety has been made worse for active travel users, some that it was worse for drivers, and some that it has generally worsened the safety in the area.

Restrictions have made walking/cycling less safe on surrounding roads:

There were **403 comments** which included concerns over safety for walkers or cyclists, many suggesting that this reduction in safety is due to the increase in traffic.

Some comments also suggest that pedestrians and cyclists are less safe on Winifred's Lane, as vehicles were now travelling faster past its entry points due to changes made by the scheme, and due to how steep the road is. Cyclists now travel at speed down the road into oncoming traffic.

Restrictions have made driving less safe on other roads:

There were **255 comments** received about how the restrictions had made driving less safe on other roads. This is often because of increased congestion and frustrated drivers. Many who suggest that safety has decreased attribute this decrease to more vehicles needing to travel on narrow roads with blind bends.

Restrictions have made the surrounding area more dangerous/unsafe:

345 comments mention safety generally without specifically identifying whether it has decreased for drivers, pedestrians or cyclists.

Effects on specific roads in the area:

In total **146 comments** were received about positive impacts on specific roads, and **496 comments** were received about negative impacts. The roads mentioned most often are shown in the table below:

Road named in comment	Positive impact	Negative impact
Total comments received about impact on specific roads	146	496
Winifred's Lane	110	46
Lansdown Crescent/Lansdown Place East & West	31	44
Cavendish Road	23	78
Julian Road/Brunswick Place	2	180
Lansdown Road	2	100
Morford Street	1	119
Sion Hill (East of Cavendish Road junction)	6	161
Sion Hill (West of Cavendish Road junction)	4	205
Sion Road	2	239

Winifred's Lane:

There were **110 comments** that mentioned positive impacts on Winifred's Lane. Most comments were about feeling safer, that Winifred's Lane was quieter, and that it encouraged people to be more active.

Even though most of the comments that mention Winifred's Lane mentioned positive impacts, there were also **46 comments** that it had a negative impact, with a view that residents on Winifred's Lane is so steep, it is not a suitable place for cycling and walking anyway, so cyclists do not want to travel up it, and those that travel down do so at speeds that are very high into oncoming traffic at the bottom of the road.

Lansdown Crescent:

There was a mix of comments about Lansdown Crescent; **31** mentioned a positive impact and **44** that it had been affected negatively.

Negative comments on Lansdown Crescent highlight a perceived reduction in safety, and complain that the ban on the right turn into it is causing them to detour, which increases their travel time

Sion Hill and Sion Road:

In many cases, Sion Hill and Sion Road were mentioned in the same response. There were **239 responses** received that suggested Sion Road has been negatively impacted and **216 comments** for Sion Hill (East, West, or both).

Comments about these roads were often made about increased level of traffic that the roads cannot contain and cars parked on either side, the narrow width of the roads and the winding blind bends adds to these concerns.

Julian Road and Morford Street:

Similar to the section on Sion Hill and Sion Road, often Julian Road and Morford Street are mentioned as a pair, **180 comments** mentioned Julian Road was impacted negatively, and **119** were about Morford Street. Generally, the comments mentioned an increase in traffic which endangered road users.

Cavendish Road:

There were **78 comments** that suggested Cavendish Road was now more dangerous as cars now travel a lot faster along it, and often drivers ignore the restriction on turning right.

Lansdown Road:

There were **100 comments** about negative impacts to Lansdown Road, specifically about worse traffic, with some specifically mentioning junctions.

