

# Traffic Regulation Order Report:

## Proposed Waiting, Loading & Stopping Restrictions: Various roads around various schools within the Town of Cheltenham, Gloucestershire.

Version 1 – May 2025

Revision	Description	Author
1	First Issue	WC

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## **Traffic Regulation Order Title:**

### **GLOUCESTERSHIRE COUNTY COUNCIL ON STREET PARKING ORDER 2017 (VARIOUS ROADS SURROUNDING VARIOUS SCHOOLS) (TOWN OF CHELTENHAM) (CHELTENHAM BOROUGH) (VARIATION) ORDER 2025**

**Case Officer: Will Cox, Senior Traffic Engineer, ADL Traffic & Highways Engineering Ltd.**

**Senior Case Officer: Tom Hayward, Director, ADL Traffic & Highways Engineering Ltd.**

## **1. Purpose of Report**

- 1.1. To provide background information on the proposed Traffic Regulation Order (TRO) entitled above.
- 1.2. To provide details of representations made in relation to the TRO. 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 Regulation Order Manager on the way forward.

## **2. Recommendation**

- 2.1. That, for the reasons given in this report and after consideration of the representations made, GCC now:
  - Make the order as advertised in January 2025 for the following proposals:
    - St Georges Centre
    - Gloucester Road Primary School
    - Millbrook Street
    - Springbank Primary Academy
    - Hesters Way Primary School
    - St Thomas More Primary School
  - Remove the following proposals from this TRO scheme, with a view to reviewing and revising them for inclusion in Phase 1 of the new GCC Keeping Children Safe Outside the School Gate initiative:
    - Leckhampton Primary School
    - Naunton Park Primary School
    - Christ Church Primary School

## **3. Background and Purpose of the Scheme**

- 3.1. In order to improve road safety and amenity for both vehicles and pedestrians (particularly School Children), it is proposed to introduce waiting, loading and stopping restrictions on parts of various roads in the town of Cheltenham, Gloucestershire.
- 3.2. The measures proposed in this TRO package are as a result of concerns raised by the police and local representatives, regarding inappropriate parking within the vicinity of schools during the school day and in particular school drop off/pick up times.

- 3.3. The majority of the measures involve existing advisory “School Keep Clear” markings being formalised, in order to prevent stopping close to the school. This should provide safer, unobstructed access to the main school entrance and crossing points at key times during the school day. This will improve safety, amenity, visibility and navigability for vehicles (including cyclists) and pedestrians, particularly school children. They will also help to prevent congestion outside the school.
- 3.4. In addition to existing “School Keep Clear” markings being formalised, it is proposed to introduce some additional “No Stopping on School Entrance Markings” and No Waiting/No Loading restrictions in locations that it is deemed imperative that Stopping, Waiting and Loading be prevented, in order to improve road safety for school children.
- 3.5. The measures around and opposite junctions are primarily proposed to improve the navigability of these roads and to improve road safety generally for vehicles (including cyclists) and pedestrians. This will be achieved by preventing inappropriate parking and loading close to junctions, or where it causes obstruction for passing vehicles (including emergency service vehicles), congestion and obscures visibility for pedestrians attempting to cross the various roads. The proposals would also supplement Rule 243 of the Highway Code (i.e., no parking within 10 metres of or opposite a junction).
- 3.6. Three short sections of No Waiting at Any Time (Double Yellow Line) restrictions are proposed on Milbrook Street, in order to prevent vehicles parking in front of and obstructing the accesses to Millbrook Court and River Court and Amos Close.
- 3.7. Additionally, as an administrative exercise, the length of the Permit Holder/Limited Waiting Bay on Malvern Road is proposed to be extended to ensure that the TRO matches the on-street extent of the restrictions.

#### **4. Law and Policy**

- 4.1. The Road Traffic Regulation Act 1984 sets out the legal basis for making TROs. The proposal meets with Section 1 of the Road Traffic Regulation Act 1984 which allows GCC to make a TRO to:
- avoid danger to persons or other traffic using the road or any other road or for preventing the likelihood of any such danger arising; and
  - for facilitating the passage on the road or any other road of any class of traffic (including pedestrians).
- 4.2. Thorough consideration has been given to the factors set out in Section 122 of the Road Traffic Regulation Act 1984 in proposing these TROs. 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:
- a) Desirability of securing and maintaining reasonable access to premises.
  - b) 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.
  - c) The strategy prepared under Section 80 of the Environment Act 1995 (the national air quality strategy).

