

Traffic Order Report:

Proposed 30mph and 40mph Speed Limits; Various Roads in the Vicinity of the A46 Shurdington Road, Cheltenham Borough and Tewkesbury Borough.

Version 1 – August 2026

Revision	Description	Author
1	First Issue	LO

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Traffic Order Title:

GLOUCESTERSHIRE COUNTY COUNCIL (30 & 40 MPH SPEED LIMITS) (VARIOUS ROADS IN THE VICINITY OF THE A46 SHURDINGTON ROAD) (VARIOUS PARISHES) (CHELTENHAM BOROUGH AND TEWKESBURY BOROUGH) ORDER 2026

Case Officer: Lewis Oxenham, Traffic Engineer, ADL Traffic & Highways Engineering Ltd.

Senior Case Officer: Hannah Bassett-Louis, TRO Manager, Gloucestershire County Council (GCC).

1. Purpose of Report

- 1.1. To provide background information on the proposed Traffic Order (TO) entitled above.
- 1.2. To provide details of representations made in relation to the TO. A copy of the representations received is included in the appendices at the end of this report.
- 1.3. To make a recommendation to the Traffic and Active Travel Manager on the way forward.

2. Recommendation

That, for the reasons given in this report and after consideration of the representations made, GCC now:

- Makes the order as advertised in April/May 2026 with the exception of the 40mph speed limit on Up Hatherley Way where the amended schedule will now be as written below:

40mph Speed Limit to be Introduced

Road Name & Number	Description
Up Hatherley Way (C9035)	From a point approximately 35m north-west of its junction with Shurdington Road (A46) to a point approximately 55m south-east of its junction with Roundabout at Junction Cold Pool Lane and Up Hatherley Way (C9035).

3. Background and Purpose of the Scheme

- 3.1. The proposal is to revoke the existing 30mph and 40mph speed limits by Traffic Order on Shurdington Road, which will mean that the speed limit on the majority of Shurdington Road will become 30mph by virtue of street lighting. It is also proposed to introduce a 30mph speed limit along the entire length of Kenelm Gardens, Silverthorn Close, Hilfort Close, Farm Lane and Hillview Gardens. A 40mph speed limit on Up Hatherley Way, from a point approximately 35 metres north-west of its junction with Shurdington Road (A46) to its junctions with Sunnyfield Lane and Cold Pool Lane, is also re-proposed. This will mean that the 40mph speed limit matches up with the extents of the proposed 30mph speed limit.
- 3.2. This scheme is being proposed as a result of concerns raised regarding the appropriateness of the current speed limit in place on the A46 between Shurdington and Cheltenham. This area has been flagged up on the Gloucestershire "Hotspot List" as a location that requires intervention.

- 3.3. In 2022, Gloucestershire County Council (GCC) published its Road Safety Strategy for 2022 until 2032, which complements the Local Transport Plan 2021-2040. Within this strategy, the council has set a vision to reduce the number of people being killed or seriously injured on Gloucestershire's roads by 50% before 2032. The 30mph proposal on the A46 Shurdington Road aligns with this strategy as it aims to encourage active travel methods through improving road safety for vulnerable road users. It will also reduce the number of speed limit changes along the route, improving the consistency of the speed limit along the route. Finally, it will also future proof this section of carriageway for upcoming developments in the area.
- 3.4. Vehicle speed data gathered during the assessment was within or slightly above the Association of Chief Police Officers (ACPO) guideline intervention level for a 30mph speed limit of 35mph. Collision data also demonstrates that there have been 10 personal injury collisions on this section of road in the last 5 years. The speed survey results are shown in the table below.

Location	Direction of travel	85 th percentile speed
A46 Shurdington Road, South of Chargrove Lane	Northbound	39.5mph
A46 Shurdington Road, South of Chargrove Lane	Southbound	40.9mph
A46 Shurdington Road, North of Kidnappers Lane	Northbound	35.2mph
A46 Shurdington Road, North of Kidnappers Lane	Southbound	34.8mph