Officer comments:

The Council welcomes the received feedback and would make the following comments on specific points received:

Traffic/congestion increasing within the area:

- *Sion Road carried 1,022 vehicles per day before the trial (including 906 southbound) and 2,196 at its peak in February, which is an increase of 1,174 vehicles (115%).*
- *Traffic is counted in both directions. The percentage increase is high because the original northbound flow was extremely low on Sion Road. Winifred's Lane carried most of the northbound traffic before the trial (1,303 a day, on average).*
- *Although traffic on Sion Road increased in February, this rise was not sustained. In March, an average of just over 1,000 vehicles travelled north each day, around 135 fewer than in February. Overall, the road carried 1,983 vehicles per day in March, compared with 2,196 in February.*
- *For context, Cavendish Road carried 3,200 vehicles a day before the trial. Julian Road and Lansdown Road as main roads carry around 8-9,000 vehicles a day.*
- *Additionally, not all the northbound traffic that travelled on Winifreds before the trial re-assigned onto Sion Road. Around 260 vehicles dispersed, based on northbound baseline*

counts on Winifreds of 1404 and northbound in-trial counts on Sion Road in February of 1,140.

Poor driving behaviour on Sion Road:

- *During the trial, poor driving behaviour (which included vehicles mounting pavements) was observed primarily during 8-9am, where the school run coincides with peak commuting hours. Kingswood School's private lane exits onto Sion Road so this is a consideration in the proposed potential mitigations.*
- *Motorists are responsible for driving in accordance with license requirements and for adhering to the Highway Code. So, officers will continue to work with the police to consider enforcement for any offences and provide evidence if necessary.*
- *However, it is noted that traffic flow and levels of congestion are not so significant that the highway (by design) is flawed, and most congestion is limited to the school run. Outside of peak hours, Sion Hill West and Sion Road are quiet.*
- *It should also be noted that there is a raised pavement along the length of Sion Road West and Sion Road is also flanked by footways leading to the school, providing safe access for pedestrians.*

Air quality on Sion Road, Julian Road and Morford Street:

- *With regards to pollution from vehicles outside Kingswood School, it's important to stress that nitrogen dioxide (NO₂) concentrations measured during the trial on Sion Road remain extremely low for Bath (and well below the Government's and the council's strict limits) at 11 microgrammes per metre cubed. And the school and playing fields are set back from the roadside. There is no issue with pollution here based upon the monitoring that the Council has undertaken.*
- *Regarding air quality, the concentrations of NO₂ on Julian Road varied in line with wider trends across the city. In general, concentrations remain well below the Government's and the council's strict limits.*
- *On Julian Road, there are fluctuations both above and below the baseline NO₂ data. The highest in-trial quarterly data was 23.7 microgrammes per metre cubed during Q1 2025. But this is well below the Council's strict limits and not a concern. It is noted that NO₂ levels were higher across the city was higher during this quarter – these wider trends can be influenced by several factors including the weather and other local pollution sources.*
- *A similar picture applies to Morford Street. Concentrations were low at 23.6 microgrammes per cubic metre – well below the annual objective limit of 40 mg per metre cubed.*
- *Some small increases in NO₂ concentrations have been noted on Morford Street, and these will be kept under review as part of ongoing monitoring. Again, the highest reading was in Q1 2025 when there were higher concentrations across the city as part of a broader trend. Currently, it is not possible to attribute this increase to the trial.*

Proposed potential mitigations:

- *Potential mitigations have been put forward, including new parking arrangements on Sion Road to help reduce congestion, create more passing places, and improve visibility for vehicles exiting the private drive from Kingswood School.*

- *It is proposed to place automatic number plate recognition cameras at the Cavendish Road junction to enforce the no right turn into Sion Hill East, which residents have fed back is often being ignored and is confirmed by the Council's own monitoring of this junction.*
- *There is also potential for local schools to help reduce car trips on the school run. The Council has met with the leadership teams at Kingswood School and will continue to work with them to explore this further. We will also talk with The Royal High School.*
- *The Council wants to develop a better understanding of how pupils currently travel and identify what support the schools may need to help reduce private car journeys.*

Journey times:

- *Monitoring and analysis have demonstrated that changes in travel times were minimal on all roads across the study period, with drivers experiencing an average increase of no more than 20 seconds during peak times and no more than eight seconds during off-peak times.*

