



CHELTENHAM

BOROUGH COUNCIL

Notice of a meeting of Overview & Scrutiny Committee

Monday, 19 August 2019
6.00 pm
Pittville Room - Municipal Offices

Membership	
Councillors:	Chris Mason (Chair), Klara Sudbury (Vice-Chair), Sandra Holliday, John Payne, Paul Baker, Max Wilkinson, Dilys Barrell, Iain Dobie, Jo Stafford and Dennis Parsons

The Council has a substitution process and any substitutions will be announced at the meeting

Agenda

1.		APOLOGIES Councillor Holliday	
2.		DECLARATIONS OF INTEREST	
3.		MINUTES OF THE LAST MEETING 1 July 2019	(Pages 3 - 20)
4.		PUBLIC AND MEMBER QUESTIONS, CALLS FOR ACTIONS AND PETITIONS	
5.		MATTERS REFERRED TO COMMITTEE	
6.	6.05 pm	NHS TRUST-GENERAL SURGERY CHANGES TBC	
7.	6.35 pm	CHELTENHAM TRANSPORT CONNECTIVITY STUDY Ken Dale, Interim Townscape Manager	(Pages 21 - 118)
8.	7.05 pm	URBAN GULLS Mark Nelson, Enforcement Manager	(Pages 119 - 126)
9.	7.35 pm	EVENTS SCRUTINY TASK GROUP Agree the draft One Page Strategy for the task group	(Pages 127 - 128)

10.		FEEDBACK FROM OTHER SCRUTINY MEETINGS ATTENDED Police and Crime Panel (19 July) - a written update from Councillor Jonny Brownsteen Gloucestershire Health and Care O&S Committee (16 July) - a verbal update from Councillor Horwood	(Pages 129 - 130)
11.		CABINET BRIEFING A written update from the Cabinet on key issues for Cabinet Members which may be of interest to Overview and Scrutiny and may inform the O&S workplan	(Pages 131 - 132)
12.		UPDATES FROM SCRUTINY TASK GROUPS	
13.		REVIEW OF SCRUTINY WORKPLAN	(Pages 133 - 138)
14.		DATE OF NEXT MEETING 9 September 2019	

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Overview & Scrutiny Committee

Monday, 1st July, 2019

5.00 - 8.10 pm

Attendees	
Councillors:	Chris Mason (Chair), Klara Sudbury (Vice-Chair), Sandra Holliday, John Payne, Paul Baker, Max Wilkinson, Dilys Barrell, Iain Dobie, Jo Stafford and Dennis Parsons
Also in attendance:	Cabinet Member Clean and Green (Councillor Chris Coleman), Darren Knight (Director of People and Change), Richard Gibson (Corporate Strategy and Engagement Manager), Mark Sheldon (Director of Corporate Projects), Karen Watson (Client Manager - Interim) and Gareth Edmundson (MD, Ubico)

Minutes

1. APOLOGIES

The Leader had given his apologies.

2. DECLARATIONS OF INTEREST

No interests were declared.

3. MINUTES OF THE LAST MEETING

The minutes of the last meeting had been circulated with the agenda.

Upon a vote it was unanimously

RESOLVED that the minutes of the meeting held on the 3 June 2019, be agreed and signed as an accurate record.

4. PUBLIC AND MEMBER QUESTIONS, CALLS FOR ACTIONS AND PETITIONS

None were received.

5. MATTERS REFERRED TO COMMITTEE

No matters had been referred to the committee.

6. CALL IN - IMPROVEMENTS TO THE HOUSEHOLD RECYCLING CENTRE AND CHANGES TO BRING BANK SITES

The Chairman, who had made the request for call-in, had done so for three main reasons: he refuted the assertion that there had been meaningful public consultation in terms of the four bring bank sites which had been identified for removal of the CBC bring banks; 32% of those surveyed had supported the removal of the garden waste skip at the household recycling centre, but what of the other 68%, and; the report suggested that carbon emissions would drop as a result of larger vehicles making fewer journeys (to empty bring bank skips) but

it appeared no account had been taken of the residents that would have to travel further to access bring banks at other locations.

Karen Watson, the interim Client Manager for Environmental Services outlined the rationale for the recommendations in the Cabinet report. There had been a large increase in resident recycling and the household recycling centre continued to be well used. Feedback from users of the site suggested that they would like the site to accept a wider range of materials, but for this to be considered, the site would need to be optimised to create more space, whilst managing health and safety and operating costs would need to be reduced to fund the cost of recycling any additional materials. All existing containers were old and in varying states of disrepair and therefore needed to be replaced. Larger (new) containers would have greater capacity and therefore need to be emptied less frequently. In addition to the household recycling centre, the Council also provided 12 bring bank sites across the town and following the public consultation there was support for the removal of some of the less well used recycling banks where residents can access the kerbside recycling service. Everest Road and the High Street had the lowest usage, Church Piece caused the biggest health and safety issues, as well as reducing the number of car parking spaces in a relatively small car park, and the Hatherley area benefitted from bring bank sites in two local supermarkets, with Asda – Hatherley Lane being the least well used. These sites also caused more fly-tipping issues.

The Cabinet Member Clean and Green Environment had prepared answers to some of the questions that were circulated in advance (Appendix 1) but after reading his response to the first question, the Chairman invited other members of the committee to put any questions they had. The Cabinet Member and Client Manager gave the following responses:

- The removal of the garden waste skip at the household recycling centre would create a large area on the site which could accommodate skips for the collection of alternative materials. Over 16,000 people subscribed to the garden waste scheme and further consultation would provide insight into why people continued to use the site when alternatives were available.
- There had been no accidents at Church Piece, which was described as a miracle, and 'near miss' data was not collated. But the driver(s) were so concerned by the risks posed at this site that they were taking extended amounts of time to reverse and often had to abandon their attempts due to vehicles parked in close proximity to the skip. Local residents were also eager to create more parking.
- All skips would be upgraded as this would ultimately generate capacity within the service to allow them to be emptied as often as was required. For safety reasons, chain skips would be retained.
- It had been proven that some businesses were using the Church Piece site.
- Many residents of St. Pauls had kerbside recycling and the council worked closely with landlords of Houses of Multiple Occupation (HMO), including Cheltenham Borough Homes.
- Reducing residual waste was the driving force behind the proposals; it was nonsensical to continue to accept residual waste. 3-4 years ago the

Cabinet Member had been involved in a bag-splitting exercise and had been alarmed to find unopened clothing, fabric, money, dvds, books, etc and whilst any decision would be based on feedback from public consultation, ultimately the council should not continue to continue to accept residual waste without question. The council had declared a climate change emergency and therefore needed to help residents with behaviour change, which would go hand-in-hand with communications.

- Ubcio provided a good service and had a good working relationship with CBC, which was why the Cabinet Member had been keen to end the relationship with the Joint Waste Team as he felt it hindered the council's ability to promote the Cheltenham service and successes.
- Consultation on the household recycling centre would start in mid-July, having been postponed following the call-in of the initial decision. This would be online, though as was the norm, community groups would be welcome to paper copies and the Cabinet Member wasn't concerned that the summer holidays would result in a lower level of responses given that a previous consultation had been undertaken over the Christmas period and resulted in the highest response to date.
- The Chairman voiced concerns that the skips had not been maintained, resulting in the degradation of the flooring of the skips, to the point where the floor could come away when being lifted. The committee were advised that this issue had only come to light as a result of the council's decision to take back direct management of Ubico from the Joint Waste Team and reiterated the level of urgency associated with the need to order new skips given the deteriorating condition of the existing stock.
- The Cabinet Member felt that current enforcement resource levels were adequate. Posters were put up in locations across the town, warning the public that fly tipping was an offence. For two weeks before the bring banks are removed from the 4 sites, officers will be on site offering advice to existing users regarding the kerbside recycling service. Enforcement officers did, and would continue to work closely with Ubico to deal with fly tipping issues immediately and take action where there is evidence. This would include the use of CCTV where necessary. He suggested that the committee may wish to establish a task group to look at the issue of fly tipping. There had been 179 incidents on fly tipping on public land, with only 7 fixed penalty notices having been issued only 1 having been referred to legal, which demonstrated the difficulties surrounding identifying perpetrators
- Admittedly, there was a lack of data in terms of carbon levels, but this was something the Client Manager and her team were looking to address.
- As a matter of clarification the Cabinet Member advised that there were a total of 121 banks on the 12 existing sites and the proposal was to remove 11 banks for the 4 sites.

Some members queried the call-in request, suggesting that the concerns raised in relation to the Household Recycling Centre were irrelevant given that the decision itself was simply to undertake more consultation. Whilst members welcomed the opportunity to discuss and understand the issue, they felt that the call-in could have been avoided had the committee discussed the issue in advance of the Cabinet meeting.

The Chairman outlined the four options available to the committee and upon a vote it was unanimously

RESOLVED that the committee support the decision without qualification or comment

The lead members would give further consideration to the suggestion of a fly tipping review.

7. UNAUTHORISED ENCAMPMENT POLICY - GLOUCESTERSHIRE CONSTABULARY

Police Sergeant (PS) Mike Yates attended on behalf of Inspector John Turner who had been named on the agenda.

He would aim to provide the committee with a better understanding of the Police powers when dealing with unauthorised camping, as well as commenting on proposed legislative amendments aimed at improving the effectiveness of enforcement against unauthorised encampments.

