
Cabinet Member for City Services

8th November 2024

Name of Cabinet Member:

Cabinet Member for City Services – Councillor P Hetherton

Director Approving Submission of the report:

Director of City Services

Ward(s) affected:

City-wide

Title:

**Report – Objections to Proposed Traffic Regulation Order (TRO)s CCTMP Ph2A –
City Centre Red Route and Greyfriars Road Bus Gate**

Is this a key decision?

No

Executive Summary:

The City Centre Traffic Management Plan (CCTMP) is a series of interventions designed to manage traffic in the city centre with an aim of reducing the amount of traffic circulating within the centre, thereby improving bus service reliability, improving air quality by reducing queuing traffic, promoting active travel, and facilitating the Coventry Very Light Rail (CVLR) City Centre Demonstrator track that will run from the railway station to the former Ikea building.

The CCTMP covers the core city centre area located generally within the ring road, with a spur out to the railway station. The area is currently covered by a 20-mph zone and a Restricted Parking Zone (RPZ). The CCTMP proposals retain the 20-mph zone but will involve the replacement of the blanket city centre RPZ with traditional lined parking restrictions, and smaller areas of Restricted Parking Zone. This change is required predominately to facilitate the introduction of a “red route” on core public transport routes within the city centre.

Four Traffic Regulation Orders (TROs) were advertised on 8 August 2024 as part of the proposed traffic management changes.

The four Orders remove an area of the existing city centre RPZ, leaving a smaller RPZ covering a core area of the city centre, introduce red route restrictions and use traditional waiting restriction markings (double yellow lines) on some other streets within the city centre. In addition, the proposals improve access for pedal cycles by creating exemptions to some existing one-way roads and create a new bus gate on Greyfriars Road. The bus

gate on Greyfriars Road restricts traffic entering or exiting the road other than buses, bicycles, hackney carriages.

The statutory objection period closed on 29 August 2024. Two (2) objections were received, one to the proposed waiting restrictions order and one to the proposed bus gate order. In addition, four (4) comments were also made. In accordance with the City Council's procedure for dealing with objections to TRO's, they are reported to the Cabinet Member for City Services for a decision as to how to proceed.

The cost of introducing the TROs, if approved, will be grant funded.

Recommendations:

The Cabinet Member for City Services is recommended to:

- 1) Consider the objections received to the proposed TRO's
- 2) Subject to recommendation 1 approve the implementation of the City of Coventry (City Centre) (Permitted Parking Area and Special Parking Area) (Designation, Waiting Restrictions, Loading Restrictions, Loading Areas and Street Parking Places) Order 2024
- 3) Subject to recommendation 1, approve the implementation of the City of Coventry (Greyfriars Road) (Bus Gate and Revocation) Order 2024

List of Appendices included:

Appendix A copy of objections and responses

Background papers:

None

Has it been or will it be considered by Scrutiny?

No

Has it been 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: Objections to proposed Traffic Regulation Orders Report CCTMP Ph2A – City Centre Red Route and Greyfriars Road Bus Gate

1. Context (or background)

1.1. The CCTMP is being delivered in several phases as set out below:

Phase	Comment
1A	High Street Pedestrian Zone (complete)
1B	Hales Street Bus Gate (complete)
2A	Red route and Greyfriars Rd bus gate (this report lists the objections received)
2B	City Centre cycle route (separate report - approved)
3	Bus gates and traffic “zoning” (proposed)

- 1.2. A significant amount of traffic circulates within the core city centre using local roads including Queen Victoria Road and Corporation Street rather than the ring road. This can cause congestion, noise and increases road safety risk, resulting in a detrimental impact for vulnerable road users including bus services, pedestrians, and cyclists.
- 1.3. Traffic counts and modelling have been undertaken to identify the extent of the issue, and data from bus services shows the impact that traffic has upon service reliability. The modelling has also indicated that there is sufficient capacity on the ring road to accommodate circulating traffic displaced from the core city centre.
- 1.4. The CCTMP seeks to move traffic from the central core and maximise use of the ring road by requiring traffic to access different areas of the city centre through defined entry points which will be enforced through a mixture of bus gates and associated restrictions, such as the one proposed for Greyfriars Road and the Hale Street bus gate introduced in 2023. Access to car parks, for residents and service vehicles will be maintained, but traffic entering each area will enter and exit using the same ring road junction rather than be able to circulate around the inner core of the city centre.
- 1.5. Phase 2A includes measures to reduce traffic flow and kerbside loading in the key roads of Coventry city centre by adding red route restrictions on corridors through the city centre along with complementary new or amended waiting restrictions and loading restrictions, the introduction of a Bus Gate on Greyfriars Road and improvements to access for pedal cycles.
- 1.6. The CCTMP Phase 2A proposals retain the 20-mph zone but reduce the extents of the existing RPZ, introduces a red route and provide other minor changes to waiting restrictions.
- 1.7. The Traffic Regulation Orders (4 in total) required for the changes proposed for Phase 2A of the CCTMP were advertised on 8 August 2024. The 21-day objection period closed on 29 August 2024. Two formal and four informal objections were received. One formal objection was made to the proposed bus gate at Greyfriars Road and one formal objection to part of the proposed waiting restriction changes. These are summarised in Appendix A of this report.

