

Traffic Order Report:

Proposed 20mph Speed Limit; Bristol Road, Gloucester.

Version 1 – March 2026

Revision	Description	Author
1	First Issue	LO

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Traffic Order Title:

GLOUCESTERSHIRE COUNTY COUNCIL (20 MPH SPEED LIMIT) (BRISTOL ROAD AND SOUTHGATE STREET) (GLOUCESTER CITY) ORDER 2025

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

Senior Case Officer: Hannah Bassett-Louis, Traffic Regulation Order Manager, Gloucestershire County Council.

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 & 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 January/February 2025.

3. Background and Purpose of the Scheme

- 3.1. The proposal is to introduce changes to the existing 30mph speed limit on Bristol Road and Southgate Street in the City of Gloucester, Gloucestershire. The proposal consists of the following:
 - Introducing the speed limits detailed in the schedule below, which will replace the existing 30mph speed limit in place by virtue of street lighting;

Schedule 1 - 20mph Speed Limit to be Introduced by Traffic Order

Road Name & Number	Description
Bristol Road (B4072/C8019)	From a point 8 metres north of its junction with Linden Road (481523) to its junction with St Ann Way (A430). A distance of approximately 750 metres.
Southgate Street (A430)	From its junction with St Ann Way (A430) to a point 45m north of its junction with St Ann Way (A430).

- 3.2. The scheme is being proposed primarily as a result of concerns being raised regarding the appropriateness of the current 30mph speed limit in place along the northernmost section of Bristol Road. There are several junctions, parked vehicles on-street, and businesses fronting the carriageway at this location, in addition to very frequent pedestrian movements.
- 3.3. This location is also number 3 on Gloucestershire County Council's collision hotspot list. Additionally, this section of carriageway qualifies for a 20mph speed limit according to the Department for Transport's (DfT) "Setting Local Speed Limits" guidance.

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:
- 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 TO 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 TO 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 by the GCC Traffic Engineering Team and Case Officer were made when considering the various speed limit 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 20mph speed limit on Bristol Road and Southgate Street, 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 the existing mean vehicle speeds were within the Association of Chief Police Officers (ACPO) guideline intervention level for a 20mph speed limit of 24mph. The speed survey results can be found in Appendix B.

- 5.3. Analysis of collision data from 1st January 2019 – 31st March 2022 (inclusive) showed 9 personal injury collisions having taken place within the investigation area, including two that were classed as “serious”. Detailed accident reports can also be found in Appendix B. GCC’s Traffic Engineering Team have also confirmed that 21 collisions occurred between 1st December 2020 and 18th December 2025. Most of these collisions involved cyclists and pedestrians.

6. Consultation on the proposed TO

- 6.1. Statutory consultation for this proposed TO scheme was undertaken between 10th September 2024 and 1st October 2024. A letter, plan and detailed accident reports 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 TO scheme was undertaken between 23rd January 2025 and 14th February 2025 with Notices placed on site, in the local newspaper (Gloucestershire 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. Consultation Responses

- 7.1. The Statutory Consultees responded as follows:

Name	Comments
County Councillor (Hempsted & Westgate)	No comments received
County Councillor (Tuffley & Moreland)	No comments received
Gloucester City Council	No comments received
Freight Haulage Association	No comments received
Road Haulage Association	No comments received
Police	No comments received
Fire & Rescue	No comments received
Ambulance Service	No comments received
Parking Enforcement Team	No comments received
Local Highway Manager	No comments received
Stagecoach Bus	Objected to the proposals on the basis that the speed limit will increase the time that the bus takes to complete its route.

- 7.2. No responses were received during the Public Consultation (Notice of Proposal) from members of the public.

8. Details of Representation and Case Officer’s Response

- 8.1. The representation received from Stagecoach stated that they estimated the reduced speed limit would lead to an increased time for the bus to travel along the 1km stretch of road where

the 20mph speed limit is proposed. Journey times would increase by 30 seconds during the day and up to 50 seconds at peak times. The respondent encourages bus priority measures elsewhere along this route to offset this impact. They also stated that without such measures being implemented, the proposals would not have the full support of Stagecoach.

The Stagecoach representation mentions that whilst the impact of isolated 20mph schemes can be negligible, the cumulative impact of multiple 20mph speed limits has a detrimental impact on bus times, and the layover required to ensure a reliable bus service is lost. The service is then required to absorb the costs of an additional bus (which may cost up to £200,000 annually). Stagecoach state that increased bus times lead to fewer people travelling by bus and travel by car instead. Fewer passengers on buses leads to an increase in costs and a reduction in revenue, which will ultimately lead to a reduction in bus services.