- d) 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.
  - e) 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 TRO 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 TRO in the form originally intended and advertised; or
  - b) Modify the TRO from the originally advertised and re-consult where necessary; or
  - c) Abandon the proposal altogether.
- 4.5. Significant modifications to the proposed TRO 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 observations across multiple site assessments were made by the Case Officer when considering the parking proposal, prior to the TRO process being started. Careful consideration was given to the design of the proposed waiting, loading and stopping restrictions, in order to achieve the most appropriate scheme based on the parking situation observed at the numerous site assessments.

## **6. Consultation on the proposed TRO**

- 6.1. Residents and businesses directly affected by the proposals, were consulted over a four-week period from 27<sup>th</sup> October 2022 to 24<sup>th</sup> November 2022. A letter and plan which explained the proposals at each school and the reasoning behind them were posted directly to properties affected by the proposals. Consultees were able to respond via email or post. A copy of these letters can be found in Appendix D.

Following the close of these consultations the proposals were modified, where deemed suitable, in response to feedback garnered. These proposals were then put forward to Statutory Consultation.

- 6.2. Statutory consultation for the proposed restrictions in the scheme was undertaken between 2<sup>nd</sup> May 2023 and 26<sup>th</sup> May 2023. A letter and plan were emailed to the Statutory Consultees explaining the proposals and the reasoning behind them. Consultees were able to respond via email or post.
- 6.3. Formal public consultation (Notice of Proposal) was undertaken between 9<sup>th</sup> January 2025 and 31<sup>st</sup> January 2025 with Notices placed on site, delivered to directly affected properties and advertised in the local newspaper (Gloucester Echo & Citizen). It was also advertised on

the County Council's Website and placed on deposit in the Map Room at Shire Hall, Gloucester and Cheltenham Borough Council, Municipal Offices (see Appendix A & C).

- 6.4. Following the conclusion of the consultation, all objectors were provided with a response to their objection and given a further 21 days to uphold their objection. The representations made can be found in Appendix E.

## 7. Consultation Responses

- 7.1. The Statutory Consultees responded as follows:

<b>Name</b>	<b>Comments</b>
Leckhampton & Warden Hill County Councillor	Offered no objections to the proposals.
Hesters Way & Springbank County Councillor	Offered no objections to the proposals
Charlton Park & College County Councillor	No response received.
St Marks & St Pauls County Councillor	No response received.
Lansdown & Park County Councillor	No response received.
Freight Haulage Association	No response received.
Road Haulage Association	No response received.
Police	Offered no objections to the proposals.
Cheltenham Borough Council	No response received.
Cheltenham Borough Council College Ward Councillor	Supports the Proposal at Naunton Park Primary School.
Cheltenham Townscape Team	Offered no objections to the proposals
Leckhampton Parish Council	Support the Proposal at Leckhampton Primary School
Fire & Rescue	No response received.
Ambulance Service	No response received.
Parking Enforcement Team	No response received.
Local Highway Manager	Supports the proposal.

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

### Leckhampton Primary School

One non-committal response was received.

### Naunton Park Primary School

One objection was received.

### Christ Church Primary School

42 responses were received. Of these, 41 were individually sent as part of a collective response in support of the proposal but requesting additional measures. One non-committal response was also received.

### St Georges Centre

No responses were received.

### Gloucester Road Primary School

No responses were received.

### Millbrook Street

Three responses were received. One was in support for the proposal and two were objections to the proposal. The objections were not upheld.

### Springbank Primary Academy

No responses were received.

### Hesters Way Primary School

No responses were received.

### St Thomas More Primary School

One objection was received but was not upheld.

## **8. Details of Representations and Case Officers Response**

### Leckhampton Primary School

8.1. The representation stated that the proposed No Stopping on School Entrance Markings (School Keep Clear) restrictions were insufficient. The respondent stated that cars often park on the School Keep Clear and H-bar markings at present. They suggested that the entire area should have No Stopping on School Entrance Markings (School Keep Clear) restrictions and as such parents should park further away and walk their children in. They also suggested that a zebra crossing should be installed on Hall Road.

8.2. Following the conclusion of the consultation, GCC approved a new initiative titled "Keeping Children Safe Outside the School Gate." This initiative involves reviewing roads around selected schools across Gloucestershire. Leckhampton Primary School has been identified as one of the Cheltenham schools to be included in Phase 1 of this review.

As a result, it is proposed to review the original proposal as part of this initiative. Therefore, this location will be removed from this TRO scheme and included in the new Phase 1 Keeping Children Safe Outside the School Gate TRO scheme.