Members were referred to Gloucestershire Constabulary's (GC) 'Unauthorised Encampments Policy', as circulated with the agenda. In summary, he explained, unauthorised camping was a civil offence and not necessarily a Police issue, though they would deal with supporting interested parties (occupiers of the land and landowners), in order to prevent breach of the peace and threats to person or property. In most instances, the lead authority would be the District Council in respect of District Council owned land and privately owned land or common land where there was no identified owner.

When negotiations or civil remedies had been deemed unsuitable or failed, police would consider becoming involved in bringing about the prompt and lawful removal of unauthorised encampments, including the use of police powers under Section 61 and 62 of the Criminal Justice & Public Order Act 1994. Section 61 could be applied once one or more of three conditions were met: damage to the land or property on the land; the use of threatening, abusive or insulting words or behaviour towards the occupier, a member of their family, an employee or an agent for the occupier, or; there are six or more vehicles on the land. However, other considerations would also include whether action was proportionate and necessary, and resources would be a consideration given the level of resources that would be required were the direction to leave not be heeded. It was noted that decisions to evict would be made by an Officer not below the rank of Inspector. If the unauthorised campers had not left by the date and time specified, or, if they were to return to the same site within a three month period, then they would be referred to the Magistrates court where they could be given a fine or sentenced to up to three months in prison. Section 62 was not as prescriptive on the conditions to be met but stipulated that a suitable alternative location must be available in the same local authority area.

In terms of the proposed legislative amendments, at this stage there had been nothing more than a government circular and therefore it wasn't possible for him to comment on how effective proposed changes might be. However, regardless of any amendments, there would be a need for any action to be proportionate

and to give consideration to resources. Ultimately, he suggested, any action would simply move the problem from one place to another.

PS Yates gave the following responses to member questions:

- STORM was the name of the incident log system used by the police.
- Unfortunately he had no recent experience of dealing with unauthorised encampments in the Borough and therefore couldn't give a view on how the council could work more closely or effectively with the police, however, he was of the opinion that the two needed to engage at an early stage.
- A member indicated that the proposed legislative amendments included changes to the threshold from 6 down to 2 vehicles, with no return within 12 months rather than 3 months. PS Yates suggested that encampments often comprised of more than six vehicles and as such he was unsure what this amendment would achieve, though he did feel that extending the no return period to 12 months would prove a useful preventative measure.

The Chairman thanked PS Yates for his attendance.

8. UBICO ANNUAL REPORT AND PERFORMANCE

Gareth Edmundson, the MD for Ubico, welcomed the opportunity to present the Ubico Annual Performance Report (2018-19) to the committee. He explained that he had now been in post for two years and 2018-19 had been another strong year for the organisation, especially in terms of consolidating their position. He welcomed the realignment of the relationship between Ubico and CBC, as he now saw Karen Watson, the Client Manager and her team regularly at the depot, which demonstrated the strength of the council as a commissioner.

Comprehensive performance information had been circulated with the agenda but key points included:

- 8 months of work had resulted in significant improvements to health and safety and Ubico having achieved the International Standard for Health and Safety (ISO45001).
- A new Fleet Manager was appointed and improved management of fleet and assets would deliver future dividends.
- Opportunities for sharing and exchanging vehicles to smooth out any cost volatilities were currently being explored.
- Ubico would soon be implementing new fleet management software which would underpin operations and were actively investigating how technology could improve the service, including in-cab software.
- To ensure that the finance team was appropriately resourced for a company of Ubico's size and turnover, they had recruited a full-time Financial Controller and technician. This had allowed for improved financial data, monthly reporting, and would enable improved budget setting and forecasting for the future.
- The ability to demonstrate value for money was important to Ubico. Ubico compared favourably to outsourced providers within the market; Ubico remained at 5.8% (corporate overheads), where outsourcing

typically resulted in 9% and a profit margin of 3-4%. Ubico delivered at cost which was why financial planning was so important.

- Ubico would continue to pursue commercial opportunities and in the coming years intended to present a number of investment opportunities to shareholders in areas including: hire vehicles; commercial waste, and; fleet maintenance.
- Operationally, Ubico consistently met stretch targets for food waste collections and as such were currently piloting some adjustments.
- The seasonal nature of garden waste meant that weight spiked at certain times of the year and an additional vehicle was used to reduce pressure on existing rounds.
- Adoption of a new 'People Strategy' and 'Code of Conduct' aimed to align all Ubico staff, where many had been bought together from partner organisations. Induction information was also currently being redesigned.

The Managing Director of Ubico gave the following responses to member questions:

- The figures being reported for missed collections did not include those where collections had to be abandoned for health and safety reasons.
- As mentioned, historically Ubico did not have sufficient finance team resource and as a consequence some financial risks were not built into the budget. For example, the partnership sum did not reflect the age and condition of the fleet, and therefore the increasing maintenance costs. The partnership sum needed to reflect the actual position otherwise Ubico would, in a sense, start the year in deficit.
- Authorities had adopted very different approaches to reducing residual waste, with some stringently refusing to collect residual waste bins if they contained any kind of recyclable materials, and CBC preferred to encourage residents instead. Stroud had just won a recycling award and their approach involved giving residents a very small residual waste bin, leaving them no choice but to recycle as much as possible.
- Co2 reduction was a consideration for Ubico. Telematics allowed review of how drivers were using vehicles and therefore identify improvements that would result in better fuel efficiency.
- Electric vehicles could work well in Cheltenham but because of the initial cost involved, electric vehicles would never make it through the procurement process. This needed to be reviewed.
- Admittedly, some rounds were tight and crews just wanting to get on and do the job were rushing more than they needed to. As a result there had been a slight increase in accidents, but Ubico were actively reinforcing that whilst they acknowledge crews just wanted to do a good job, they should not risk safety (and rush).
- The review of the household recycling centre currently being undertaken by CBC would have no impact on the work of Ubico at that site.
- Javelin Park was a live issue but Ubico were engaging with partners and Gloucestershire County Council. CBC had taken the decision not to deliver directly to the park and had instead chosen to take their waste to a transfer station. There was a risk if this bulk transfer wasn't able to get access to the site, but Ubico would be looking at what mitigations

Grundons had in place if this issue were to arise. This was a significant issue which he assured members, was being constantly monitored.

- In terms of what happened to batteries from electric vehicles, he would need to get a response and share this outside of the meeting, as he did not know the answer.

The Client Manager gave responses to some member questions:

- She confirmed that a trial of different bins, including gull-proof bins was being undertaken. Salisbury Avenue would be the first site to trial different 'on the go' recycling bins.
- Various alternative options were being explored in terms of weed treatment to avoid the use of glyphosate, but it was important for members to understand that there would not be a single solution to this problem.
- It was accepted that the council needed to make better use of social media with regard to waste and improving and expanding on the information on the website.
- Street sweeper provision was currently under review, with one vehicle having recently been taken off line.

The Cabinet Member Clean and Green Environment was pleased to hear that members agreed with his view that the move to sustainable planting had been a success. There were admittedly issues in some areas where the weather had impeded growth. He was scheduled to meet with the Parks and Gardens team and would raise the query regarding London Road and feedback a response to the committee.

In response to the question of why CBC had decided to use a transfer station rather than deliver waste directly to Javelin Park, the Cabinet Member explained that to do so would have meant that crews would have to cut-short collections once the vehicle had reached capacity and travel along the Golden Valley and M5 to deliver to Javelin Park. This posed an unacceptable risk given the weight of a (at capacity) vehicle and the distance required, and as such CBC chose to use a transfer station. He felt that this was absolutely the right decision. He did note that this formed part of a three year agreement, at the end of which an alternative waste transfer station would be required and he suggested that this could form part of the longer term Swindon Road depot review.

A number of members commended the service that Ubico delivered and thanked the attendees for the information they had produced and for their attendance.

9. UPDATE ON THE DEVELOPMENT OF THE GLOUCESTERSHIRE JOINT HEALTH & WELLBEING STRATEGY

Richard Gibson, Strategy and Engagement Manager passed on the apologies of Councillor Harman, as Cabinet Member for Public Health and Communities at Gloucestershire County Council, who had wanted to attend the meeting. He made clear that it was not he, nor Cheltenham Borough Council (CBC), that were responsible for writing this strategy, but rather the Gloucestershire Health and Wellbeing Board (HWB Board), who had a statutory duty to develop a strategy. The current strategy for 2012-2032 'Fit for the Future' focussed on

five priorities, with action cards for each. In 2018, Gloucestershire County Council (GCC) commissioned an LGA Peer Challenge and this concluded that the strategy needed to be refreshed. This was still very much a working progress, though extensive community engagement had been undertaken; resulting in seven proposed priorities (set out at 3.4) and eight principles for ways of working (set out at 3.10). He noted that Pat Pratley, Chief Executive of CBC, as the district council officer representative on the board had been named as the strategic lead for the 'Housing' priority. The revised draft would be considered by the HWB Board on the 23 July and then would follow a consultation phase before the strategy was tabled for final approval in November 2019.

In response to a member question, the Strategy and Engagement Manager reiterated that the strategy was a HWB Board document and not a GCC document; which aimed to bring together partners to work together to improve health and wellbeing outcomes and reduce inequalities through commissioning.

Members voiced their concerns that the strategy felt unfocussed and risked leading to little or no action to improve health and wellbeing outcomes for local residents. The Chairman committed to writing to the HWB Board and asking that the revised draft strategy needed to include specific actions with smart outcomes. The Strategy and Engagement Manager asked that Pat Pratley, Chief Executive be included in any correspondence.