Safety:

- *The Council has monitored road safety throughout the trial, and officers are not aware of any recorded personal injury collisions as a direct result of the changes. The Council is aware of one incident between two vehicles at the junction of Morford Street and Lansdown Road during the trial period, involving two vehicles at 3am which is not considered to be related to the road changes.*
- *In addition, in response to feedback prior to the trial, the scheme design was amended to include measures to support cyclist safety on Winifred's Lane. These included:*
 - *High visibility bollards at the point of the through traffic restriction*
 - *Additional lining and signage denoting the junction of Winifred's Lane with Cavendish Road*
 - *A length of high friction surfacing just before the junction of Winifred's Lane with Cavendish Road*

Restrictions will only benefit a few people but inconvenience many:

The overarching objectives of the three, linked trials are:

- *To address the excessive traffic in residential areas used as shortcuts to and from the A46/M4*
- *To encourage through-traffic to stay on the main roads.*
- *To support the local neighbourhood who provided feedback about excessive traffic and speeding in the area- including on Cavendish Road at the foot of Winifred's Lane.*
- *To enable more walking, wheeling, and cycling*

The schemes may mean that some residents may have to travel a longer route to get to their properties however, there are wider benefits in that the overall reduction in vehicles using the area will encourage and enable more people to walk, wheel and cycle, borne out by the monitoring of active travel across all the schemes.

2. ETRO Public Consultation Survey Results: Catharine Place Area

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.

Responses outlining positive impacts of the trial:

In total 14 comments were received explaining reasons the trial should be made permanent and the positive impacts of the trial. The main themes are shown below, together with the number of comments received for each theme:

- Traffic has reduced/calmed down (11 comments)
- Restrictions have made the neighbourhood feel more pleasant (9 comments)
- It is safer to walk (6 comments)
- It is safer to cycle (5 comments)

Traffic has reduced/calmed down:

The most frequently occurring positive response (n=11) relates to reduction in traffic in the area. Some noted a positive change in environmental conditions.

Restrictions have made the neighbourhood feel more pleasant:

Nine responses mentioned that the restrictions had made the neighbourhood feel more pleasant.

One response compared the trial to previous schemes in the area, noting it's positive environmental impact.

Positive impacts on safety:

Six responses mentioned that safety has improved in some way, stating they felt it was safer to walk and five felt it was safer to cycle. Along with comments on safety for those travelling actively, several responses commented on general safety improving with respect to all three trial areas, with one mentioning that traffic is now being redirected to roads that can handle it more easily.

Officer comments:

The Council welcomes the received feedback and would make the following comments on specific points received:

- *For active travel, whilst 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.*

Responses outlining negative impacts of the trial:

In total, 34 comments were received explaining why respondents felt that the trial should not be made permanent. The main themes are shown below, together with the number of comments received for each theme:

- Traffic/congestion has increased elsewhere (29 comments)
- Restrictions should be removed/are not wanted/needed (16 comments)
- Restrictions have increased journey times (12 comments)
- Restrictions have failed to achieve their desired effects (11 comments)
- Restrictions have affected ability to park vehicles (11 comments)
- Air pollution has increased on other roads which cars are using more (9 comments)
- Restrictions have made the surrounding area more dangerous/unsafe (8 comments)
- Restrictions have made walking/cycling less safe on surrounding roads (8 comments)
- Restrictions will only benefit a few people but inconvenience many (6 comments)
- Some people are reliant on their cars/alternative options are not suitable (5 comments)
- Proposals are a waste of time/money/resources (5 comments)
- Other reasons for opposing/disagreeing with the trial becoming permanent (9 comments)

Traffic/congestion has increased elsewhere:

Almost all responses mentioned the fact that traffic is now worse on surrounding roads (n=29), with various roads mentioned namely, Marlborough Lane, George Street and Julian Road.

Eight comments mentioned that due to displaced traffic the surrounding roads were becoming more dangerous.

