

12 April 2011

Name of Cabinet Member:
Cabinet Member (City Services) – Councillor Harvard

Director Approving Submission of the report:
Director of City Services & Development

Ward(s) affected:
St Michael's

Title:
Report - Objections to Proposed Traffic Regulation Orders Relating to the Coventry 2012
Public Realm and Olympic Legacy

Is this a key decision?
No

Executive Summary:

On 21 January 2011 Cabinet approved the proposal to make changes to transform the City Centre and assist in its regeneration as part of the Coventry 2012 Public Realm and Olympic Legacy; celebrating Coventry being an Olympic City and the 50th anniversary of the consecration of Coventry Cathedral.

A public exhibition was held from 24 January to 5 February outlining the proposals for the City Centre, which include environmental enhancements, 'de-cluttering' and major improvements for pedestrians in Broadgate, together with improvements to the route connecting the Railway Station to Bull Yard and changes to High Street/Earl Street, Jordan Well and Gosford Street. In addition, details were also provided on the City Council's Website and of the responses received 54% advised that they did not want traffic through Broadgate during the day and 75% that they did not want traffic through Broadgate during the evening.

The results of the public feedback have been used in determining the proposals for Broadgate, which includes Broadgate becoming 'traffic free' (except for essential access for loading purposes, allowed through a permit scheme). Other proposed changes relate to how traffic is permitted to move within and through the surrounding area and improvements to the connection from the Railway Station to Bull Yard, include filling in two subways and the provision of a toucan crossing across Junction 6.

To enable the proposed changes to the traffic movements requires the revocation and amendment of existing Traffic Regulation Orders (TROs) together with the introduction of new TROs. In addition, Notices of Intent were required in regard to the proposed changes to controlled pedestrian crossing facilities.

The required TROs and Notices of Intent relating to the proposals were advertised. 3 objections were received.

In accordance with the City Council's procedure for dealing with objections to TROs and representations to Notices of Intent they are reported to the Cabinet Member (City Services) for a decision as to how to proceed.

The cost of introducing the proposed TROs, if approved, will be funded from the budget allocated for implementing the Coventry 2012 Legacy, which is funded from a combination of external grant and contributions, existing resources and additional corporate resources.

Recommendations:

The Cabinet Member is recommended to:

1. Consider the objections to the proposed Traffic Regulation Orders.
2. Subject to recommendation 1, approve the implementation of the following Traffic Regulation Orders as advertised:
 - i) City of Coventry (Various Locations, City Centre) (No.2) (Bus Lanes and Gateways) Revocation and Consolidation Order 2011
 - ii) City of Coventry (City Centre) (No.1) (Prohibition of Driving, One Way, Variation and revocation) Order 2011
 - ii) City of Coventry (Greyfriars Road) (Bus Lane Revocation) Order 2011
3. Subject to recommendation 1, approve the removal of the controlled pedestrian facilities as detailed in the Notice of Intents for the removal of controlled pedestrian facilities at:
 - High Street/Little Park Street/Earl Street
 - Burges/Hale Street/Corporation Street/ Bishop Street
 - Warwick Road/New Union Street
 - Greyfriars Lane/New Union Street
4. Subject to recommendation 1, approve the installation of a toucan crossing as detailed in the Notice of Intent for installation of controlled pedestrian facilities at:
 - Junction 6 – circulatory carriageway
5. Approve the principles of eligibility for permits and times of permitted access of the permit scheme as detailed in Appendix C

List of Appendices included:

- Appendix A - Summary of formal objections to Traffic Regulation Order
- Appendix B - Copies of objections
- Appendix C - Principles of Eligibility for Permits and Access Times (Broadgate and Trinity Street)

Other useful background papers:

- Cabinet Reports, 21 January 2011, copies available on www.Coventry.gov.uk.
- Public Report 5 - Title: Coventry 2012 – The Olympics Legacy
- Public Report 6 - Title: Coventry 2012 – Public Realm

Has it or will it be considered by Scrutiny?

No

Has it, or will it be considered by any other Council Committee, Advisory Panel or other body?

No:

Will this report go to Council?