10. REVIEW OF THE COUNCIL'S PERFORMANCE AT END OF QUARTER 4 (APRIL 2018 TO MARCH 2019)

Richard Gibson, Strategy and Engagement Manager introduced the corporate performance report, reminding members that this data was presented annually, providing the committee with an opportunity to make any comments or observations prior to the report being taken to Cabinet, where any comments would be reported verbally.

In the 2018-19 interim action plan, 90 milestones were identified, of which 63 (70%) had been completed successfully, 19 (21%) were not delivered within the financial year but were on track to be delivered within the revised timescale, and 8 (9%) were not completed by the end of the financial year. Many of the 8 milestones that had not been completed related to major projects which were very complex, but those that had been delivered or were on target, represented a vast amount of activity. He noted that these reports would look very different in the future as a result of a new performance management system.

The Strategy and Engagement Manager gave the following responses to member questions:

- External consultants (Focus) had developed 5 options ranging from £4m-30m but that with Heritage Lottery Fund and Arts Council reducing the amount of capital funding available until 2021 and 2022 there had been concerns about our ability to raise sufficient funds to deliver the project. However, the project was continuing and a shopping list was currently being devised with a view to delivering as much redevelopment as possible within what remained of the £1.7m capital still available. It was suggested that a further update could be scheduled on the work plan.

- The Cabinet Member Housing explained that in relation to contactless donation points to support homelessness charities, it was determined that although it might produce benefits at the outset, given the cost of installation, this would quickly drop-off and the decision was made to not progress the project. The Executive Director of People and Change reported that a Project Manager had reviewed this issue and proposed an initiative whereby homelessness charities registered as recipients of the Cheltenham Lottery fund. The Cabinet Member would be providing an update to Cabinet on this issue.

The Lead members would schedule a further update for a future meeting.

11. THE FUTURE OF PUBLIC CONVENIENCE PROVISION

Mark Sheldon, the Director of Corporate Projects, introduced the report which identified a number of options for the future provision of public conveniences in the town; ultimately the aim of which was to provide access to a greater number of well-maintained and more accessible facilities. Members would be aware that of the new 'Changing Places' accessible toilet at Pittville Park, whilst paid for by Gloucestershire County Council, it now fell to Cheltenham Borough Council to cover maintenance costs and this was an additional consideration of the review, with an effort being made to off-set these costs by achieving savings elsewhere. The review had focussed on four options, with option 3 (community partnership scheme initiative) covering some of the town's toilet provision being the preferred option to explore further. Partnership schemes work on the basis whereby participating businesses agree to let members of the public use their facilities during normal opening hours without the need to make a purchase from the business, a strategy that had been adopted in a number of other areas across the country including Gloucester. He stressed that the reference to closures at 4.3 of the report was premature, but rather this was one option and would only result in a formal recommendation if a successful community partnership scheme could be put in place following a consultation process. Other options for managing toilets could include transferring responsibility to a third party.

The Director of Corporate Projects gave the following responses to member questions:

- Commercial opportunities would arise from the ability to use redundant amenities for something else.
- Charging for the use of public conveniences, a strategy which had been adopted in many other tourist destinations would be considered, but the partnership scheme was the preferred option.
- The option for a Changing Places facility within Regent Arcade was being explored in view of the possibility that the arcade would be open later in the evening as a consequence of the planned cinema complex.
- A partnership scheme with local businesses could result in improved access to well-maintained facilities for longer periods of time (pubs and restaurants well into the evening).
- Initial discussions had been held with The Cheltenham Trust regarding transfer of all operational liabilities of the Imperial Gardens facilities. Members commented that this facility, as it stood, fell far below what

should be considered as acceptable standards and officers did not disagree.

- £500 per annum, per business, would be offered to incentivise participation in the Cheltenham scheme, though it was possible that some would participate for free. Initial contact with businesses had not yet commenced.

The proposal for retention of the Sandford Park facilities was welcomed, as was the recognition that the facilities were no longer fit for purpose and in need of refurbishment.

The Director of Corporate Projects and Cabinet Member Clean and Green Environment thanked the committee for their feedback. Members were comfortable with option 3, welcomed the opportunity to share their thoughts at this stage and looked forward to considering further recommendations on this issue in the future.

12. CABINET BRIEFING

The Leader had given his apologies and as such, a written briefing had been circulated with the agenda. Members were asked to contact him directly with any comments or queries.

13. UPDATES FROM SCRUTINY TASK GROUPS

There were none.

14. REVIEW OF SCRUTINY WORKPLAN

The scrutiny work plan had been circulated with the agenda and would be updated to reflect the matters arising from this meeting, namely:

- Consideration of the Cabinet report on the Household Recycling Centre would be scheduled for a future meeting.
- Consideration of the draft Gloucestershire Joint Health and Wellbeing Strategy would be scheduled for a future meeting.
- Consideration of the Cabinet report on the future of public conveniences would be scheduled for a future meeting.

The Chairman also noted that as per the request of the committee, three additional 2020 meeting dates had been identified (30 March, 26 May and 27 July) and these would be marked as 'if required'.

A member suggested that the meeting currently scheduled for the 20 April 2020 would likely prove inconvenient for any members that were campaigning in advance of the borough elections. The Lead members would consider this at the next briefing.

15. LOCAL GOVERNMENT ACT 1972 - EXEMPT INFORMATION

Upon a vote it was unanimously

RESOLVED that in accordance with Section 100A(4) Local Government Act 1972 the public be excluded from the meeting for the remaining agenda items as it is likely that, in view of the nature of the business to be transacted or the nature of the proceedings, if members of the public are

present there will be disclosed to them exempt information as defined in paragraph 3, Part (1) Schedule (12A) Local Government Act 1972, namely:

Paragraph 3; Information relating to the financial or business affairs of any particular person (including the authority holding that information)

16. EXEMPT MINUTES

The exempt minutes of the meeting held on the 3 June had been circulated with the agenda.

Upon a vote it was unanimously

RESOLVED that the exempt minutes of the meeting held on the 3 June be agreed and signed as an accurate record.

17. DATE OF NEXT MEETING

The next meeting was scheduled for Monday 19 August.

Chris Mason
Chairman

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Call in review of improvements to the household waste recycling centre and changes to bring bank sites decision taken on 11 June 2019**Questions for witnesses to be asked at the O&S meeting on 1 July 2019****The Chairman**

The Chairman of O&S will explain the reasons why he felt the call-in was appropriate.

Members of O&S will be able to ask any questions.

Cabinet Member Clean and Green Environment – Councillor Chris Coleman

1. The public have not been specifically consulted on the 4 sites identified within the report, does the Cabinet Member consider this 'meaningful public consultation' or will he consider further consultation with current users of these sites?

Response:

I actively encourage public consultation and I do think there has been sufficient consultation on this matter. The public gave a clear steer in the public consultation undertaken in December 2019/January 2019 when we had the largest response back to a waste and recycling consultation with over 4,200 people responding and 60.7% of respondents said that they would support a reduction in the number of bring banks, as detailed in the report.

The recycling banks provided by Cheltenham Borough Council (i.e. card, paper, glass, tins and plastics) are recommended to be removed from just 4 sites however all these recyclable items, including cardboard, are already collected at kerbside for majority of the households in Cheltenham therefore residents can put these items in their kerbside recycling box. This isn't really a reduction in service, simply making it easier for residents to recycle at home, using the kerbside recycling service already provided. The third party bring banks provided on these sites will remain and these are the bring banks that collect items, with the exception of textiles, that are not collected at kerbside such as foil, carrier bags and books.

Church Piece presents a significant health and safety risk and therefore no amount of consultation with the public will change the risks that they, as users of the site, are exposed to. I absolutely accept that this is a busy site but the safety of the public is paramount. This site has third party bring banks already and these will stay because servicing of these banks takes place less frequently and by smaller vehicles. I hope that removing the bring banks will discourage 'fly tipping' on this site which has been a problem.

The bring banks are for domestic recycling however recently enforcement officers have discovered evidence of waste from businesses in the bring banks at Church Piece and this is being followed up but this has been an issue for some time at this site. Businesses are required to have their own trade waste and recycling disposal arrangements in place and are not permitted to use domestic waste and recycling services funded by local tax payers.

Asda, Hatherley is a well-used site however there is an alternative site, Morrisons, close by. The bring banks at Morrisons are in a quieter part of the car park and present less health and safety issues for the public. This site is also the busier of the two sites. This site has three third party bring banks – two types of textiles and carrier bags. I would like the space created by the removal of the glass, plastic, paper and card skips filled with a larger number of third party recycling banks to increase the amount of materials which can be collected which aren't available to residents as part of the kerbside recycling collection such as soft plastics, foil and this is being considered.

Everest Road only has two recycling banks and is therefore a less well used site situated in the middle of a residential area offering all residents a kerbside recycling service. I would like to see the space created by the removal of the two Cheltenham Borough Council skips filled with third party bring banks collecting items not available at kerbside.

The Lower High Street car park (opposite Matalan) only has one bring bank and is therefore less well used. Again, I would like to see the space created by the removal of the two Cheltenham Borough Council skips filled with third party bring banks collecting items not available at kerbside.

I am happy to ask officers to consult further and seek feedback from users of the 4 sites identified and have asked officers to include this in the wider consultation planned for the future of the HRC and other environmental services over the summer however for the health and safety issues mentioned above, the Cheltenham Borough Council bring banks at Church Piece need to be removed as soon as possible.