8.3. In response to the specific representation, the existing School Keep Clear and H-bar markings are advisory markings and therefore, not backed by a TRO. Therefore, Civil Enforcement Officers (CEOs) are unable to enforce vehicles which park on the markings at present. The introduction of No Stopping on School Entrance Markings (School Keep Clear) restrictions will allow for the enforcement of these areas of carriageway. The proposal has been designed in accordance with the TRSGD 2016 and Traffic Signs Manual chapter 3 regulations with regards to length and number of School Keep Clear markings. Therefore, it is not possible to extend these markings further. Additionally, the introduction of restrictions at the location of the H-bar markings was consulted upon and rejected by residents at the informal consultation stage and was, therefore, dropped from the proposal.

### Naunton Park Primary School

- 8.4. The objection received concerned an anomaly between a section of No Waiting at Any Time (Double Yellow Lines) which were incorrectly installed a few years ago following resurfacing and the extent of the restrictions as per the TRO.
- 8.5. Following the conclusion of the consultation, GCC approved a new initiative titled “Keeping Children Safe Outside the School Gate.” This initiative involves reviewing roads around selected schools across Gloucestershire. Naunton Park Primary School has been identified as one of the Cheltenham schools to be included in Phase 1 of this review.

As a result, it is proposed to review the original proposal as part of this initiative. Therefore, this location will be removed from this TRO scheme and included in the new Phase 1 Keeping Children Safe Outside the School Gate TRO scheme.

- 8.6. In response to the specific objection, this anomaly will be corrected as part of the detailed design for the Keeping Children Safe Outside the School Gate proposal.

### Christ Church Primary School

- 8.7. The 41 representations that were individually sent as part of a collective response in support of the proposal requested the following additional measures:
- Enforcement of the existing parking restrictions to prevent illegal parking.
  - Removal of the existing unrestricted parking bays near to the school entrance.
  - Introduction of a formal pedestrian crossing on Malvern Road
  - Reinstatement of worn-out road humps.
  - Improvements to the signage and enforcement of the existing 20mph zone.
  - Introduction of a one-way system on Malvern Road.
- 8.8. The other non-committal response queried the rationale behind the proposal and stated that this would not alleviate congestion or improve safety. They stated it may also worsen the problem of parents parking across driveways. They suggested reopening the lane by the Cheltenham Ladies College sports field for short-term parking during school drop-off and pick-up times, which they stated previously worked well.
- 8.9. Following the conclusion of the consultation, GCC approved a new initiative titled “Keeping Children Safe Outside the School Gate.” This initiative involves reviewing roads around selected schools across Gloucestershire. Christ Church Primary School has been identified as one of the Cheltenham schools to be included in Phase 1 of this review.

As a result, it is proposed to review the original proposal as part of this initiative. Therefore, this location will be removed from this TRO scheme and included in the new Phase 1 Keeping Children Safe Outside the School Gate TRO scheme.

- 8.10. In response to the specific representations, the enforcement of parking restrictions will be in alignment with the GCC parking enforcement strategy. The request to remove the unrestricted parking bays will be reviewed as part of the Phase 1 Keeping Children Safe Outside the School Gate TRO scheme. However, it is worth noting that these spaces do have H-bar advisory markings and a dropped kerb for its length, so it is likely that the parking occurring here is residential. In response to the requests to introduce a pedestrian crossing,



reinstate road humps, improve and enforce the existing 20mph zone, introduce a one-way system on Malvern Road and reopening of the lane by Cheltenham Ladies College, these requests fall outside of the remit of a parking restriction TRO. If the residents wish to pursue these further, they are advised to contact their Local County Councillor in the first instance.

#### Millbrook Street

- 8.11. The two objections received stated that the restrictions were unnecessary from a safety aspect given there is a footway present and that no accidents have occurred. The objectors stated the introduction of these restrictions would mean they are unable to park close to their property, as the area is already oversubscribed. They suggested limiting the number of parking permits per household or making the existing zone operational at any time to restrict non-residential parking, instead of installing No Waiting at Any Time (Double Yellow Line) restrictions.
- 8.12. In response to the objections, the three short sections of No Waiting at Any Time (Double Yellow Line) restrictions have been requested by local stakeholders and are proposed, in order to prevent vehicles parking and obstructing the accesses to Millbrook Court, River Court and Amos Close. These measures are proposed to improve the navigability of these roads and to improve road safety generally for vehicles (including cyclists) and pedestrians. This will be achieved by preventing inappropriate parking close to junctions, or where it causes obstruction for passing vehicles (including emergency service vehicles), congestion and obscures visibility for pedestrians attempting to cross the road. Changes to the number of permits allocated to each property, or extending the hours of the permit zone, are outside of the remit of this TRO scheme for waiting restriction alterations. If the residents wish to pursue this further, they are advised to contact their Local County Councillor in the first instance. The proposed restrictions will apply in targeted locations where parking poses a safety risk, regardless of whether the vehicle belongs to a resident. Therefore, these suggestions made by the objectors would not address the problem the proposed restrictions aim to solve. GCC as the highway authority has a duty of care for all road users and the introduction of these restrictions will allow Civil Enforcement Officers to keep these areas clear of parked vehicles, improving road safety. Therefore, it is imperative that the restrictions are introduced as advertised.