No

Report title:

Report - Objections to proposed Traffic Regulation Orders relating to the Coventry 2012 Public Realm and Olympic Legacy.

1. Context (or background)

1.1 Traffic Regulation Orders (TROs) and Notices of Intent relating to proposals for the Coventry 2012 Public Realm and Olympic Legacy have been advertised. The objection period for the TROs and Notice of Intent has now closed. Three objections were received, two relating to access issues and one to overall traffic management proposals. These need to be considered and a decision made as to whether to proceed or not with the restrictions as advertised.

2. Options considered and recommended proposal

2.1 Various options were considered in regard to the proposals for Broadgate; whether it was to be traffic free at all times, only during the day with traffic permitted in the evening or if certain types of traffic should be permitted to travel through Broadgate at anytime. The traffic movements in the surrounding area were dependant on the proposals for Broadgate.

2.2 The proposal to close Broadgate to traffic was made as a result of the feedback received from public consultation (see 3.1). Centro the Integrated Transport Authority for the West Midlands and the local bus operators have also been consulted and have not objected to the proposals.

2.3 The proposals relating to Broadgate are to create a 'traffic free' Broadgate with access by permit only, for essential loading/unloading operations or in connection with events. This will enable the creation of a clear focal point and centre within the City Centre which can be utilised as an open and flexible event space for seasonal events, markets etc. The TROs will be self enforcing by the use of bollards and vehicles will be restricted to travelling in a southbound direction on Broadgate, from Trinity Street to High Street, only. This should make the area more pleasant for visitors and shoppers, encouraging a café culture and improving pedestrian safety.

2.4 The proposal for the route from the Railway Station to Bull Yard includes the part signalisation of Junction 6, the installation of a toucan crossing and the filling in of two subways. It is also proposed to remove the traffic signals and bus lane at the junction of Greyfriars Road and New Union Street. Various options were considered and preliminary designs safety audited in regard to the layout of the proposed installation of signals.

2.5 Following consideration of the objections (summarised in Appendix A and presented in full in Appendix B), the recommended proposal is to make the TROs as advertised.

2.6 It is proposed that conditions are applied to the permits that are issued to allow access in to Broadgate and Trinity Street (between Ironmonger Row and Broadgate). These are proposed to determine constraints regarding who will be eligible for a permit and the times that loading and unloading will be permitted. This is to assist with the management of the small amount of traffic that will be permitted in to the Broadgate area. The principles are detailed in Appendix C.

3. Results of consultation undertaken

- 3.1 A public exhibition was held from 24 January to 5 February in one of the premises in Shelton Square. Displays of architects drawings were provided and Officers were present to assist with queries. In addition details were also provided on the City Council's Website. A total of 878 surveys were completed, 392 responses from visitors to the shop and 486 responses were received on-line. 54% of respondents advised that they did not want traffic through Broadgate during the day and 75% that they did not want traffic through Broadgate during the evening. The results of the public feedback have been utilised in determining the proposals for Broadgate.
- 3.2 Meetings were held with representatives of the Police and Fire Service to discuss the Broadgate proposals and determine their views and any issues they may have in regard to whether traffic should be permitted or prevented/restricted from travelling through Broadgate.
- 3.3 The Police confirmed they did not consider restrictions to traffic flow, either no traffic or one way traffic, would create barriers to how they would operate, nor did they have any preference in regard to a particular option.
- 3.4 The Fire Service commented similarly to the Police, although advised from a road safety rather perspective that they considered the no traffic option would be the safer option.
- 3.5 The proposed TROs and Notices of Intents relating to the Broadgate proposals were advertised in the Coventry Telegraph on 3 March 2011, notices were also placed on street at various locations. In addition letters were hand delivered to premises in Hales Street, Trinity Street, Broadgate, Cross Cheaping and Burges, letters were also sent to other various consultees. The proposals were also discussed at a meeting of the Coventry and Warwickshire Accessible Transport Committee. Three objections were received, in regard to the proposals, from a residents association and two individuals. Further clarification has been sought on the grounds for Objection 1 and 3. These will be reported verbally at the meeting if they are available.
- 3.6 Centro and the local bus operators (National Express (Coventry), Travel De Courcey and Stagecoach) were also consulted on the proposals. Centro gave their support, while the bus operators did not object to the proposals.
- 3.7 Discussions have been held with members of the Taxi Association and they are aware of the proposals for Broadgate and the effect this will have on traffic movements and the proposed relocation of taxi ranks. Discussions relating to proposals which affect Taxi Ranks are included in regular scheduled meetings.
- 3.8 The proposed TROs and Notices of Intent relating to the Station to Bull Yard proposals were advertised on 10 March 2011, notices were also placed on street at various locations. No specific objections have been received. However, one of the 3 objections received (Appendix B - Objection 3) has indicated a general objection to all TROs advertised in connection with the scheme.