All members were invited to attend a tour of the Swindon Road depot on 17 June 2019 which included the household recycling centre and provided an opportunity to hear about the planned changes and ask questions. I am pleased to say that 16 members attended the tour. As a follow up to the tour, all members were invited to help shape the further consultation planned and forward questions and ideas by 1 July 2019.

I have also asked officers to be available before the council meeting on 22 July 2019 to provide an opportunity for members to ask further questions and understand more about the changes to the household recycling centre along with waste, recycling and street cleansing in general.

It is important that the order to replace the bring banks at the household recycling centre and the bring bank sites is placed urgently to mitigate the health and safety risks identified in the report. I would seek members agreement that officers can do this tomorrow in view of the 6 week lead time for delivery.

2. Which are the less well used recycling bank sites and you provide data on this?

Response:

The less well used sites tend to be the ones with fewest bring banks such as Everest Road and the Lower High Street Car Park. Historically the busiest sites have had more bring banks located on those sites to cope with demand.

The technology available at Ubico at present does not easily provide specific weight data for each bring bank site however the use of the site has been measured by Ubico who service the sites. The frequency for Ubico emptying the bring banks is based on how quickly the bring banks fill up and therefore how often they need emptying.

There is a direct correlation between usage and frequency of emptying therefore this feedback from Ubico has been used to determine the 'less well used' bring banks along with those sites which experience more 'fly tipping' which is cleared up by the Ubico street cleansing team reducing the time this team has available to keep our streets clean.

Church Piece regularly needs 'fly tipping' cleared and whilst this site requires regular emptying of the bring banks, access issues frequently prevent this.

Asda, Hatherley needs less emptying and is therefore less well used than Morrisons that requires more frequent emptying and is therefore the site in that part of town that is recommended to remain.

Everest Road and the High Street Car park sites are emptied much less frequently because they do not fill up as quickly and are therefore less well used.

3. What proactive measures will be undertaken to mitigate the risk (as highlighted in the Cabinet report) of increased fly-tipping, in addition to the retrospective actions detailed in the risk assessment, if any?

Response:

Posters were put up in locations around the town, including the bring bank sites, warning the public that fly tipping was an offence and this attracted media interest. The Council received positive feedback from local businesses effected supporting this approach.

For two weeks before the bring banks are removed from the 4 sites, officers will be on site providing help and guidance to existing users of the site to enable them to access the kerbside recycling service.

Enforcement officers are, and will continue to work closely with Ubico to immediately deal with any fly tipping issues across the town and take action where evidence exists. This will include the use of mobile CCTV where necessary and we would encourage the public to report fly tipping, particularly when they see it happening and are able to provide information about the perpetrators.

I would like to suggest that Overview and Scrutiny Committee consider establishing a working group to review the council's approach to fly tipping, within existing resources, and help shape an awareness campaign with the public.

4. Given the expected reduction in the net cost of servicing the bring bank locations (£17,000), will additional resource be made available to tackle increased fly tipping should this arise?

Response:

Members will be aware of the Council's financial position following years of central government reductions in funding to local authorities and therefore it is necessary for Council's to work more efficiently within existing resources.

A review of the council's approach to fly tipping, as suggested above, may help identify any resourcing issues and innovative ways of overcoming these.

5. The report states that carbon emissions will be reduced by the use of larger bulk containers. How much carbon is likely to be saved and has any thought been given to the increase in carbon emissions from vehicles that use the next nearest facility, once the proposed closures have taken place?

Response:

The work required to support the Council's objective to achieve a carbon neutral town by 2030 will be identified as part of the report to members planned for October this year. At present there is insufficient data available but clearly if less journeys are being made carbon emissions will reduce but we are unable, at this stage, to identify by how much.

Residents are encouraged to use the kerbside recycling service to dispose of their recycling therefore if the existing users of the bring bank sites use the kerbside service journeys to the bring bank sites should reduce thereby reducing carbon emissions. That said, I would hope that those people who visit the bring bank sites in future do so on their way somewhere so it is part of the journey anyway and not generating extra carbon emissions.

Client Manager – Environmental Services (interim) – Karen Watson

1. The report states "Officers are satisfied that meaningful public consultation regarding the recycling bring bank site service has been carried out and that changes are not significant in scale". Would the Client Manager agree with this statement; when no public consultation was undertaken on the 4 sites identified and when these 4 sites represent one third (4/12) of existing sites.

Response:

It is always difficult to determine what 'meaningful' public consultation actually means however the public consultation carried out over December 2018/January 2019 does clearly indicate public opinion supporting the reduction in the less well used bring bank sites. With limited resources available to fund consultation, a judgement is always required as to whether 'meaningful' consultation has been carried out.

Regarding Church Piece, as an officer I am required to consider the health and safety of staff and members of the public using the site and I would support further consultation and seeking feedback from existing users of the site to understand why they choose to use the bring banks rather than their kerbside recycling service. This is a piece of work that has been planned for the 2 weeks prior to removal of the bring banks on the 4 sites.

It is true to say that removing 4 out of the 12 bring banks sites reduces the number of sites by one third however this is misleading in that 2 of the sites have only 1 or 2 bring banks and are emptied less frequently than all the others. These 2 bring banks sites (High Street and Everest Road) are not really comparable with the other bring bank sites in town in terms of size or usage. The total number of bring bank sites is in fact 13, including the household recycling centre at Swindon Road.

Church Piece and Asda Hatherley are the 2 sites which are comparable with the other bring bank sites in town and it is regrettable that the health and safety issues surrounding Church Piece cannot be overcome due to the physical structure of the site and that it is used as a busy small car park.

As the cabinet member has outlined, we are looking, if possible, to get additional third party bring banks at Asda, Hatherley to increase the range of materials collected on these sites which cannot be collected at kerbside.

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Information/Discussion Paper

Overview and Scrutiny Committee - 19th August 2019

Cheltenham Transport Connectivity Study

This note contains information to keep Members informed of matters relating to the work of the Committee, but where no decisions from Members are needed.

1. Why has this come to scrutiny?

- 1.1 The Committee wishes to consider Systra's study of Cheltenham's transport connectivity before it is presented to Cabinet.

2. Summary of the Issue

- 2.1 The Council's corporate action plan for 2018-19 committed to commissioning a study to put in place a borough-wide transport plan with a focus on modal shift, accessibility and bus connectivity.
- 2.2 The corporate plan for 2019-23 reaffirmed that a new Cheltenham transport plan will be developed.
- 2.3 The Cheltenham transport plan will form part of Cheltenham Borough Council's contribution to Gloucestershire County Council's review of the countywide Local Transport Plan.
- 2.4 In order to deliver the plan, Systra, a company with a fifty year background in UK mobility and mass transit schemes, was engaged. Its brief was to produce a transport vision and mode-based strategies including key deliverables and costed proposals with measurable benefits aligned with the Council's Place Vision.

3. Summary of evidence/information

- 3.1 The development of the transport connectivity strategy has been undertaken with support from a wide range of stakeholders at two major workshops.
- 3.2 Stakeholders present included over 40 leaders from community, transport, business, educational, health, accessibility, local authority and parish organisations. The initial workshop focussed on agreeing outcomes for the strategy, the second on determining elements of a delivery plan.
- 3.3 Alongside these events, two further workshops were held with invitations to all members from CBC, local parish council members, GCC members with Cheltenham constituencies and the GCC Cabinet Member for Environment and Planning. The content of the member workshops paralleled the stakeholder workshops.
- 3.4 A paper on the study was discussed at the Overview & Scrutiny meeting on 3rd June 2019. The committee requested an opportunity to consider the final report.

3.5 The report proposes a series of deliverables:

- The design of streets and transport infrastructure enhances the character and distinctiveness of Cheltenham.
- The way people move around Cheltenham enhances and does not harm health and wellbeing
- Cheltenham has a strong cycling and walking culture and people of all ages and abilities enjoy moving slowly, walking and cycling for all types of journeys.
- Public Transport is high quality and convenient and people of all ages and abilities can use it and choose to use it.
- The environmental impact of transport in Cheltenham is continually reduced.
- New development is fully integrated into the town and growth in travel demand is accommodated without increases in congestion.

3.6 To deliver these outcomes, the report proposes six cross-cutting programmes:

- Enhanced strategic connections to other urban areas as well as within the Central Severn Vale
- Designing 'liveable' Cheltenham streets
- Cycle Cheltways – a primary high quality branded cycle network
- A network of interchanges encouraging switching between all modes of transport
- Behaviour Change programmes, encouraging people to use more active and sustainable transport modes
- Applying technology to meet transport challenges

Full details can be found in Systra's report 'Connecting Cheltenham' which is included in the agenda pack.

3.7 Systra presented its conclusions to a member seminar on 7th August 2019. Comments made at the seminar are set out in section 4 below and will be considered for inclusion in Systra's report alongside comments from Overview and Scrutiny.

3.8 GCC's draft consultation document for the countywide Local Transport Plan is timetabled to go to its scrutiny committee in September, followed by GCC Cabinet in December ahead of public consultation in spring 2020. Feedback from CBC to GCC's draft documents has been based on the proposals made in the Systra study.

4. Member Seminar – comments and questions from members

4.1 Climate Emergency

- The study needs to give more emphasis to the declared climate emergency, Cheltenham's aspirations have moved on significantly around climate change (several members made this point)

- How can our vision be funded?
- Need to vigorously pursue sources of funding:
 - £150m GCC Roads Budget
 - Cheltenham's on-street parking revenue
- In order to tackle climate change the cost to deliver infrastructure needs to be accepted.
- Transport infrastructure will not be delivered without funding.