1.8 Four Traffic Regulation Orders were advertised on 8th August 2024 under the 'Proposed Traffic Regulation Orders City Centre Traffic Management Proposals' as listed below:

- i) City of Coventry (City Centre) (Permitted Parking Area and Special Parking Area) (Designation, Waiting Restrictions, Loading Restrictions, Loading Areas and Street Parking Places) Order 2024
- ii) City of Coventry (Greyfriars Road) (Bus Gate and Revocation) Order 2024
- iii) City of Coventry (Lamb Street) (One Way) Order 2024
- iv) City of Coventry (Various Roads) (One Way Traffic) (Exemption) Order 2024

which includes the removal of the existing RPZ, the introduction of new RPZs covering smaller areas of the core city centre, and the introduction of red route restrictions and Greyfriars Road bus gate, allowing mobile enforcement of parking restrictions to be introduced. On some other streets, traditional parking restrictions (using yellow lines) is included.

2. Options considered and recommended proposal

2.1. The Options considered in response to the objections are:

- i) Make the Traffic Regulation Orders as advertised
- ii) Make the Traffic Regulation Orders, but with fewer provisions than advertised
- iii) Withdraw the Traffic Regulation Orders and not progress with Phase 2A

2.2 Option (iii) has been discounted as it would not address or enable the identified improvements in traffic and parking management which the CCTMP scheme seeks to address. Feedback and observations from site have shown that compliance with existing restrictions is poor in places and has a negative impact on the passage of traffic including public transport. Implementing option (iii) would be counter to the wider aspirations of the Council in terms of improving the city centre environment through the effective and efficient routing of traffic on the most appropriate routes.

2.3 Option (ii) has also been discounted for the same reasons. The CCTMP proposals have been developed as a package of complementary measures designed to enhance the operation of the city centre highway network and address ongoing matters of non-compliance and associated obstruction which negatively impact how people move around the city centre.

2.4 Having fully considered the objections received it is recommended that Option (i) is adopted and that the 4 advertised TROs as detailed below are made permanent.

- City of Coventry (City Centre) (Permitted Parking Area and Special Parking Area) (Designation, Waiting Restrictions, Loading Restrictions, Loading Areas and Street Parking Places) Order 2024
- City of Coventry (Greyfriars Road) (Bus Gate and Revocation) Order 2024
- City of Coventry (Lamb Street) (One Way) Order 2024
- City of Coventry (Various Roads) (One Way Traffic) (Exemption) Order 2024

- 2.5 In doing so, the feedback received during the statutory 21-day consultation is acknowledged and we will continue to need to work closely with local businesses, their suppliers and customers to ensure impacts of the changes are mitigated and businesses are supported.

3 Results of consultation undertaken

Consultation was undertaken in November and December 2023 advising of the plans for a red route in the City Centre, which would also reduce the extents of the City Centre Restricted Parking Zone. This would result in the introduction of double red lines (no stopping at any time) and double yellow lines (no waiting at any time) in some areas. Plans were also shared about a new City Centre Cycle Route and a Coventry Very Light Rail route.

A Street News newsletter was delivered to over 6,000 properties in and around the city centre via Royal Mail. This contained information about the CCTMP and included a link to the Council's Let Talk online page where people could complete a survey to tell us what they thought.

Throughout the consultation period of 27 November to 17 December 2023 a survey was available on the Council's Let talk website so people could tell us what they thought.

The majority of comments received were in favour of the implementation of the Red Route.

The TROs, to introduce the red route within the city centre and bus gate on Greyfriars Road was advertised on 8 August 2024. Two objections (one to each proposal) have been received, as outlined in Appendix A to the report.