4. Timetable for implementing this decision

- 4.1 If approved the TROs to be made permanent in line with the anticipated completion date for the Coventry 2012 Public Realm works for the City Centre (by May 2012).

5. Comments from Director of Finance and Legal Services

5.1 Financial implications

The cost of introducing the proposed TROs, if approved, will be funded from the budget allocated for implementing the Coventry 2012 Legacy, which is funded from a combination of external grant and contributions, existing resources and additional corporate resources.

5.2 Legal implications.

The Road Traffic Regulation Act 1984 allows the Council to make a Traffic Order in the interests of preserving or improving the amenities of an area provided it has given due consideration to the effect of such an order.

In accordance with Section 122 of the Road Traffic Regulation Act 1984, when considering whether it would be expedient to make a traffic order the Council is under a duty to have regard to and balance various potentially conflicting factors e.g. the convenient and safe movement of traffic (including pedestrians), adequate parking, improving or preserving local amenity, air quality and/or public transport provision.

There is an obligation under the Road Traffic Regulation Act 1984 to advertise our intention to make Traffic Orders and to inform various stakeholders, including the Police and the public. The Authority is obliged to consider any representations received. If representations are received these are considered by the Cabinet Member (City Services).

The 1984 Act provides that once a Traffic Order has been made it may only be challenged further via the High Court on a point of law (i.e. that the Order does not comply with the Act for some reason).

6. Other implications

N/a

6.1 How will this contribute to achievement of the Council's key objectives / corporate priorities (corporate plan/scorecard) / organisational blueprint / LAA (or Coventry SCS)?

The TROs are to facilitate the Coventry 2012 Public Realm and Olympic Legacy proposals. The Coventry 2012 proposals contribute to the City Council's core aim of a prosperous Coventry, making Coventry an attractive and enjoyable place to be, encouraging a creative, active and vibrant city. The creation of a pedestrian area as a focal point where people can meet will assist in providing an area where children and young people are safe.

6.2 How is risk being managed?

There are fortnightly Coventry 2012 Public realm Programme Board meetings, which monitors all works and risks. The board has clear governance in terms of reporting and reports to the overall Coventry 2012 Board. The project is also listed on the Councils Corporate risk register.

6.3 What is the impact on the organisation?

N/a

6.4 Equalities / EIA

The proposal to create a 'traffic free' environment in Broadgate and the resulting reduction in the volume of traffic utilising High Street will have a positive impact on the safety of all pedestrians in these areas.

The Council has taken due consideration to the Equality Act 2010 and the Disability Discrimination Act 1995. Section 20(3) of the Equality Act 2010 states: "...where a provision,

criterion or practice of [the Council] puts a disabled person at a substantial disadvantage in relation to a relevant matter in comparison with persons who are not disabled [the Council is required] to take such steps as it is reasonable to have to take to avoid the disadvantage." In view of the comments below, the Council does not feel that the proposed scheme will put any disabled person at a "substantial disadvantage" in comparison with the current situation. The comments below also demonstrate how the Council has had regard to its duties under Section 49A of the Disability Discrimination Act 1995, particularly the need to provide equality of opportunity between disabled persons and others and to take account of disability issues in developing the scheme.

The effect of the impact of the closure of Broadgate to traffic, in particular public transport to people with mobility problems has been taken in to consideration. The closure will result in the removal of 8 bus boarding points. However, alternative locations for bus boarding points will be provided. Buses will still utilise the boarding points on Trinity Street (between Hales Street and Ironmonger Row), and additional bus boarding points are proposed on Ironmonger Row. The distance from the proposed location to Broadgate is approx 100metres.