4.3 Scope

- The study is not specific to Cheltenham, lack of understanding of the issues in Cheltenham, needs more Cheltenham examples.
- The study doesn't consider lifestyle issues facing working parents.
- The study needs a stronger emphasis on safety from abuse and assault.
- Cheltenham needs to think about growth based upon the principles of sustainable development.
- No mention of powered two wheelers.

4.4 Gloucestershire County Council / Local Transport Plan (LTP)

- Have GCC been engaged throughout preparation of this strategy? What was their reaction to it?
- What are the timelines for the LTP?

4.5 Data

- What is the average car journey distance in Cheltenham? There is a big opportunity to focus on reducing 'in-Cheltenham' car use.
- What does 'travel to work' include? What % of all journeys is travel to work?
- Short journey car share map – situation is likely to deteriorate given West Cheltenham development. Are hot spots linked to park & ride/GCHQ/Kingsditch?

4.6 Walking and Slow Modes

- Biggest barrier to walking is safety in hours of darkness.
- Do slow modes include wheelchairs? Challenge is lack of dropped kerbs. Pavements are a particular problem for walking/wheelchair use.
- Does 'transport' include walking?

4.7 Cycling

- Do not like 'Cycle Cheltways' label.
- Need to link into GCC cycling strategy - is there duplication? Need CBC/GCC to be aligned (several members made this point).
- Cycle lanes and tracks need to be suitable.
- Affordability and security of bikes - can we facilitate an affordable cycle hire network?
- Cycling infrastructure isn't designed for speed.
- There is more than 1 type of cyclist. Serious cyclists want to stay on the highway – though this may depend on design, e.g. it's possible to give cycle lanes priority. Issue is on infrastructure where side streets / tree roots etc interfere.
- Drivers ignore bike lanes at junctions (e.g. PE Way junctions with side roads)

4.8 Cars

- Travel to work – thinking needs to incorporate parents taking children to school and then going on to work.
- A parking strategy needs to be part of this work and is part of the approach to sustainable transport. Need to disrupt commuter parking. Need to deal with people from outside Cheltenham coming into town.
- PE Way – impacted by car traffic rather than HGVs.
- Fix traffic light sequencing - currently doesn't reinforce efficient movement on key routes.

4.9 Targets

- What is the logic behind the choice of targets?
- Shouldn't we be targeting increased % share of walking?
- Are vision zero targets sensible? (Members views on this issue were split – some felt a long term aspiration of zero is beneficial, others not)
- Like measurable targets - are there targets that could also be applied for air quality and safety?

4.10 Strategic Connections

- Needs to reference Gloucester / Cheltenham mass transit (in addition to cycle links).
- Has Royal Town Planning Institute work and how it relates to 2nd and 3rd tier cities been looked at? This could have a significant impact on Cheltenham as people move away from major cities. Would be helpful to be looked at in terms of rail enhancements.
- Timings of local trains do not work e.g. Ashchurch/Worcester. Service frequency and availability of stations within wider geography needs to improve.

4.11 Liveable Streets

- How have the characteristics of liveable streets been derived? They don't seem to mesh with the practical concerns of residents.
- School streets need to be referenced - Cheltenham likely to be getting the first one in Gloucestershire.
- Are 'home zones' included in liveable streets?
- New estates need footpaths, should be able to reject applications which don't provide them.

4.12 Interchange and Public Transport

- Does interchange mean park and ride?
- The need to change buses in town centre and make radial journeys is a limitation.
- Affordability is a big issue for families – given structure of public transport charges compared with private car.
- Need to be thinking innovatively about the costs to users of public transport, Gottingen bus pricing used as an example
- Is an extension of the Gloucestershire / Warwickshire steam railway included?

4.13 Behaviour Change

- Often we come up with a strategy, but on implementation we find we do not have full

- There needs to be a change in public attitude if things are going to change.
- Seats have been removed from pocket parks because residents don't want them outside their own homes.

5. Next Steps - possible next steps for the committee to consider e.g. potential witnesses, further report, site visit etc.

5.1 Comments from the Committee will be considered by Cabinet at its meeting in October 2019.

Background Papers	None
Contact Officer	Ken Dale, Interim Townscape Manager, 01242 264389, ken.dale@cheltenham.gov.uk
Accountability	Councillor Andrew McKinlay, Cabinet Member Development and Safety
Scrutiny Function	Overview and Scrutiny Committee

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CONNECTING CHELTENHAM

STRATEGY REPORT

SYSTRA

AUGUST 2019

VERSION 31

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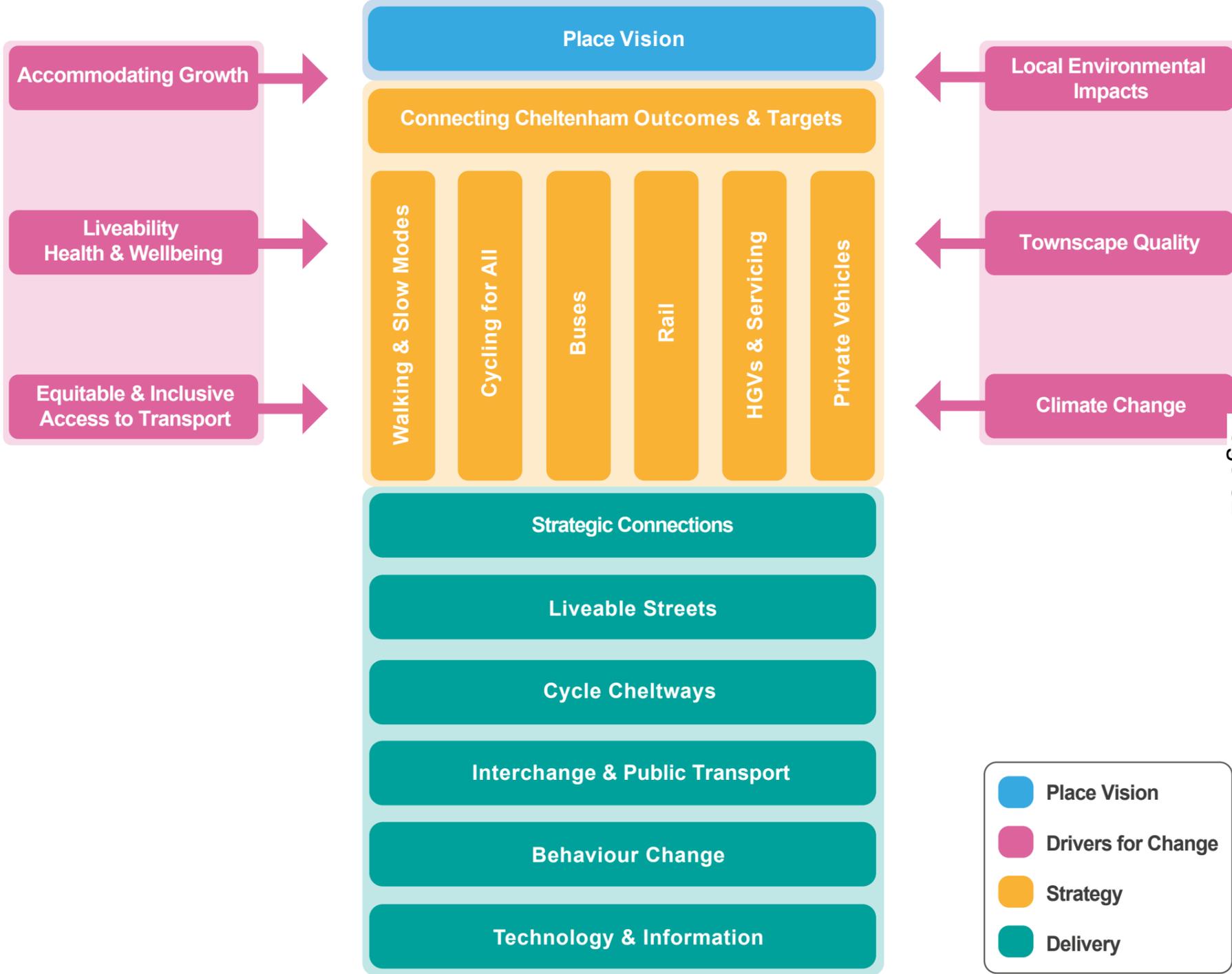


| Executive summary

INTRODUCTION

Connecting Cheltenham sets out a proposed long term strategy and delivery plan for transport in Cheltenham. It has been developed by working collaboratively with Key Stakeholders and Members through a series of workshops. These started by identifying the issues and aspirations and finally tested key emerging strategy ideas.

The component parts of Connecting Cheltenham are shown in the diagram below and then described in the paragraphs which follow.



VISION

Connecting Cheltenham is framed and informed by the recently completed 'Place Vision'. This sets out the aspiration that, 'Cheltenham is a Place Where Everyone Thrives'. The delivery of Connecting Cheltenham is key to achieving this.

DRIVERS FOR CHANGE

The way people and goods travel around impacts on a wide range of issues. A number of these impacts are harmful and provide clear reasons why change is necessary. There is also a need to accommodate increases in travel demand as a result of growth. There are therefore a number of things which are driving the need to change how people move around Cheltenham. These 'drivers for change' are;

- Accommodating Growth
- Liveability, Health and Wellbeing
- Equitable and Inclusive Access to Transport
- Local Environmental Impacts – e.g. Air Quality
- Townscape Quality
- Wider Environmental Impacts – e.g. Climate Change

MODES OF TRAVEL

The strategy recognises that the 'drivers for change' mean that in future people need to travel around using more active, shared and sustainable modes of transport. The use of street space also needs to be more efficient and streets need to be attractive and pleasant and accessible for all.