4. Law and Policy

- 4.1. The Road Traffic Regulation Act 1984 sets out the legal basis for making TOs. The proposal meets with Section 84 of the Road Traffic Regulation Act 1984 which allows GCC, as the Traffic Authority, to make a TO to prohibit:
- (a) the driving of motor vehicles on that road at a speed exceeding that specified in the order.
- 4.2. Thorough consideration has been given to the factors set out in Section 122 of the Road Traffic Regulation Act 1984 in proposing this TO. This requires the local authority to secure the expeditious, convenient and safe movement of traffic (including pedestrians). In carrying out this exercise GCC must have regard to the:
- Desirability of securing and maintaining reasonable access to premises.
 - The effect on the amenities of any locality effected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the road(s) run.
 - The strategy prepared under Section 80 of the Environment Act 1995 (the national air quality strategy).
 - The importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles.
 - Any other matters appearing to the local authority to be relevant.
- 4.3. Any changes are made in accordance with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. Under this procedure authorities are expected to

consult local community groups and the Police together with other organisations listed where appropriate, such as the other emergency services and transport operators.

- 4.4. GCC is required to advertise the draft TOs it intends to make, to allow a period for representations of support or objection to be submitted. After this consultation, GCC must consider any representations received and having done so, to either:
- a) Resolve to make a TO in the form originally intended and advertised; or
 - b) Modify the TO from the originally advertised and re-consult where necessary; or
 - c) Abandon the proposal altogether.
- 4.5. Significant modifications to the proposed TOs would need to be consulted on with those that maybe affected to provide further opportunity for representations to be made.
- 4.6. Traffic Authorities have the flexibility to implement restrictions that are appropriate for an individual road, reflecting safety and road user needs whilst taking into account all local considerations.

5. Traffic Data

- 5.1. Several site assessments were made by the Traffic Engineering team when considering the proposals, prior to the TO process being started. Careful consideration was given to the design of the proposed speed limit in order to achieve the most appropriate scheme.
- 5.2. As part of the assessment of the proposed 30mph and 40mph speed limits, Automatic Traffic Count (ATC) surveys were undertaken in order to ascertain whether the proposed speed limits would be enforceable and complied with by drivers. The surveys demonstrated that existing vehicle speeds are within or slightly above the ACPO guideline intervention level for a 30mph speed limit of 35mph (as shown on Page 4 of this report).
- 5.3. Analysis of collision data between 1st January 2020 and 31st March 2025 showed 10 personal injury collisions having taken place within the investigation area. Detailed accident reports can be found in Appendix B.

6. Consultation on the proposed TO

- 6.1. Statutory consultation for this proposed scheme was undertaken between 1st July 2025 & 22nd July 2025. A letter and plan were emailed to the Statutory Consultees and stakeholders explaining the proposals and the reasoning behind them. Consultees were able to respond via email or post.
- 6.2. Public consultation (Notice of Proposal) for this proposed scheme was undertaken between 23rd April 2026 & 15th May 2026 with Notices placed on site, in the local newspaper (Gloucester Citizen & Echo), on GCC's website and hard copies were placed on deposit at Shire Hall (see Appendices A & C). The representations made can be found in Appendix D.

7. Objections/Support

- 7.1. The Statutory Consultees responded as follows:

Name	Comments
Tewkesbury: Severn Vale Ward Councillor	No comments received

Cheltenham: Leckhampton and Warden Hill Ward Councillor	No comments received
Cheltenham: Lansdown and Park Ward Councillor	No comments received
Cheltenham: Benhall and Up Hatherley Ward Councillor	Commented that the terminal signs on Up Hatherley Way are set back from the junction with Cold Pool Lane by approximately 55 metres and the proposals would need to be amended to reflect this.
Cheltenham Borough Council	No comments received
Tewkesbury Borough Council	No comments received
Leckhampton with Warden Hill Parish Council	No comments received
Shurdington Parish Council	No comments received
Badgeworth Parish Council	No comments received
Up Hatherley Parish Council	No comments received
Freight Haulage Association	No comments received
Road Haulage Association	No comments received
Police	Did not support the whole extent of the 30mph speed limit reduction.
Stagecoach	Requested new bus priority measures are implemented to offset increased journey times.
Fire & Rescue	No comments received
Ambulance Service	No comments received
Parking Manager	Questioned whether Chargrove Lane should be 30mph.
Local Highway Manager	Supports the proposal
Cheltenham & Tewkesbury Cycling Campaign	Supports the proposals
Cheltenham Borough Councillor – Park Ward	Supports the proposals
Swanbrook Transport	Had no comments to convey

7.2. Other responses received during the Public Consultation (Notice of Proposal):

Two responses were received from members of the public, one of which was an objection, and one was requesting more background information.