It is proposed to provide a taxi rank on Greyfriars Lane. As part of this proposal it is intended to create a wider footway which will enable wheelchair users to be able to access taxis utilising the vehicle's passenger ramp. This will be located close to the junction with High Street therefore providing access to the Broadgate Area for the mobility impaired.

It is proposed to create a number of disabled parking bays in the vicinity of Broadgate to assist blue badge holders. 3 disabled bays are proposed on Pepper Lane and other bays are proposed on Trinity Street, at the top of the hill. The TROs relating to these proposals are to be advertised shortly.

It is proposed to remove some controlled pedestrian facilities. However, at the locations where these are to be removed works will be undertaken to narrow the carriageway and encourage traffic to slow down; tactile paving will be provided to assist the visually impaired to locate the crossing points.

6.5 Implications for (or impact on) the environment

The reduction in vehicular traffic travelling through Broadgate should have a positive effect on air quality and the environment

6.6 Implications for partner organisations?

N/a

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This report is published on the council's website:

www.coventry.gov.uk/meetings

Appendix A

Appendix B

Objection 1

Commercial Team, Legal Services
Coventry City Council
4th Floor Christchurch House
Greyfriars Lane
Coventry CV1 2GZ

23 March 2011

Dear Mr. Parkes

**Proposed Traffic Regulation Orders as published by
Coventry City Council on 4 March 2011 as part of the Coventry 2012 Public
Realm and Olympic Legacy.**

When there was public consultation invited on the Jerde Proposals for the regeneration of the city centre, I completed the official form listing my views.

When there was public consultation invited on the £7 million plan to improve the heart of the city, I wrote to Mr. C. Knight Assistant Director – Planning, Transport, & Highways with my views (letter dated 3-2-2011), following my visit to the public exhibition. Those views also relate to the Jerde Proposals.

Those views include opening up Hertford Street to traffic again, and making it one-way, and making High Street one-way.

It is important and in the interest of the public that the traffic routes contribute towards resolving road safety and traffic congestion problems, and to the regeneration of the City, by providing public transport access into and through Broadgate.

The routes I support are as follows :-

Existing road route from the rail station along side Greyfriars Green to the Warwick Road junction with New Union Street.

At that junction, turn right along New Union Street (which continues dual carriage-way), or travel up Hertford Street one-way to Broadgate.

In Broadgate, turn right along High Street one-way, or continue round Broadgate using existing routes – Trinity Street and Ironmonger Row.

Little Park Street continues to be two-way, being part of a circular route with New Union Street.

The Coventry Bus Network Review invites comments/views by Friday 15 April 2011. To enable the bus companies to serve the public in co-operation with the City Council, the traffic routes above need to be realised. In this context I do not support the published traffic regulation orders; and do support agreement to realise the above traffic routes; in the interest of the public and the regeneration of the City.

Appendix B

Objection 2

Dear Mr Parkes

PROPOSED TRAFFIC REGULATION ORDERS COVENTRY CITY CENTRE/BROADGATE

The proposal to close Broadgate to buses and general traffic in order to create a new City Centre has generated strong feelings with many Residents, not just within the area we represent, but has caused great consternation amongst those with Restricted Mobility as well as the More Mature Residents.

Many Citizens remember Broadgate prior to 1990 with the transformed "Garden Island" as shown on the website "Broadgate in our Memories" and few if anyone would argue that the present Broadgate is in need of a major redesign preferably with a grassed area. However, the proposed concept has raised a variety of objections not least of which is the proposed expenditure overall for the transformation of the City Centre, the Gateway Roads of the Holyhead Road and Allesley Old Road and other specific areas of the City because of the 2012 Olympics. The roads in particular will be a long term benefit but it is well known that football spectators who wish to celebrate their team's win are more interested in the local hostelrys and are not generally interested in shopping.