Connecting Cheltenham sets out a strategy for each mode of transport to achieve this which is summarised below.

In Cheltenham the aim will be to at least maintain levels of walking (which are already high) significantly increase cycling and increase public and shared transport use (currently

predominantly bus based).

To significantly increase cycling it will need to appeal to people of all ages and abilities from door to door. This will require a transformation in ease of movement and perceived (and real) safety for all cyclists including the least confident and most vulnerable.

Bus based public transport needs to be more reliable in peak hours and to compete with the car it needs to be cost effective, efficient, convenient and pleasant to use. Transforming quality and ease of interchange, introducing bus priority at delay points and moving towards cleaner buses and multi operator ticketing will all be key to achieving this.

Transforming the Town Centre Interchange into a High Quality 'Hub' and creating a high quality sense of arrival at the Station will also be important.

The strategy recognises that personal motorised transport such as the car is always likely to be part of the transport mix in Cheltenham but recommends that the focus should be on moving people around and reducing the impacts of doing so. Investment to increase vehicle capacity being limited to accessing development and strategically important pinch points.

OUTCOMES AND TARGETS

The strategy proposes six desired outcomes and four targets. Projects coming forward should be tested against both outcomes and targets. The purpose of this is to ensure that the wide range of issues that transport impacts are addressed not just those that can be measured. The Targets include a mode share target and two 'Vision Zero' Targets. These 'vision zero' targets reflect the desire to set high long term aspirations for key areas of concern and then pursuing year on year progress towards these targets. The proposed outcomes and targets are listed below.

OUTCOMES

- The design of streets and transport infrastructure enhances the character and distinctiveness of Cheltenham.
- The way people move around Cheltenham enhances and

does not harm Health and Wellbeing

- Cheltenham has a strong cycling and walking culture and people of all ages and abilities enjoy moving slowly, walking and cycling for all types of journeys.
- Public Transport is High Quality and Convenient and people of all ages and abilities can use it and choose to use it.
- The Environmental Impact of transport in Cheltenham is continually reduced.
- New development is fully integrated into the town and growth in travel demand is accommodated without increases in congestion.

TARGETS

- Mode Share
 - To double cycle trips
 - To increase bus trips by 30%
 - To retain levels of walking
- Air Quality – Vision Zero – a long term aspiration that there are no air pollutants present in Cheltenham and that there is year on year progress towards this.
- Safety – Vision Zero – a long term aspiration that nobody is killed or seriously injured on the boroughs roads and that there is year on year progress towards this.
- Congestion – Reduce total delays due to congestion year on year

DELIVERY

Connecting Cheltenham proposes six cross-cutting programmes to deliver the aspirations set out above.

These programmes are shown in bold below and the identified projects and programmes within them are briefly described. Where it is possible at this stage to identify a likely broad cost envelope this is also included.

STRATEGIC CONNECTIONS

This programme will aim to deliver enhanced strategic connections to other urban areas as well as within the Central Severn Vale the proposed key elements are listed below.

Strategic Bishop's Cleeve / Chelt / Gloucester Cycleway – this is a proposed scheme to provide a high quality cycle link from Bishop's Cleeve through Cheltenham to Gloucester - £5 to £20 million

Junction 10 – this scheme is being developed and will provide an all movements junction and improved access to north and west Cheltenham

Rail Service Enhancements – the opportunity to improve rail services to Cheltenham needs to be explored in parallel to the development of a transformational masterplan for the station; building on the current phase 1 project.

Oxford Cambridge Corridor – the opportunities for, and economic impact of, improved connections from the Central Severn Vale to Oxford and beyond should be explored.

Central Severn Vale - Strategic Bus Routes - There is a need to improve public transport take up across the wider Central Severn Vale both to accommodate and provide access to areas of growth and also encourage mode shift more widely. A plan to deliver this strategic public transport core should be developed in parallel to the next stage of the development of the Joint Core Strategy.

LIVEABLE STREETS

The design and management of Cheltenham's streets will have a critical impact on the delivery of the proposed outcomes and targets which Connecting Cheltenham seeks to deliver. Ensuring good street design is challenging because of the wide ranging and often conflicting demands on streets. Connecting Cheltenham proposes that Cheltenham's streets should be liveable and defines what this means in the diagram on the right.

CHELTHENHAM'S LIVEABLE STREETS



To deliver Liveable Streets a number of key programmes are proposed;

Speed Limit Strategy – a speed limit strategy is proposed that reduces most residential and Town and Local Centre streets to 20mph. Strategic routes within the urban area would be 30mph with higher speed limits only on the approaches to the town - <£5million.

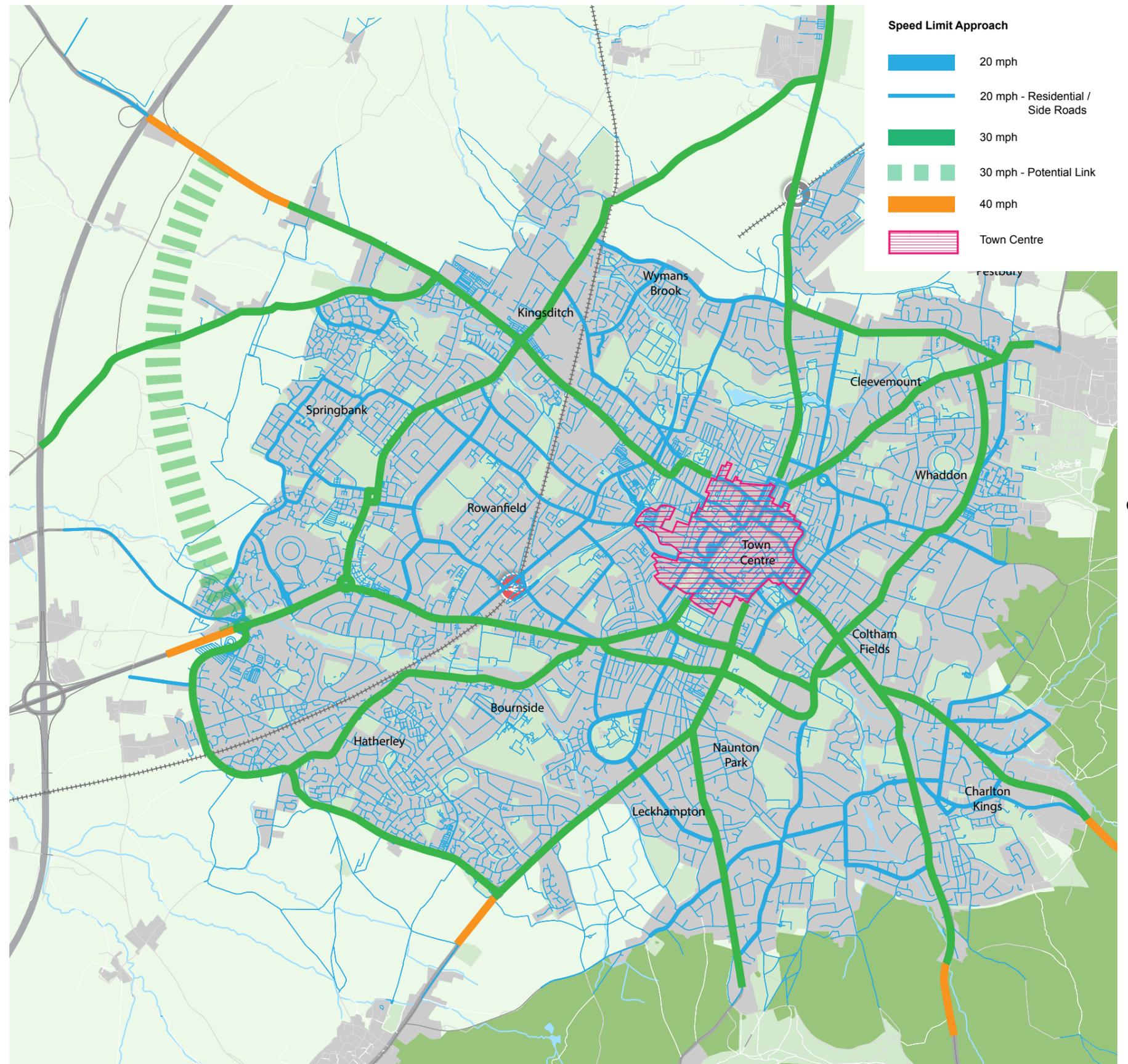
Local Cycle Improvements – In addition to providing a high quality cycle network (Cycle Cheltways – see below) at the top of the cycle network hierarchy cyclists need to be enabled to travel from door to door on all streets. This means that there will also be short links, local connections and specific barriers that will need to be addressed by cycle specific infrastructure in addition to the delivery of the broader liveable streets approach and in particular the speed limit strategy. <£5million

Public Realm Improvements – providing high quality public realm in key locations such as the Town Centre and Local Centres will be key to encouraging their long term commercial viability and walking and cycling to access them.