8. Details of Objections and Case Officer's Response

- 8.1. The Police responded during the statutory consultation to state that the stretch of Shurdington Road between the start of the existing 40mph speed limit in Shurdington Village through to Up Hatherley Way should remain at 40mph. The speed data and the straight, wide and rural nature of the road does not lend itself to a 30mph. The Police also state that a change to 30mph on this section will result in high demand for enforcement due to poor compliance. Additionally, on this stretch of carriageway, only 2 collisions were recorded within a 5-year period, and neither were related to speed.
- 8.2. In response to the concerns raised by the Police, the distance between the start of the existing 40mph speed limit in Shurdington Village and the roundabout with Up Hatherley Way is approximately 950 metres in length. There is substantial development fronting the

carriageway within this area, including immediately north of where the speed limit becomes 40mph currently, and between Chargrove Lane and Up Hatherley Way. The Department for Transport's (DfT) "Setting Local Speed Limits" document states it is government policy for 30mph speed limits to be the norm in villages. DfT's Traffic Advisory Leaflet published in January 2004 defines a village of 20 or more houses fronting the carriageway over a minimum length of 600 metres. It is the case on this stretch of Shurdington Road that there is substantial roadside development over a distance of greater than 600 metres. The Leaflet also outlines that traffic authorities should make extra allowance for important buildings. Hatherley and Reddings Cricket Club is accessed via this stretch of Shurdington Road, as is Chargrove Lawn Care Home. There are also bus stops in the vicinity of Chargrove Lane and Hill View Cottage, meaning that there is likely to be an increased pedestrian presence.

- 8.3. The GCC Parking Manager suggested that Chargrove Lane was reduced to a 30mph speed limit. However, the environment surrounding Chargrove Lane does not qualify for a 30mph speed limit as it does not meet the definition of a village as set out in Paragraph 8.2 above. Chargrove Lane is currently covered by a 40mph speed limit. DfT's Setting Local Speed Limit's guidance states that a 40mph speed limit is suitable should be considered "where there are many bends, junctions or accesses, substantial development, a strong environmental or landscape reason, or where there are considerable numbers of vulnerable road users". When considering this definition as set out in DfT guidance, it is clear that the existing 40mph speed limit on Chargrove Lane is suitable.
- 8.4. The first objection stated that although 10 personal injury collisions had been recorded in the last 5 years, no indication was given as to whether these injuries were serious or not. One of the aims of the speed limit proposals was cited as reducing the number of people being killed or seriously injured, but no indication was given as to how many of the recorded injuries fell into these categories. The objector also states that the number of people raising concerns about the current speed limits are not mentioned. Furthermore, the objector mentions that GCC's Due Regard document shows that there are currently no issues for any user groups, and no improvements are suggested to be made by the proposals. Finally, the objector states that lowering the speed limit does not "secure the expeditious, convenient and safe movement of traffic" as is set out in the Road Traffic Regulation Act 1984, as it adds more time onto journeys. The objector mentions that it is time that GCC found other ways to improve road safety than reducing speed limits.
- 8.5. In response to this objection, this location was brought to the attention of GCC's Road Safety Team due to the number of collisions recorded in the last 5 years (10 between 2020-2025 and 13 between 2021-2026). Of the 13 collisions recorded between May 2021 and June 2026, 8 were classified as "slight" and 5 were classified as "serious". Collisions in both these categories resulted in hospitalisation. The proposed measures, whilst considering collision history, also help vulnerable road users by lowering vehicle speeds. This allows cyclists and pedestrians easier access and use of the highway. The proposals also aid disabled or elderly road pedestrians that may need more time to cross the road. Analysis has been carried out by the Department for Transport on the effect of vehicle speed in pedestrian fatalities in Great Britain. 85% of pedestrians killed when struck by vehicles died in collisions that occurred at around 40mph. At 30mph, there were 45% fewer fatalities.

Regarding journey time, GCC Traffic Engineering Team's research has shown that a 30mph speed limit will add approximately 30 seconds to journey times when compared to the current 40mph speed limit. This does not include various other factors already slowing vehicles, such as bus stops and traffic signal-controlled junctions. With these existing delays considered, the actual delay is expected to be approximately 15-16 seconds. Whilst GCC consider extended journey times when proposing speed limit alterations, road safety is a key priority.