History also tells us that many facilities provided for the Olympics in other Cities such as Sydney, Athens and Beijing have not been used since. Many Citizens will not come into the City Centre of an evening and sadly attempts to upgrade amenities there with upmarket cafes and restaurants have in the main failed because these facilities have not sustained any support. There is also the area in front of the Motor Museum, which we understood was designed for events. Overall, particularly with the current economic climate which is resulting cut backs all round, the consensus of opinion seems to be that although an upgraded Broadgate would be a vast improvement, a deluxe scheme even with financial backing via the EU is not warranted.

The Chairman of the Association and Myself visited Civic Centre 4 Reception Area and met with Karen Archer of the Highways Department who was most helpful. She explained the proposed alterations to the traffic flow and the consequential effects on vehicular access. She also confirmed that some of the bus routes would not be affected, they would still access Pool Meadow via Hales Street for example, so some concerns were answered but other concerns were not even though there are provisions for some flexibility at certain times. Consideration is being given to access to the Cathedral for Sunday Services and there should be Disabled Access to Holy Trinity Church via a permit scheme so it is appreciated that planning and thought has been given.

RESTRICTION OF BUS ROUTES

Before I detail the specific objections the background and social implications need to be understood. First of all many Mature Citizens, but not all, live on their own with no one to take them shopping by car and so every day across the City will go on the first buses after 9.30am and very often will go home later with their friends at the same time. They do this every weekday unless there is very inclement weather and it is their social contact. In broad brush terms all ailments, gossip and enquiries as to why someone is missing are discussed on the outbound journey and where the best bargains and offers are in the shops that week can dominate the return journey. Younger people may scoff but many of these Elderly Citizens often do not see anyone else during the day, do not have family close by and more importantly wish to retain their independence. However, they often have restrictions to their mobility even if they are not wheelchair bound.

BROADGATE

There are a number of Citizens who, if their bus does not stop near Broadgate itself, will get another bus from Pool Meadow to Broadgate because Trinity Street is too steep for them to walk up, as is the tunnel from Iron Monger Row along the side of Primark. It is also too steep for the majority of manually propelled wheelchairs with or without assistance.

They will then conduct their business in the Banks, Building Society, Council House and visit the various shops such as Wilkinson's, Poundland etc before continuing down the Precinct towards Marks and Spencer, Boots, the Market and other shops ending up in Corporation Street to get the bus home. Consequently they start their pedestrian journey at the top of the City Centre and walk downhill to conclude it.

The vast majority of Citizens in the City Centre on a weekday morning are the More Mature Citizens and Marks and Spencer's Food Hall always has been well patronised because they were the pioneers of meals for one, individual fish, meat, pies and dessert as well as smaller packs of vegetables. A Manager of M&S confirmed a large proportion of their food sales are bought by these More Mature Citizens and "Meals for One Fly off the shelves".

It should also be borne in mind that as Meals on Wheels will be significantly increased in price so there will be a greater dependency on these individual meals.

Allied with

Charges to the Ring and Ride - £6.20 a week will be unaffordable for some, together with a possibly reduced service which has to be booked in advance so seats may not be available. Ring and Ride terminates to the rear of BHS in the Lower Precinct.

The Park and Ride Scheme from the Memorial Park will no longer return via Broadgate where a proportion of users alight for the same reasons detailed above.

IRONMONGER ROW

We understand a bus hub is proposed for Iron Monger Row.

However, we have made enquiries and have been advised that due to financial constraints because the contract had been signed to upgrade the area behind Primark before the structural problems relating to the underground access were identified a modified structural improvement was made which only allows for single lane bus route so bus stops would have to be at the lower end of The Burgess which results in the steep incline again. West Orchard Shopping Centre accesses into the Lower Precinct and the escalators to the upper levels are not liked because the glass and open atrium unnerve people particularly if they have balance problems and cannot get on and off quickly.

CONCLUSION

We are therefore Formally Objecting to the proposal to close Broadgate to buses on the grounds detailed above but also as we understand it would be a violation of the Disabled Discrimination Act on the grounds that you would be removing an access to the area currently enjoyed by those who are disabled as well as those with restricted mobility.

We await your response

Appendix B

Objection 3

by E-mail

I formally object to the traffic orders changes as published and request that this be discussed at a cabinet member meeting.