Community Led Projects – the community have a key role to play activating and humanising local streets through the delivery of events and projects such as play streets and parklets. A mechanism for establishing a pot of money and bidding process for communities to bid for funding should be established - < £200k

Seating and Cycle Parking Programme – an ongoing programme of providing seating in key destinations and along key walking routes and cycle parking at key destinations such as centres and schools should be established. - < £200k

Main Streets – The busiest streets can form barriers to people walking and cycling. A programme of providing improved crossing facilities, including side road crossovers and gateways is proposed. This is anticipated to be predominantly focussed on those roads which will have speed limits of 30mph. Localised enhancements to vehicular capacity maybe required to accommodate new developments and at strategic pinch points. <£5 million - side road treatments only



CYCLE CHELTWAYS

To deliver a step change in the number of people that are cycling and deliver the outcomes and targets identified cycling needs to appeal to people of all ages and abilities and also be enjoyable.

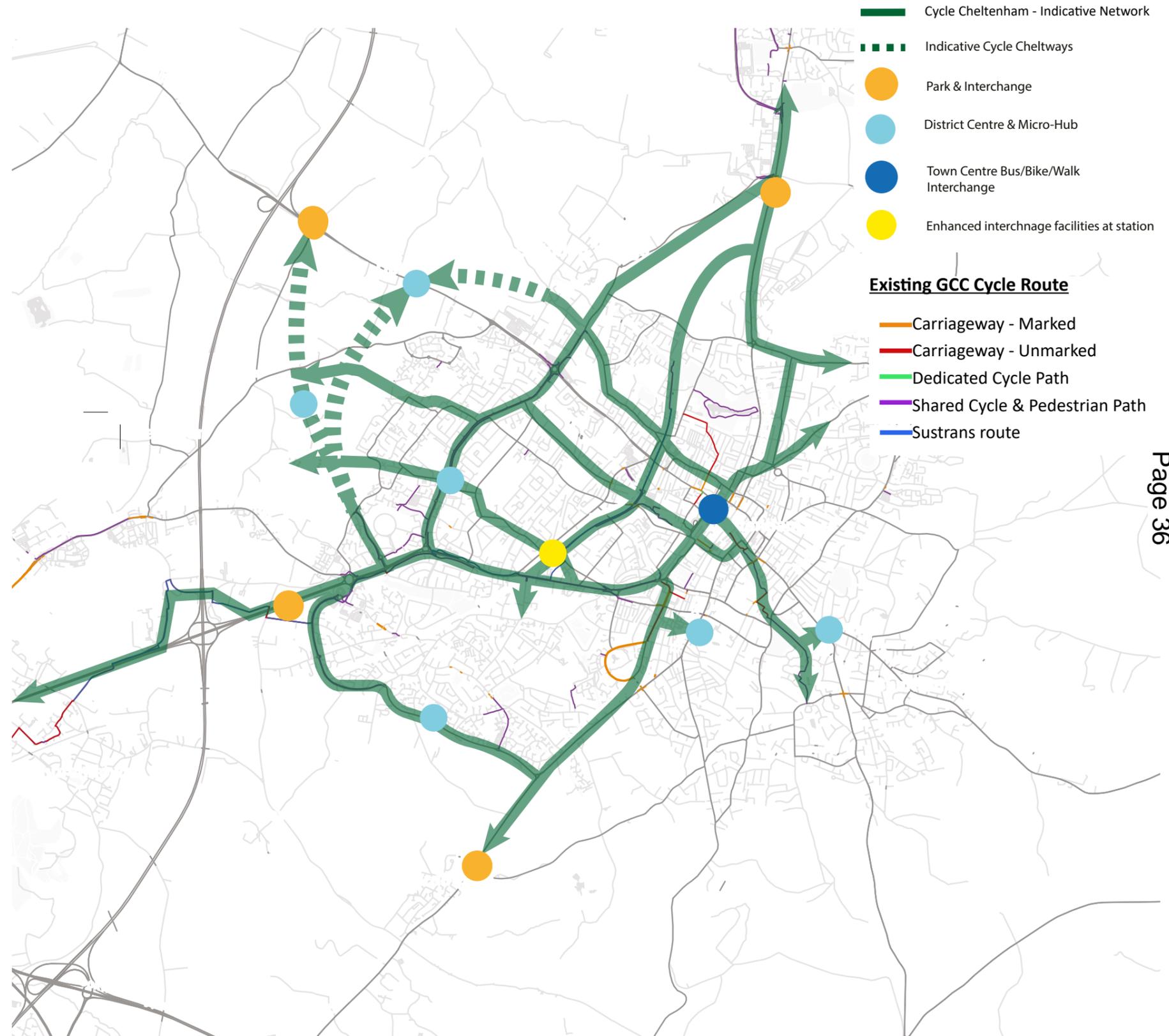
The approach to increasing cycling identifies the need for people to be able to cycle from door to door. Three elements of the cycling network are identified (see below) and behaviour change programmes are also proposed.

Cycle Cheltways – This would be the primary high quality branded cycle network connecting key assets including interchanges.

A programme of Local Cycle specific improvements are also proposed to address local barriers and these will form part of the secondary cycle network. These will be delivered as part of the wider Liveable Streets programmes.

The Liveable Streets programme more widely will support walking and cycling from door to door.

Cheltways programme >£5 to £20million





INTERCHANGE AND PUBLIC TRANSPORT

Enabling and encouraging interchange between all modes is critical and a key part of the Connecting Cheltenham Strategy addresses Interchange. There are a number of different types of Interchange proposed which are briefly identified below;

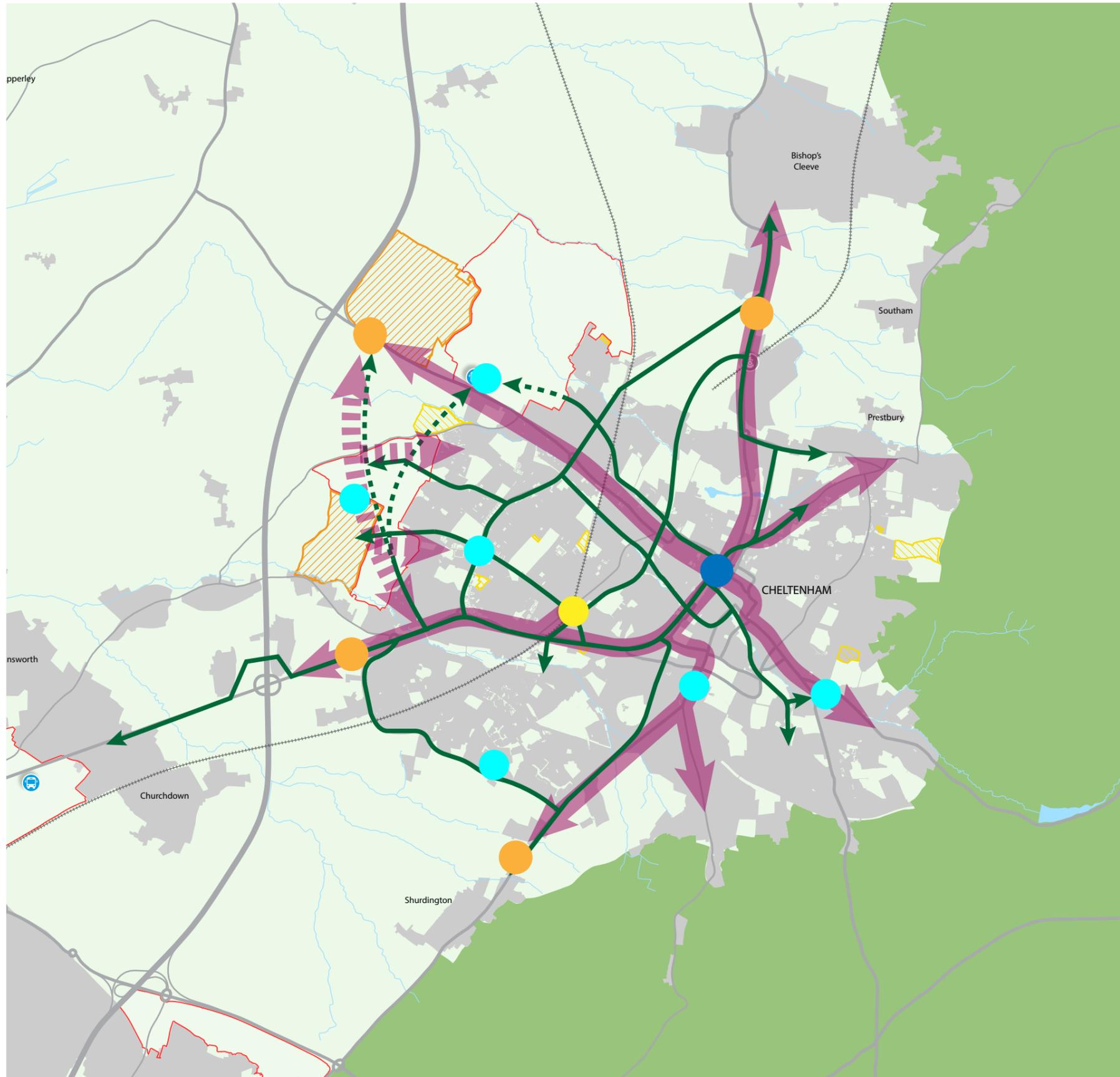
Park and Interchange – these will build on the successful approach to providing Park and Ride but would expand that offer to explicitly include interchange between all modes.

Town Centre Access and Interchange – The town centre bus interchange is proposed to be consolidated and access routes for buses simplified. This will improve Interchange and sense of arrival and will allow the Promenade to be enhanced. - £5 to £20 million.