4 Timetable for implementing this decision

- 4.1 Subject to consideration of the objections to the TROs, if they are to be made permanent and operational, the works can commence early January 2025.

5 Comments from the Director of Finance and Resources and the Director of Law and Governance

5.1 Financial implications

- 5.1.1 On 11 December 2023, a governance and assurance process for the Very Light Rail Regional Programme (VLRRP) was tabled, together with evidence of CVLR Stage Gate 1 outputs, at DfT's Investment Portfolio Delivery Committee (IPDC).
- 5.1.2 IPDC approved the stage gate process and approved the release of Stage Gate 2 funding, which is a further £6.1m of City Region Sustainable Transport Settlement (CRSTS) capital grant.
- 5.1.3 The cost of making the TROs permanent will be in the region of £600k and will be funded from the approved £6.1m funding envelope.

5.1.4 Revenue from any fines levied for contravening the bus gate will be used to offset enforcement costs with any surplus being used solely for transport purposes in accordance with statutory requirements.

5.1.5 Future maintenance costs related to the signing and lining required for the scheme will be met from the core Highway Maintenance capital budget.

5.2 Legal implications

5.2.1 The Road Traffic Regulation Act 1984 allows the Council to make Traffic Regulation Orders (TRO) on various grounds e.g. improving safety, improving traffic flow, and preserving or improving the amenities of an area provided it has given due consideration to the effect of such an order.

5.2.2 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.

5.2.3 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 for City Services. Regulations allow for an advertised Order to be modified (in response to objections or otherwise) before a final version of the Order is made.

5.2.4 The 1984 Act provides that once an TRO has been made permanent, 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

6.1 How will this contribute to achievement of the Council Plan?

<https://www.coventry.gov.uk/strategies-plans-policies/one-coventry-plan>

It is considered that the proposals support the Council Plan objective to create an attractive, greener city by making it easier for people to travel around the city on foot, on cycle or using public transport, thereby reducing vehicle emissions, improving the environment, tackling climate change, and supporting the delivery of the Local Air Quality Action Plan for Coventry. This plan will also act as a key enabler for CVLR and make Coventry a pioneering city in green, mass transit, rail-based transport. The proposal will also help the city achieve its economic objectives by making the city centre more attractive

6.2 How is risk being managed?

Risk is being managed through the project governance, with regular reviews conducted by the project team, including the CVLR Management Team and the Capital Programme Board.

6.3 What is the impact on the organisation?

None

6.4 Equalities / EIA

No EIA has been undertaken.

6.5 Implications for (or impact on) climate change and the environment

6.6 Implications for partner organisations?

Improved bus journey times and service reliability will lead to a potential reduction in requirement for TfWM revenue support for bus services as fewer buses will be required to maintain the same level of service.

Report author

Shamala Gadgil
CVLR CCD Delivery Project Manager and EV Infrastructure Programme Manager

Service area:

Innovation

Tel and email contact:

Tel: +44 24 7697 6691

Email: Shamala.Gadgil@coventry.gov.uk

Enquiries should be directed to the above person.

Contributor/approver name	Title	Service Area	Date doc sent out	Date response received or approved
Contributors:				
Caroline Taylor	Governance Services Officer	Law and Governance	21.10.24	11.10.24
John Seddon	Head of Transport and Innovation	City Services and Commercial	11.10.24	11.10.24
David Keaney	Head of Network Management	City Services and Commercial	11.10.24	11.10.24
Andrew Saffrey	Active Travel Innovation Manager	City Services and Commercial	11.10.24	16.10.24
Caron Archer	Senior Engineer	City Services and Commercial	11.10.24	11.10.24
Paul Bowman	Parking Services Manager	City Services and Commercial	11.10.24	15.10.24
Sunny Heer	Lead Accountant	Finance and Resources	11.10.24	14.10.24
Names of approvers for submission: (officers and members)				
Colin Knight	Director of Innovation	-	11.10.24	20.10.24
Rob Parkes	Team Leader, Legal Services	Law and Governance	11.10.24	13.10.24
Tina Pinks	Finance Manager	Finance and Resources	11.10.24	21.10.24
Councillor P Hetherton	Cabinet Member for City Services	-	14.10.24	14.10.24

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Appendix A – A copy of objections and response