GCC are also looking at providing bus priority measures to traffic signals along this route in order to improve traffic flow in the future. Local development in this area will also include a new estate of 350 houses. GCC and the developer have projected that there will be an increased number of pedestrians and cyclists using this route. Furthermore, speed reduction is an important measure to keep children safe in local schools, such as The High School Leckhampton and Warden Hill and Greatfield Park primary schools.

- 8.6. The second respondent mentioned that they don't object to evidence led road safety improvements, although the documents published for the consultation did not provide enough detail to understand the basis behind the proposals. The respondent also asked if there was an estimated cost of implementing the proposals, and where the funding for this would originate from.
- 8.7. The GCC Traffic Engineering Team responded to this outlining that there were 13 personal injury collisions recorded between May 2021 and June 2026, with 8 being classified as "slight" and 5 being classified as "serious". The Traffic Engineering Team also projected the overall cost of these proposals to be £15,000, which will be funded from Gloucestershire County Council's Traffic and Transport road safety budget. This information was provided to the respondent, and the Road Safety Team email address was provided.
- 8.8. In response to the Ward Member for Benhall and Up Hatherley's comments on the location of the existing terminal signs, the proposals will be amended slightly to ensure that the Traffic Regulation Order description matches the current location of these signs. This is an administrative change so there will be no impact on the proposals on site as a result.
- 8.9. Therefore, for the reasons set out above, it is recommended that the proposals are implemented as advertised in April-May 2026, with the exception of the 40mph speed limit on Up Hatherley Way where the amended schedule will now be as written below.

40mph Speed Limit to be Introduced

Road Name & Number	Description
Up Hatherley Way (C9035)	From a point approximately 35m north-west of its junction with Shurdington Road (A46) to a point approximately 55m south-east of its junction with Roundabout at Junction Cold Pool Lane and Up Hatherley Way (C9035).

9. Equality Impact Assessment

GCC has had due regard to the 3 aims of the general equality duty under the Equalities Act 2010 in relation to the 9 groups (Age, Disability, Sex, Race, Gender reassignment, Marriage and Civil partnership, Pregnancy & Maternity, Religion and/or Belief and Sexual orientation, along with other groups (such as long term unemployed, socio-economical deprived groups, community cohesion, human rights)) with protected characteristics and its decision to make this TO permanent does not adversely affect any of the groups with those protected characteristics (please see Due Regard Statements in Appendix E).

10. Summary

- 10.1. The proposal is to revoke the existing 30mph and 40mph speed limits by Traffic Order on Shurdington Road, which will mean that the speed limit on the majority of Shurdington Road will become 30mph by virtue of street lighting. It is also proposed to introduce a 30mph speed limit by TO along the entire length of Kenelm Gardens, Silverthorn Close, Hilfort Close, Farm Lane and Hillview Gardens. A 40mph speed limit on Up Hatherley Way, from a point approximately 35 metres north-west of its junction with Shurdington Road (A46) to its

junctions with Sunnyfield Lane and Cold Pool Lane, is also re-proposed. This will mean that the 40mph speed limit matches up with the extents of the proposed 30mph speed limit

- 10.2. This scheme is being proposed as a result of concerns raised regarding the appropriateness of the current speed limit in place on the A46 between Shurdington and Cheltenham. This area has been flagged up on the Gloucestershire “Hotspot List” as a location that requires intervention.
- 10.3. In 2022, Gloucestershire County Council (GCC) published its Road Safety Strategy for 2022 until 2032, which complements the Local Transport Plan 2021-2040. Within this strategy, the council has set a vision to reduce the number of people being killed or seriously injured on Gloucestershire’s roads by 50% before 2032. The 30mph proposal on the A46 Shurdington Road aligns with this strategy as it aims to encourage active travel methods through improving road safety for vulnerable road users. It will also reduce the number of speed limit changes along the route, improving the consistency of the speed limit along the route. Finally, it will also future proof this section of carriageway for upcoming developments in the area.
- 10.4. Vehicle speed data gathered during the assessment was within or slightly above the Association of Chief Police Officers (ACPO) guideline intervention level for a 30mph speed limit of 35mph. Collision data also demonstrates that there have been 10 personal injury collisions on this section of road in the last 5 years.
- 10.5. Representations were received during the Statutory Consultation and Notice of Proposal (Public Consultation) process from Statutory Consultees & members of the public with regards to the proposed restrictions.
- 10.6. All representations have been outlined and responded to within this report in Section 8 in alignment with GCC’s duty under the Local Authorities’ Traffic Orders (Procedure) (England and Wales) Regulations 1996.
- 10.7. In considering the assessment under Section 122 of the Road Traffic Regulation Act 1984, the proposed TO meets GCC’s obligations in that it would ensure the expeditious, convenient, and safe movement of vehicular and other traffic, manage their road network and to improve road safety.