Restrictions should be removed/are not wanted/needed:

Sixteen responses commented that the trial is not wanted or needed and had a negative impact on the area.

Restrictions have increased journey times:

Twelve responses also mentioned that journey times have increased as a result of the restrictions.

Restrictions have failed to achieve their desired effects:

Eleven responses commented that the trial was not achieving what it set out to achieve.

Effects on specific roads in the area:

Nine comments were received about positive impacts on specific roads and 19 were received about negative impacts. The roads mentioned most often are shown below.

Road name	Positive impact	Negative impact
Total comments received about impact on specific roads	9	19
Catharine Place	5	13
Circus Mews	3	7
River Street Mews	1	6

George Street	1	3
Crescent Lane	0	3

Catharine Place:

Five responses commented that the trial on Catharine Place has had a positive impact and mentioned that it felt safer, quieter and encouraged them to be more active.

Thirteen responses commented that the trial has had a negative impact on Catharine Place – that it had become busier and more dangerous.

Circus Mews:

Three responses reported that the trial had a positive impact on Circus Mews regarding traffic reduction and behaviour on the street.

Seven responses mentioned the knock-on effect on Circus Mews.

River Street Mews:

There was one positive comment made about the trial's effect on River Street Mews.

There were 6 negative comments about the impact of the trial on River Street Mews implying that the trial had made the street more dangerous.

George Street and Crescent Lane:

Both these streets had more negative than positive comments focusing on increased pollution and the difficulty getting around the area.

All respondents were asked to give a final view on the effectiveness of the trial for Catharine Place.

Effectiveness of the bollards:

There were fewer responses from those who considered the restriction was effective in achieving the aims of the trial (n=15) than those who considered it ineffective (n=29). 5 responses did not express an opinion.

Nearly all (n=15) of those who supported the trial being made permanent felt the bollards were effective or very effective, with most feeling that they were very effective. Nine tenths (n=28) of those who objected felt the bollards were ineffective or very ineffective with almost all feeling they were very ineffective.

Of the 17 responses from those who lived in the trial area, six felt the bollards were effective or very effective, and ten thought they were very ineffective. From those living outside the trial area, 9 out of 32 felt they were effective or ineffective, and 19 out of 32 responses felt the bollards were ineffective.

Officer comments:

The Council welcomes the received feedback and would make the following comments on specific points received:

Traffic/congestion has increased elsewhere:

- *The three trials working together in the **Lower Lansdown and The Circus area** have reduced traffic volume overall during the three term-time monitoring periods.*
- *The trials have effectively dispersed traffic over a wider area and inhibited some vehicle journeys.*
- *Near to the **Catharine Place** through-traffic restriction, **Crescent Lane** saw a 32 to 27% reduction, and **Russell Street** up to 60% reduction.*

Air pollution has increased on other roads which cars are using more

- *The air quality monitoring report provides nitrogen dioxide concentrations in terms of annual nitrogen dioxide concentrations (to align with the Government's air quality objective of 40 µg/m³) and quarterly results (which are not directly comparable with the annual average objective).*
- *25 sites were monitored. 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.*
- *It is noted that several sites show improved air quality.*
- *It is also noted that during the first two months of the trial, five sites saw small increases against baseline as a quarterly average. The fluctuations are in line with regional trends and are not considered concerning in terms of its impact on health.*

Journey times:

- *Changes in travel times were minimal on all roads across the study period, with drivers experiencing an average increase of no more than 20 seconds during peak times and no more than eight seconds during off-peak times.*

Restrictions have affected ability to park vehicles:

- *As part of the scheme, it was necessary to remove 2 parking bays close to junctions to enable all vehicles to safely navigate corners and the availability of parking was maintained as far as possible.*

3. ETRO Public Consultation Survey Results: Gay Street and The Circus area

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.