In response to the representation received, the speed surveys completed on Bristol Road demonstrate that mean speeds were 24mph or lower along this section of the carriageway. This indicates that traffic is consistently travelling at speeds just above 20mph already. Therefore, it is likely that any increase in journey time when travelling along this route would be minimal. The section of the road in question also includes 8 bus stops, 12 road junctions, two controlled crossings and two signalised junctions. These features naturally reduce vehicle speeds.

If the 20mph proposals covered a larger area, the scheme would be better placed to consider public transport improvements to ensure bus times are not altered. Bus priority at signalised junctions may have been considered if the 20mph speed limit covered a wider area, but this infrastructure is not considered to be required on such a short section of Bristol Road.

The proposed speed reduction is a proportionate measure which is aligned with Gloucestershire County Council's Road Safety Strategy. Bristol Road is on Gloucestershire County Council's collision hotspot list. As mentioned in paragraph 5.3 above, 21 collisions occurred on Bristol Road between December 2020 and December 2025.

According to GCC's Traffic Engineering Team, journey times for bus services are influenced by a range of factors beyond speed limits. These factors include passenger boarding and alighting times. With 8 stops and 5 services on this section of Bristol Road, dwell times can add more delays than the proposed speed change. The Bus Open Data Service (BODS) shows average speeds of 10mph inbound and 12mph outbound. Traffic volumes and queues, particularly during peak periods, also cause delays. During the busiest periods, there will be little difference to journey times due to vehicles already travelling below 20mph on Bristol Road. Delays due to signal timings and busy junctions also often have a greater impact than speed limits.

These points were raised by GCC in an email to the objector. A copy of the email can be found in Appendix E. The respondent upheld their objection.

The proposed 20mph speed limit on Bristol Road and Southgate Street aims to create a safer environment for all active travel users, whilst also supporting the wider environmental targets at the core of GCC's transport policies, whilst not detrimentally impacting journey times for users of public transport.

9. Equality Impact Assessment

- 9.1. 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 if the decision is to make this TO permanent will not adversely affect any of the groups with those protected characteristics (please see Due Regard Statement in Appendix F).

10. Summary

- 10.1. The proposal is to introduce a 20mph speed limit on part of Bristol Road and Southgate Street, Gloucester, which will replace the existing 30mph speed limit in place by virtue of street lighting.
- 10.2. The scheme is being proposed primarily as a result of concerns being raised regarding the appropriateness of the current 30mph speed limit in place along the northernmost section of Bristol Road. There are several junctions, parked vehicles on-street, and businesses fronting the carriageway at this location, in addition to very frequent pedestrian movements.
- 10.3. This location is number 3 on GCC's collision hotspot list, as between 1st January 2019 and 31st March 2022, nine personal injury collisions were reported on this stretch of Bristol Road, and 21 between December 2020 and December 2025.
- 10.4. One representation was received during the statutory consultation and none received during the formal public consultation.
- 10.5. The representation has 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.
- 10.6. 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 improve road safety.

11. View of the Case Officer

- 11.1. This report demonstrates that the introduction of the proposed 20mph Speed Limit is consistent with DfT "Setting Local Speed Limits" National Guidance and 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. An objection and request to introduce bus priority measures on Bristol Road was raised during the statutory consultation process. However, it has been deemed that these measures are not required, as the speed surveys completed as part of the scheme assessment revealed that mean vehicle speeds on Bristol Road are already currently 24mph or lower. Therefore, the time lost by buses travelling slower along Bristol Road will be minimal.
- 11.3. The proposal (as shown in Appendix A) has been designed, taking into account the speed data and collision data and balancing these with GCC's duties under Sections 84 and 122 of the Road Traffic Regulation Act 1984 and with the Department for Transport criteria for the implementation of a 20mph speed limit.

11.4. It is considered that the speed limit proposed meets GCC's objectives and therefore, it would be beneficial that the TO be made as advertised in January/February 2025.

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. After considering all background information, the objection and data supplied in this report, I recommend that the formal objection is considered as minor in nature.

12.4. I recommend that the TO is made permanent as originally advertised in January/February 2025, under delegated authority.

13. Decision by the Traffic & Active Travel Manager

13.1. I have considered the report, recommendations and whether to hold a Traffic Regulation Committee. I have also considered the objection 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 January/February 2025.

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 and Active Travel Manager

Date: 25/03/2026

Appendices

Appendix A – Proposal plans for TO

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

Appendix C – Draft Legal Documents for TO

Appendix D – Objection received during the statutory consultation

Appendix E – Gloucestershire County Council email response to objector

Appendix F – Statement of Due Regard