#### St Thomas More Primary School

- 8.13. The objection received stated that the main issue outside of St Thomas More Primary School was cars parked on Marsland Road (from the post box towards Coronation Square) during school hours. They also stated the proposed No Waiting Mon-Fri 8:30-9:30am & 2:30-4pm (Single Yellow Line) restriction would not solve the parking problems, as vehicles do not tend to park here. They suggested introducing No Waiting at Any Time (Double Yellow Lines) on Marsland Road towards Coronation Square to reduce congestion and improve safety, instead of on Lewis Road. They also suggested a parking bay or “drop off zone” outside of the school on Lewis Road.
- 8.14. In response to the objection, the proposal involves the existing advisory “School Keep Clear” markings being formalised, to prevent stopping close to the school. This should provide safer, unobstructed access to the main school entrance and crossing points at key times during the school day. This will improve safety, amenity, visibility and navigability for both vehicles (including cyclists) and pedestrians, particularly school children. They will also help to prevent congestion outside the school. A designated parking bay/drop off zone outside the school is

not something that can be considered within this scheme. The scheme aims to prevent vehicles from parking near to the school entrance; this suggestion would encourage this.

The No Waiting at Any Time (Double Yellow Line) restrictions are proposed on Lewis Road at the junction with Marsland Road to improve the navigability of these roads and to improve road safety generally for vehicles (including cyclists) and pedestrians. This will be achieved by preventing inappropriate parking close to junctions, or where it causes obstruction for passing vehicles (including emergency service vehicles), congestion and obscures visibility for pedestrians attempting to cross the road. The proposals would also supplement Rule 243 of the Highway Code (i.e., no parking within 10 metres of or opposite a junction).

The proposed No Waiting Mon-Fri 8:30-9:30am & 2:30-4pm (Single Yellow Line) aims to prevent parking at the bend on Marsland Road, to prevent a migration of parking during school hours to a location which is unsuitable for parking. The suggestion of No Waiting at Any Time (Double Yellow Line) restrictions on Marsland Road towards Coronation Square is deemed over restrictive, given that the road is straight and is well utilised for parking by residents, who would lose parking availability under this proposal. The restrictions are targeted in their extent to prevent parking where it is unsafe. When implementing parking restrictions, it is important to maintain a balance between where parking is permitted and where it is not permitted, so as not to be 'over-restrictive'. The proposal aligns with this balance. Therefore, it is imperative that the restrictions are introduced as advertised.

## **9. Equality Impact Assessment**

- 9.1. GCC has given 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 the making of this TRO would not adversely affect any of the groups with those protected characteristics (please see Due Regard Statements in Appendix F).

## **10. Summary**

- 10.1. In order to improve road safety and amenity for both vehicles and pedestrians (particularly School Children), it is proposed to introduce waiting, loading and stopping restrictions on parts of various roads in the town of Cheltenham, Gloucestershire.
- 10.2. The measures proposed in this TRO package are as a result of concerns raised by the police and local representatives, regarding inappropriate parking within the vicinity of schools during the school day and in particular school drop off/pick up times.
- 10.3. The majority of the measures involve existing advisory "School Keep Clear" markings being formalised, in order to prevent stopping close to the school. This should provide safer, unobstructed access to the main school entrance and crossing points at key times during the school day. This will improve safety, amenity, visibility and navigability for vehicles (including cyclists) and pedestrians, particularly school children. They will also help to prevent congestion outside the school.