Responses outlining positive impacts of the trial:

In total 53 comments were made regarding positive impacts of the trial. The main themes are shown below, together with the number of comments received for each theme:

- Traffic has reduced or calmed (29 comments)
- Restrictions have made the neighbourhood feel more pleasant (27 comments)
- It is safer to walk (20 comments)
- It is safer to cycle (19 comments)
- Supports further traffic calming measures in the surrounding area (13 comments)
- Restrictions have had a positive impact (general comments) (9 comments)

Traffic has reduced or calmed down:

Most of the positive responses (n=29) related to a reduction in traffic, specifically on Gay Street and The Circus.

The neighbourhood feels more pleasant:

Twenty-seven comments suggested that restrictions had made the neighbourhood feel more pleasant with some emphasis on it being quieter.

It is safer to walk/cycle:

Twenty comments provided felt it was safer to walk in the area, especially around Gay Street itself and The Circus.

A similar number (n=19) stated that it now feels safer to cycle due to the reduction in traffic.

Officer comments:

The Council welcomes the received feedback and would make the following comments on specific points received:

- *The scheme has brought about an uplift in cyclists using Gay Street. During the baseline, on average, per day, 77 cyclists were recorded on Gay Street (north). The number of cyclists was higher during each of the 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.*
- *This aligns with our wider objectives of reducing through-traffic and promoting active travel methods of walking, cycling and wheeling.*

Responses outlining negative impacts of the trial:

In total 111 comments were received outlining why they objected to the trial being made permanent. The main themes are shown below, together with the number of comments received for each theme:

- Traffic/congestion has increased elsewhere (82 comments)
- Air pollution has increased on other roads due to displacement (41 comments)
- Restrictions have increased journey times (39 comments)
- Restrictions have failed to achieve the desired effects of the proposals (21 comments)
- Drivers are not obeying the restrictions/driving dangerously (15 comments)
- Restrictions have made walking/cycling less safe on surrounding roads (15 comments)
- Restrictions will only benefit a few people but inconvenience many (14 comments)
- No right turn is too restricting for residents in the area (14 comments)

Traffic/congestion has increased elsewhere:

Almost all responses that mentioned a negative impact (n=82) commented that traffic has increased on surrounding roads.

George Street, in particular, was mentioned (n=18) as having heavier traffic now.

Air pollution has increased on other roads which cars are using more:

Forty-one comments mentioned that air pollution had increased as a result of increased traffic on other roads and longer driving distances.

Again, George Street was mentioned most often as having worsened air pollution due to the perceived increase in congestion.

Restrictions have increased journey times:

Thirty-nine responses provided noted the ETRO had increased journey times, including for local residents who use their cars as part of their daily routine.

Taxi and public transport users also commented on longer journey times.

Restrictions should be removed/are not wanted/it was fine the way it was:

Twenty-four responses said that the restrictions should be removed because they weren't needed in the first place or that the money is better spent elsewhere.

Restrictions will only benefit a few people but inconvenience many:

In their comments, 14 respondents said that not many people were benefiting from the changes made by the trial. Some said that the Council may be showing favouritism to wealthier residents.

Restrictions have made walking/cycling less safe on surrounding roads:

There were 15 comments that included concerns over safety for walkers or cyclists, and many suggesting that reduced safety is due to the increase in traffic.

Some comments suggested that pedestrians and cyclists are less safe due to driver behaviour attempting to get around the restrictions.

Effects on specific roads in the area:

In total 25 comments were received about a positive impact on specific roads and 41 were received about negative impacts. The main themes are shown below, together with the number of comments received for each theme:

Base (number)	25	41
Gay Street	17	16
George Street	3	18
The Circus	15	5
Lansdown Road	3	6
Marlborough Buildings	1	6
Queen Square	2	5
Julian Road/Brunswick Place	0	5
Lansdown Crescent/Lansdown Place East & West	1	2
References other road/street/avenue	4	13

Gay Street:

Gay Street was commented on most of all (n=17) as a street with a positive impact, however almost as many felt it had been negatively impacted (n=16). Positive comments included that the road was quieter, safer and encouraged active travel.