<u>Objection No</u>	<u>Summary of Objection</u>	<u>Response</u>
<u>1</u>	<p>Comments received via email from business owner on 30 August 24:</p> <p>I act as Chair of Warwick Road United Reformed Church (URC) trustees. The church and church centre are located in Warwick Road / Warwick Row in the city centre (8-12 Warwick Row). I note from Street News that one of the proposed city centre red routes passes in front of the church and centre and therefore potentially will affect our premises. Currently, there is a dropping-off point on the road frontage which is used by taxis, Ring & Ride buses, individuals, and delivery vehicles to drop off people using our premises or goods required for the functioning of the premises. Will this lay-by facility still exist with the red route in operation? If not, then it would be feasible for such drop-offs to take place on the paved forecourt entranceway to our premises where we have right of vehicular access. However, vehicles using that space within the public highway are currently not permitted to temporarily drop-off, so in the eventuality that the formal road-side drop-off lay-by is removed, will it be feasible to legally allow this access forecourt to be used for such drop-offs in this way?</p>	<p>The layby outside the church currently operates as a split-use taxi rank and loading bay.</p> <p>The Red Route scheme proposes to convert this so that it operates as a dedicated loading bay, to increase opportunities for drop offs and deliveries as a result of the wider stopping restrictions. The provision for taxis is moved further back along Warwick Road (around where the motorcycle parking is, which is unchanged), and around the corner in Greyfriars Road (outside Holt Court).</p> <p>The increase in and relocation of the taxi provision is to offset the loss of taxi ranking on Rover Road, which is due to be “stopped up” as part of the City Centre South development – which means Rover Road ceases to be public highway.</p> <p>It should be noted that the Red Route will prohibit stopping outside the marked loading bay, so drivers should ensure they stop in the loading bay when making deliveries etc.</p>

<p>2</p>	<p>Comments received via email from business owner on 12 August 24:</p> <p>I am writing to you concerning the new red route that is planned to be introduced. This will impact my business severely as the Burges Road is necessary for me to access my shop front for loading goods. I do not support this as it will impact me and place burden on my business.</p>	<p>As part of the Red Route scheme, the existing access arrangements on Burges will remain in place. The scheme proposes to in fact extend the existing loading bay on Burges, and we have agreed with TfWM to relocate some bus stops in order to achieve this. This is intended to ensure there is kerbside loading opportunities available on Burges for traders to make use of, but in such a way that does not impact the bus service with the knock-on congestion and delays that used to occur. Loading can also take place in West Orchards Way and Palmer Lane, a short walk away.</p>
<p>3</p>	<p>Comments received via email from business owner on 9 August 24:</p> <p>Business owner on the Burges sent the following email;</p> <p>I've received a letter outlining the plans to start work on the red route.</p> <p>It's says that Burges will be part of the red route and there is "no stopping, even for deliveries"</p> <p>I'm just wondering how are going to receive our deliveries when all my stock, barrels and gas can only come through the front entrance which on the Burges or will we have a designated delivery bay outside the pub?</p>	<p>There is an existing loading bay in place on Burges, and the scheme proposes to extend this facility to improve the capacity for loading that can be accommodated on street. This is intended to ensure there is kerbside loading opportunities available on Burges for traders to make use of, but in such a way that does not impact the bus service with the knock-on congestion and delays that used to occur. Bus Stops will be removed to achieve this.</p>