11. View of the Case Officer

- 11.1. This report demonstrates that the introduction of the proposed TO has been fully consulted upon in accordance with GCC procedures and followed necessary statutory procedures, as set out in the Local Authorities’ Traffic Orders (Procedure) (England & Wales) Regulations 1996.
- 11.2. One objection to the introduction of the TO was raised during the Notice of Proposal (Public Consultation) process. However, for the reasons outlined in Section 8 it is considered that the proposal should progress on to be made.
- 11.3. The proposal (as shown in Appendix A) has been designed, taking into account GCC’s duties under Sections 84 and 122 of the Road Traffic Regulation Act 1984, the Department for Transport criteria for the respective speed limits and road safety for all road users.

- 11.4. It is considered that the proposed TO meets GCC's objectives and therefore, it would be beneficial that the TO be made as advertised in April/May 2026, with the exception of the 40mph speed limit on Up Hatherley Way where the amended schedule will now be as written below:

40mph Speed Limit to be Introduced

Road Name & Number	Description
Up Hatherley Way (C9035)	From a point approximately 35m north-west of its junction with Shurdington Road (A46) to a point approximately 55m south-east of its junction with Roundabout at Junction Cold Pool Lane and Up Hatherley Way (C9035).

12. Recommendation by the Senior Case Officer

- 12.1. I am satisfied that the TO has been correctly advertised and consulted upon in accordance with the Road Traffic Regulation Act 1984 and the procedures laid down in that Act.
- 12.2. The necessary statutory procedures as set out in the Local Authorities' Traffic Orders (Procedure) (England & Wales) Regulations 1996 have been followed, and guidance, including the DfT Setting Local Speed Limits Guidance and Traffic Signs Regulations and General Directions 2016 have been considered.
- 12.3. Although one objection to the TO was received, I am satisfied that this has been duly considered along with other representations and that a balance has been drawn between the objection and safety of all road users.
- 12.4. After considering all background information, representations and data supplied in this report, I recommend that the formal objection is considered as minor in nature.
- 12.5. I recommend that the TO is made permanent as originally advertised in April/May 2026, under delegated authority, with the exception of the 40mph speed limit on Up Hatherley Way where the amended schedule will now be as written below:

40mph Speed Limit to be Introduced

Road Name & Number	Description
Up Hatherley Way (C9035)	From a point approximately 35m north-west of its junction with Shurdington Road (A46) to a point approximately 55m south-east of its junction with Roundabout at Junction Cold Pool Lane and Up Hatherley Way (C9035).

13. Decision by the Traffic and Active Travel Manager

- 13.1. I have considered the report, recommendations and whether to hold a Traffic Regulation Committee. I have also considered the representations that we received in relation to this matter in making my decision. I have decided that Gloucestershire County Council should:

- Make the TO as advertised in April/May 2026, with the exception of the 40mph speed limit on Up Hatherley Way where the amended schedule will now be as written below as an administrative change:

40mph Speed Limit to be Introduced

Road Name & Number	Description
Up Hatherley Way (C9035)	From a point approximately 35m north-west of its junction with Shurdington Road (A46) to a point approximately 55m south-east of its junction with Roundabout at Junction Cold Pool Lane and Up Hatherley Way (C9035).

13.2 As a result of the above I give authorisation for the Assistant Director of Legal Services to act on my decision pursuant to delegations approved in accordance with the Local Government Act 1972 and subsequent legislation.



Signed:

Nathaniel Davis – Traffic & Active Travel Manager

Date: 30th September 2026

Appendices

Appendix A – Proposal plans for Advertised TO

Appendix B – Traffic Data (Speed Survey & Accident History)

Appendix C – Draft Legal Documents for TO

Appendix D – Representations received during the Notice of Proposal Public Consultation

Appendix E – Statement of Due Regard