Negative comments about Gay Street mainly mentioned issues with crossing George Street near the Gay Street junction or a that signage is not being adhered to, creating congestion.

Some respondents said that Gay Street was the only road benefiting from the trial and that while they acknowledge an improvement on Gay Street, they do not necessarily support the scheme because of negative impacts on other roads.

Respondents also mentioned that drivers were ignoring the restrictions on Gay Street which reduced the impact of the trial.

The Circus:

Fifteen comments were provided about positive impacts for The Circus such as safety and reduced traffic.

George Street:

As mentioned previously, George Street was mentioned most often as having been negatively impacted by the restrictions (n=18). The main observation was the increase in traffic and therefore congestion and air pollution along the road.

Effectiveness of the restrictions:

There was a mixed view of whether the new restrictions were effective in achieving the aims of the trial. 42% considered they were effective and 54% ineffective.

Nearly all (97%) of those who supported the trial becoming permanent felt that the restrictions were effective or very effective, with most feeling they were very effective (75%).

Nearly all of those who objected (86%) felt the restrictions were ineffective or very ineffective, with most feeling they were very ineffective (69%).

Around three quarters (71%) of those who lived in the trial area felt the restrictions were effective or very effective (29% felt they were ineffective or very ineffective). Similarly, over half (58%) of those who lived outside the trial area felt the restrictions were ineffective.

Officer comments:

The Council welcomes the received feedback and would make the following comments on specific points received:

- *The three trials working together in the Lower Lansdown and The Circus area have reduced traffic volume overall during the three term-time monitoring periods.*
- *The trials have effectively dispersed traffic over a wider area and inhibited some vehicle journeys.*
- *There are some notable vehicle reductions in the heritage settings of Gay Street and The Circus, notably Bennett Street, with up to 66% reduction (up to 1,700 fewer vehicles a day)*
- *The restrictions on Gay Street and The Circus saw reductions in vehicles using this busy junction during each of the five in-trial periods.*
- *There was an uplift in cycling in Gay Street as a result*

Air pollution:

- *The air quality monitoring report provides nitrogen dioxide concentrations in terms of annual nitrogen dioxide concentrations (to align with the Government's air quality objective of 40 µg/m³) and quarterly results (which are not directly comparable with the annual average objective).*
- *25 sites were monitored. 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.*
- *It is noted that several sites show improved air quality.*
- *It is also noted that during the first two months of the trial, five sites saw small increases against baseline as a quarterly average. The fluctuations are in line with regional trends and are not considered concerning in terms of its impact on health.*
- *As part of the trial, nitrogen dioxide has been monitored both through the Council's existing network of diffusion tube monitoring but also by deploying additional monitors where required.*
- *Existing monitoring on George Street demonstrates that NO₂ levels are well below the Government's and the council's strict limits and can be viewed here <https://www.bathnes.gov.uk/nitrogen-dioxide-monitoring-data>*

Journey times:

- *Changes in travel times were minimal on all roads across the study period, with drivers experiencing an average increase of no more than 20 seconds during peak times and no more than eight seconds during off-peak times.*

Not complying with restrictions/driving dangerously:

- *The Council is aware of non-compliance with the mandatory left turn from Upper Gay Street into George Street introduced by the scheme. This has been evidenced by monitoring in addition to public feedback and it is proposed to place automatic number plate recognition cameras at this junction to enforce the mandatory turn.*

Restrictions will only benefit a few people but inconvenience many:

The overarching objectives of the three, linked trials are:

- *To address the excessive traffic in residential areas used as shortcuts to and from the A46/M4*
- *To encourage through-traffic to stay on the main roads.*
- *To support the local neighbourhood who provided feedback about excessive traffic and speeding in the area- including on Cavendish Road at the foot of Winifred's Lane.*
- *To enable more walking, wheeling, and cycling*
- *All of the above are in line with the Council's Liveable Neighbourhood policy and wider council policies on sustainable travel.*
- *The schemes may mean that some residents may have to travel a longer route to get to their properties however, there are wider benefits in that the overall reduction in vehicles using the area will encourage and enable more people to walk, wheel and cycle, borne out by the monitoring of active travel across all the schemes.*

4. General comments relating to all three schemes

While the levels of objection are high, the evidence collected suggests that in some cases objectors have overstated the potential harm of the scheme in their responses and that, overall, the three trials have been successful in meeting the objectives of a Liveable Neighbourhood. In support of this, the following is noted in summary (and outlined in more detail in the original Single Member Decision reports and Decision notice):

- *There was an overall reduction in traffic volume across all roads in the three trial areas across all five in-trial monitoring periods.*
- *Traffic has dispersed over a wider area.*
- *The volume of vehicles using the junctions of Cavendish Road/Winifred's Lane and Gay Street/A4 George Street has reduced.*
- *Monitoring has not demonstrated a detrimental impact on air quality overall when compared with baseline data.*
- *There has been an uplift in active travel in Winifred's Lane and Gay Street, and levels remain constant in Catharine Place.*
- *The reductions of traffic across the trial area and the creation of quieter active travel routes are offering more travel choice to benefit those who do not have vehicles or who choose to walk and cycle.*

- *During weekday-peak travel periods, increases in average travel times were minimal (up to 20 seconds more compared with baseline). During off-peak travel times, journeys were no more than eight seconds longer.*
- *Reasonable access to premises on the trial streets is maintained, albeit some residents may have to take a different route.*

10. ADDITIONAL COMMENTS FROM WARD MEMBERS AND CABINET MEMBER FOR SUSTAINABLE TRANSPORT DELIVERY (in response to the above)

Lansdown:

Cllr Lucy Hodge – No comment.

Cllr Mark Elliott – No comment.

Kingsmead:

Cllr Paul Roper – No comment.

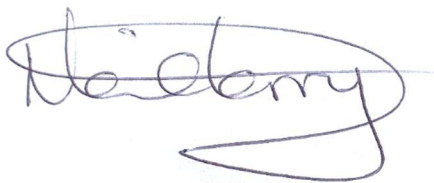
Cllr George Tomlin – No comment.

Cabinet Member for Sustainable Transport Delivery:

Cllr Lucy Hodge - Having given this detailed report full consideration, noting the Officer comments and general conclusions which include an overall reduction in traffic volume across all roads in the three trial areas and an uplift in active travel in Winifred's Lane and Gay Street, I support all the proposals within the report which have the potential to offer more travel choice.

11. RECOMMENDATION

That the Traffic Regulation Order as advertised is sealed.



Neil Terry
Traffic Management & Network Manager

Date: 25/03/2026

12. DECISION

As the officer exercising the delegated authority for this decision, I have considered all relevant matters and taken into account all representations received.

I am satisfied that the scheme has been developed in accordance with the Council's policy framework and that appropriate consultation and engagement has been undertaken.

In reaching my decision, I have had regard to the evidence set out in this report and all associated material, including consultation responses, written objections and comments, monitoring information and officer assessments.

I have considered the points raised both in support of and in objection to the proposals, and I am satisfied that they have been properly addressed and considered as part of my decision-making.

I recognise that the decision whether to make the Order is one of broad judgement, requiring a balanced assessment of the evidence in the context of the Council's wider transport and climate objectives, rather than a simple numerical comparison of responses.

For these reasons, I decide that the objections and comments are not acceded to and that the Order, as advertised, be sealed.

A handwritten signature in black ink, appearing to read 'Chris Major', with a stylized flourish at the end.

Chris Major
Director for Place Management

Date:27/03/2026