4	<p>Objection received via email from business owner on 27 August 24:</p> <p>I am writing to share my objection to the Traffic Management Proposals for our local area and the impact it will have on my business.</p> <p>As an introduction, I own [Franchise] and run 7 McDonald's restaurants in Coventry, employing 750 local people.</p> <p>The issue I have is pertaining to the red route and bus stop removal proposal for Cross Cheaping / The Burges.</p> <p>I own the McDonald's at 26 Cross Cheaping [directly beside the bus stops]</p> <p>Since the car restrictions have been put in place, our business has declined by 20% [mainly due to the restrictions affecting our Delivery trade]</p> <p>We are now heavily reliant on bus passengers who use the road to access the buses outside. With red routes making it impossible to access for deliveries and then no bus transport, I fear the street will become a ghost town and could impact the 100 employees I currently employ at this store. I am sure it will have the same devastating effect on the surrounding businesses in the street.</p> <p>I have not been told of any consultation with local businesses or an understanding by the council of the effect it will have on that area, but I would ask that these points are taken into consideration.</p> <p>If you would like to discuss further, I would be happy to meet, or you can contact me on my mobile.</p> <p>I appreciate your time in this matter.</p>	<p>There are no proposals to remove or restrict buses as part of the Red Route scheme. The scheme does propose to relocate some bus stops, but these are all to be accommodated within Burges or Cross Cheaping, with no reduction in services that pass by these premises.</p>
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<p>5</p>	<p>Objection received via email from business owner on 22 August 24:</p> <p>I would like to state my objection to the introduction of a bus gate on Greyfriars Road between its junctions with Sheriffs Orchard and Warwick Road which prohibits vehicles other than buses, pedal cycles, hackney carriages and private hire vehicles.</p> <p>Unfortunately, such schemes only move traffic from one area to another, and in fact do not aid the flow of traffic. If a bus is only over a small stretch of a road, then all it can do is in fact make the flow of traffic slower. We have seen this in Foleshill road and other parts of the City.</p> <p>If drivers are not able to use Greyfriars road, they will drive around the ring road to use other access, which will result in more traffic elsewhere.</p> <p>As a regular user of Greyfriars Road, I can tell you that traffic on this road is in fact very low compared with other roads around the City Centre.</p> <p>In my view, this is an ill-thought scheme that will only serve to raise revenues to the Council and will not aid in improving the traffic flow or the environment in and around the City.</p> <p>Please consider this objection seriously, as I am sure many residents of the City will share my objection. We all want a clean and organised City, but I do not believe such schemes are achieving this. Moving traffic from one quiet area to create heavy traffic in another does not help and does not justify the resources.</p>	<p>The proposals to introduce a Bus Gate on Greyfriars Road have been thought out carefully. The scheme has been designed to take into account the recent changes to the city centre traffic network – notably the improvements at Ring Road Junction 7 – and also the future changes as part of City Centre South redevelopment and the former IKEA building (City Centre Cultural Gateway).</p> <p>The Bus Gate is intended to deter traffic from using Warwick Road, Greyfriars Road and Corporation Street through the city centre, improving reliability for bus services and reducing traffic congestion on Warwick Road.</p> <p>Traffic modelling has been undertaken and – given the improved performance of Junction 7 – there are not expected to be significant issues resulting from the re-assigned vehicle flows.</p>
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6	<p>Comments received via email from business owner on 24 August 24:</p> <p>I believe that the creation of this new Bus Gate will have a detrimental effect on those living in the area. This area of the City Centre has recently seen an uprise in residential accommodation provision and has become less busy due to the decline of the local shopping and entertainment facilities due to the closure of the Bull Yard and the businesses in that area. The provision of this Bus Gate will restrict our access to our homes, our parking facilities as the only access, Apart from the junction with which you intend to block off with a Bus Gate, is a dangerous and traffic inducing U-Turn located before the entrance to Sheriffs Orchard and opposite a bus stop and three electric taxi recharging locations which are often occupied throughout the day. I believe that this new Bus Gate is ill advised and will harm the access we have to the places where-we live. The provided map on the news site showed no provision for extra access to be designed into this road section to allow for people living and parking their vehicles to safely and legally (in the case of Sheriffs Orchard) access their residencies.</p> <p>I would ask that this proposal is either placed on hold while a further consultation is made with input from local residents and businesses or completely scrapped as I haven't seen an increase of traffic at the location, even with the removal of the existing Bus Gate that had existed along the stretch of Warwick Road between the island junction at Greyfriars Road and the exit from the Ring Road at Junction 6. This new Bus Gate will be detrimental to local residents, as well as the local student accommodation.</p>	<p>The proposals to introduce a Bus Gate and Red Route go hand-in-hand with the construction of the “City Demonstrator” Phase of the Coventry Very Light Rail scheme. This will see the removal of the existing central island, allowing drivers to turn right into Sheriffs Orchards and Queen Victoria Road (stub end) from Greyfriars Road and Queen Victoria Road (main arm) respectively.</p> <p>The Bus Gate has considered City Centre South, and we have worked with their designers to ensure coordination is in place.</p> <p>The Bus Gate is intended to deter traffic from using Warwick Road, Greyfriars Road and Corporation Street through the city centre, improving reliability for bus services and reducing traffic congestion on Warwick Road.</p> <p>Traffic modelling has been undertaken and – given the improved performance of Junction 7 – there are not expected to be significant issues resulting from the re-assigned vehicle flows.</p>
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	<p>Also, with the upcoming works of demolition and development due to start in the Coventry South area of the city centre, we may have issues with approaching from the junction of Queen Victoria Road and Croft Road, that junction already being a busy traffic location during the day. Future planning hasn't been taken into account in my opinion and must therefore be reassessed.</p>	
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