- 10.4. In addition to existing “School Keep Clear” markings being formalised, it is proposed to introduce some additional “No Stopping on School Entrance Markings” and No Waiting/No Loading restrictions in locations that it is deemed imperative that Stopping, Waiting and Loading be prevented, in order to improve road safety for school children.
- 10.5. The measures around and opposite junctions are primarily proposed to improve the navigability of these roads and to improve road safety generally for vehicles (including cyclists) and pedestrians. This will be achieved by preventing inappropriate parking and loading close to junctions, or where it causes obstruction for passing vehicles (including emergency service vehicles), congestion and obscures visibility for pedestrians attempting to cross the various roads. The proposals would also supplement Rule 243 of the Highway Code (i.e., no parking within 10 metres of or opposite a junction).
- 10.6. Three short sections of No Waiting at Any Time (Double Yellow Line) restrictions are proposed on Milbrook Street, in order to prevent vehicles parking in front of and obstructing the accesses to Millbrook Court and River Court and Amos Close.
- 10.7. Additionally, as an administrative exercise, the length of the Permit Holder/Limited Waiting Bay on Malvern Road is proposed to be extended to ensure that the TRO matches the on-street extent of the restrictions.
- 10.8. Following the conclusion of the consultation, GCC approved a new initiative titled “Keeping Children Safe Outside the School Gate.” This initiative involves reviewing roads around selected schools across Gloucestershire. Leckhampton Primary School, Naunton Park Primary School and Christ Church Primary School have been identified as some of the Cheltenham schools to be included within Phase 1 of this review.
- 10.9. As a result, it is proposed to review the original proposals at each of these locations as part of this initiative. Therefore, these proposals will be removed from this TRO scheme and included within the new Phase 1 Keeping Children Safe Outside the School Gate TRO scheme.
- 10.10. Representations were received during the Notice of Proposal (Public Consultation) process from residents with regards to the proposed restrictions.
- 10.11. 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.
- 10.12. In considering the assessment under Section 122 of the Road Traffic Regulation Act 1984, the proposed TRO meets GCC’s obligations in that they would ensure the expeditious, convenient, and safe movement of vehicular and other traffic and the provision of suitable and adequate parking facilities on the highway.

## **11. View of the Case Officer**

- 11.1. This report demonstrates that the introduction of the proposals is consistent with National Guidance and has been fully consulted upon in accordance with Gloucestershire County Council procedures and followed necessary statutory procedures, as set out in the Local Authorities’ Traffic Orders (Procedure) (England & Wales) Regulations 1996.

- 11.2. Three proposals have been removed from this scheme in order to be reviewed and included within the new Phase 1 Keeping Children Safe Outside the School Gate TRO scheme.
- 11.3. All representations received across the proposal areas from members of the public during the Notice of Proposal (Public Consultation) process have been responded to in Section 8. The vast majority of representations were requests to make changes to the proposals, however, these requests fall outside the remit of this scheme for the reasons as set out in Section 8.
- 11.4. It can, therefore, be considered that the proposals are deemed to be acceptable to the vast majority. Consequently, for the reasons outlined in Section 8, it is considered that the proposals remaining within this scheme should progress on to be made as advertised.
- 11.5. The final proposals (as shown in Appendix B) have been designed, taking into account the representations received, but also balancing this with the Council's duties under Sections 1 and 122 of the Road Traffic Regulation Act.
- 11.6. It is considered that the restrictions proposed meet GCC's objectives and therefore, it would be beneficial that the TRO be made as advertised in January 2025 for the following proposals:
- St Georges Centre
  - Gloucester Road Primary School
  - Millbrook Street
  - Springbank Primary Academy
  - Hesters Way Primary School
  - St Thomas More Primary School

## **12. Recommendation by the Senior Case Officer**

- 12.1. I am satisfied that the TRO 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 Traffic Signs Regulations and General Directions 2016 have been considered.
- 12.3. After considering all background information, representations and data supplied in this report, I recommend that all formal representations are considered as minor in nature.
- 12.4. I recommend that the TRO is made permanent as advertised in January 2025 for the following proposals:
- St Georges Centre
  - Gloucester Road Primary School
  - Millbrook Street
  - Springbank Primary Academy
  - Hesters Way Primary School
  - St Thomas More Primary School

### 13. Decision by the Traffic Regulation Order Manager

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

- Make the order as advertised in January 2025 for the following proposals:
  - St Georges Centre
  - Gloucester Road Primary School
  - Millbrook Street
  - Springbank Primary Academy
  - Hesters Way Primary School
  - St Thomas More Primary School
- Remove the following proposals from this TRO scheme, with a view to reviewing and revising them for inclusion in Phase 1 of the new GCC Keeping Children Safe Outside the School Gate initiative:
  - Leckhampton Primary School
  - Naunton Park Primary School
  - Christ Church Primary School

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: 

Hannah Bassett-Louis – Traffic Regulation Order Manager

Date: 10<sup>th</sup> July 2025

## **Appendices**

**Appendix A** – Advertised TRO Proposal Plans

**Appendix B** - Final TRO Proposal Plans

**Appendix C** – Draft Legal Documents for Advertised TRO

**Appendix D** – Informal Residents & Businesses Consultation Letters

**Appendix E** – Representations received during the Notice of Proposal Public Consultation

**Appendix F** – Statement of Due Regard