Appendix C - Principles of Eligibility for Permits and Access Times (Broadgate and Trinity Street)

Access

Access by permit only

Eligibility

1. Permits will only be issued to those premises on Broadgate that cannot be serviced from an alternative route.
2. Permits will only be issued to those premises on Trinity Lane/Priory Row that cannot be serviced from an alternative route.

Times of Access

Reason for access	Access to	Times of permitted access permitted
Loading/unloading of bullion or similar	Broadgate Trinity Lane Priory Row	At Any Time
Loading/unloading of perishable goods	Broadgate Trinity Lane Priory Row	At Any Time
Emergency repairs – where delay would be a danger to health/safety	Broadgate Trinity Lane Priory Row	At Any Time
Funeral Cars – Service at Holy Trinity Church	Trinity Lane Priory Row	At Any Time
Wedding Cars – Service at Holy Trinity Church	Trinity Lane Priory Row	At Any Time
Loading/unloading of non perishable goods	Broadgate Trinity Lane Priory Row	Before 10am or after 4:30pm
Other e.g. non-emergency maintenance purposes	Broadgate Trinity Lane Priory Row	By agreement

When events are taking place in Broadgate access may be further restricted. Permit holders will be advised of the procedures when Broadgate is closed for events and works relating to events.

Appendix A – Summary of formal objections to Traffic Regulation Order

Objection	Objection Summary	Response to objection
<p>Objection 1</p>	<p>Considers it important and in the interest of the public that the traffic routes contribute towards resolving road safety and traffic congestion problems, and to the regeneration of the City, by providing public transport access into and through Broadgate.</p>	<p>The Coventry 2012 Public Realm and Olympic Legacy works have been proposed to transform the City Centre and assist in its regeneration.</p> <p>The proposal to prevent traffic (other than by a permit) utilising Broadgate enable the creation of a clear focal point and centre within the City Centre which can be utilised as an open and flexible event space for seasonal events, markets etc.</p> <p>The majority response from the public consultation was for Broadgate to be traffic free.</p> <p>Centro and the Bus operators have no objections to the closure of Broadgate to through traffic, including public transport.</p> <p>The Police and Fire Service have advised that they support the proposals and have not made any objections.</p> <p>The proposals will improve pedestrian safety by removing vehicles from the Broadgate area together with reducing the volume of vehicular traffic using High Street. In regard to traffic congestion the current High Street 'shuttle working' can lead to significant delays, which can also impact on Broadgate.</p> <p>The proposal to make Hales Street one way will reduce the number of manoeuvres that take place at the Hales Street/ Whittle Arch junction and enable changes to be made to the road layout at this location, which should improve road safety. In addition the proposal to remove the traffic signals at the The Burges/ Bishop Street/ Hales Street/Corporation Street junction should improve capacity and traffic flow through the junction, including for buses.</p>
<p>Objection 2</p>	<p>Objecting to the proposal to close Broadgate to buses due to the effect it will have on the mobility</p>	<p>The closure of Broadgate to traffic and associated reduction of traffic using High Street will have a positive effect on road safety for all pedestrians particularly those with mobility</p>

	<p>impaired, Consider it to be a violation of the Disabled Discrimination Act on the grounds that the Council would be removing an access to the area currently enjoyed by those who are disabled as well as those with restricted mobility</p>	<p>problems who may take more time to cross the road.</p> <p>Section 6.4 of the report details the consideration that has been given to access arrangements in the vicinity of Broadgate.</p>
<p>Objection 3</p>	<p>I formally object to the traffic orders changes as published and request that this be discussed at a cabinet member meeting.</p>	<p>The proposals for the Coventry Public Realm works have been consulted upon, including by public exhibition and on City Council's Website. Articles have also been published in the local media.</p> <p>The proposal for Broadgate to be traffic free has been determined by the consultation responses from the public. Centro and the local bus operators (National Express (Coventry), Travel De Courcey and Stagecoach were also consulted on the proposals.</p> <p>The Traffic Regulation Orders as advertised enable the Broadgate proposals to be introduced and the traffic to be managed in and through the surrounding area.</p> <p>The TRO's have been advertised in accordance with the required legal procedures and in addition notices have been displayed on street and letters sent to the occupiers of directly affected premises.</p>