Station Interchange – It is proposed that the station sense of arrival and quality of Interchange needs to be transformed building on the current stage 1 project and also exploring the opportunity for platform expansion to accommodate service enhancements where these would have an economic benefit.

District Centres and Microhubs – Local opportunities for interchange are also important and opportunities for providing small transport and services 'hubs' in existing and new local centres should be explored.

Partnership working – transport operators will be key to delivering enhanced services and facilities. In relation to buses the opportunities for an advanced partnership should be explored to support this.



-  Bus Core - Main Street
-  Indicative bus route
-  Cycle Cheltway - Indicative Network
-  Park & Interchange
-  Town Centre Interchange
-  Tran Station Interchange
-  District Centre & Micro-Hubs

BEHAVIOUR CHANGE

Behaviour change programmes, particularly associated with the delivery of new transport infrastructure are an effective way of encouraging people to use more active and sustainable modes of transport. A range of approaches are recommended including;

- Events
- Awareness Raising
- Incentivisation
- Travel Planning – schools, new developments, existing housing and employment
- Travel Information and Journey Planning

TECHNOLOGY AND INFORMATION

The application of technology to transport problems is evolving rapidly. Developments include connected and autonomous vehicles and the collection of vast and rich data sets about transport behaviour. It is challenging to know how to respond to this but the following key actions are proposed.

- Ensuring that publicly generated transport data can be made available on a common platform;
- Enabling the expansion of electrical charging infrastructure
- Working to enable multi operator ticketing
- Developing a clear policy approach to addressing the risk that CAVs and other technologies could lead to increased vehicle numbers through promoting sharing trips.

ROLES AND RESPONSIBILITIES

Delivery of Connecting Cheltenham will only be possible through partnership working but it is also important to identify key roles and responsibilities.

GLOUCESTERSHIRE COUNTY COUNCIL

Gloucestershire County Council are the Highway Authority for all highways within Gloucestershire with the exception of the trunk road. They are responsible for the development and delivery of the Local Transport Plan and they will be the lead authority for the delivery of all major transport works that affect the highways or future 'liveable streets' of Cheltenham.

They also lead the negotiations with developers on transport and street adoption and are responsible for highway maintenance. They therefore have a critical role in what will be the incremental process required to deliver Liveable Streets and a step change in the levels of use of cycling and public transport.

It is important that all decisions and works (capital and revenue) affecting the highways within Cheltenham of whatever the scale and complexity consistently apply the principles of Liveable Streets and respond to the aspirations of this strategy. It is also important that the scale of investment in cycling and public transport is appropriate to deliver the scale of ambition.

Gloucestershire would also be expected to lead the delivery major transport projects on the non trunk road highway from business case development through to delivery.

CHELTENHAM BOROUGH COUNCIL

Cheltenham Borough Council are the planning authority. In terms of transport they work in partnership with the County to influence transport investment and develop funding bids. They have a key role in influencing and guiding the approach to transport investment and management to ensure the Cheltenham's aspirations are delivered. They lead consideration of the planning process to determine where new development is located and how it's designed.

PUBLIC TRANSPORT OPERATORS

Public transport services (bus and rail) are predominantly run by private operators. Driving up public transport use is a shared objective which will require coordinated investment from both public and private sectors. In terms of the private sector operators there are key areas which they will need to take forward including investment in less polluting vehicles and the development of multi operator ticketing.

COMMUNITY ORGANISATIONS

Local communities also have a key role delivering Connecting Cheltenham. Communities have a role influencing what is included in transport strategies and delivery plans and also the projects as they come forward through consultation and engagement.

There is also an opportunity to enable communities to lead and deliver small scale street projects and events which contribute to Liveable Streets.

HIGHWAYS ENGLAND

Highways England are responsible for the trunk road and all capital and maintenance projects on it.

1 | Introduction

INTRODUCTION

In August 2018 Cheltenham Borough Council (CBC) appointed SYSTRA to produce a proposed Borough-wide transport strategy to both help deliver Cheltenham's wider place making agenda and integrate new development into the existing transport network.

This strategy is also intended to support the development of LTP4 which is currently being developed by Gloucestershire County Council.

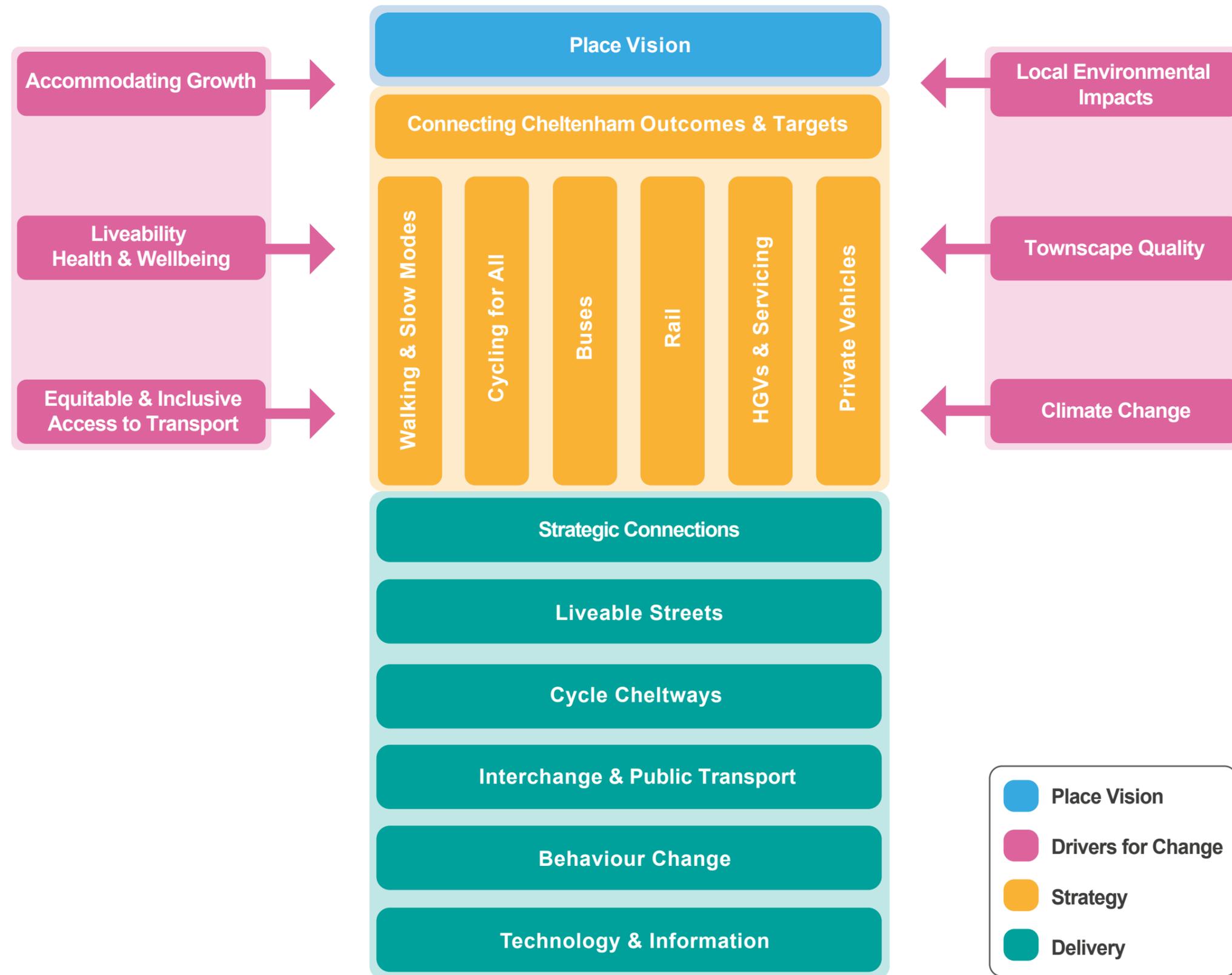
The Cheltenham of today is car dominated, but the ambition is that the Cheltenham of tomorrow will be highly liveable and well connected through increased walking, cycling and public transport use. Cheltenham is fairly self contained and together with being relatively flat and having a well connected street network offers real opportunities to significantly increase the use of modes other than the private car. Furthermore the central Severn Vale is very self contained and offers a significant opportunity for mode shift for all or part of journeys.

The Council needs to understand the transport barriers and opportunities for different travel modes with clear recommendations and high level costs. This needs to be set in the context of connecting to key infrastructure e.g. train station, motorway and wider strategic road network, town centre, key employment areas and retail centres and within and between neighbourhoods.

This report sets out a Connecting Cheltenham Vision and proposed Strategy and Delivery Plan supported by the evidence which sets out why there needs to be an increase in the use of sustainable modes.

The structure of the strategy is shown on the opposite page and this report is structured around these elements.

A baseline report has also been produced which summarises the evidence and stakeholder engagement carried out to support the development of this strategy.



2 | Context

LOCATION AND GEOGRAPHY

Cheltenham is situated in the Central Severn Vale in Gloucestershire. It is well connected having direct access to the M5 motorway to the west of the town and also being on the main railway line between Bristol and Birmingham.

Cheltenham is well known for its Spa heritage and its beautiful built and natural environment. The quality of the town is reflected in the extent of Conservation Areas that it contains. It is a very desirable place to live, work and visit.

The town sits at the base of Cotswold scarp which rises above it to the East and South East. This scarp and the Cotswolds AONB constrains the growth of the town to the east and south east.

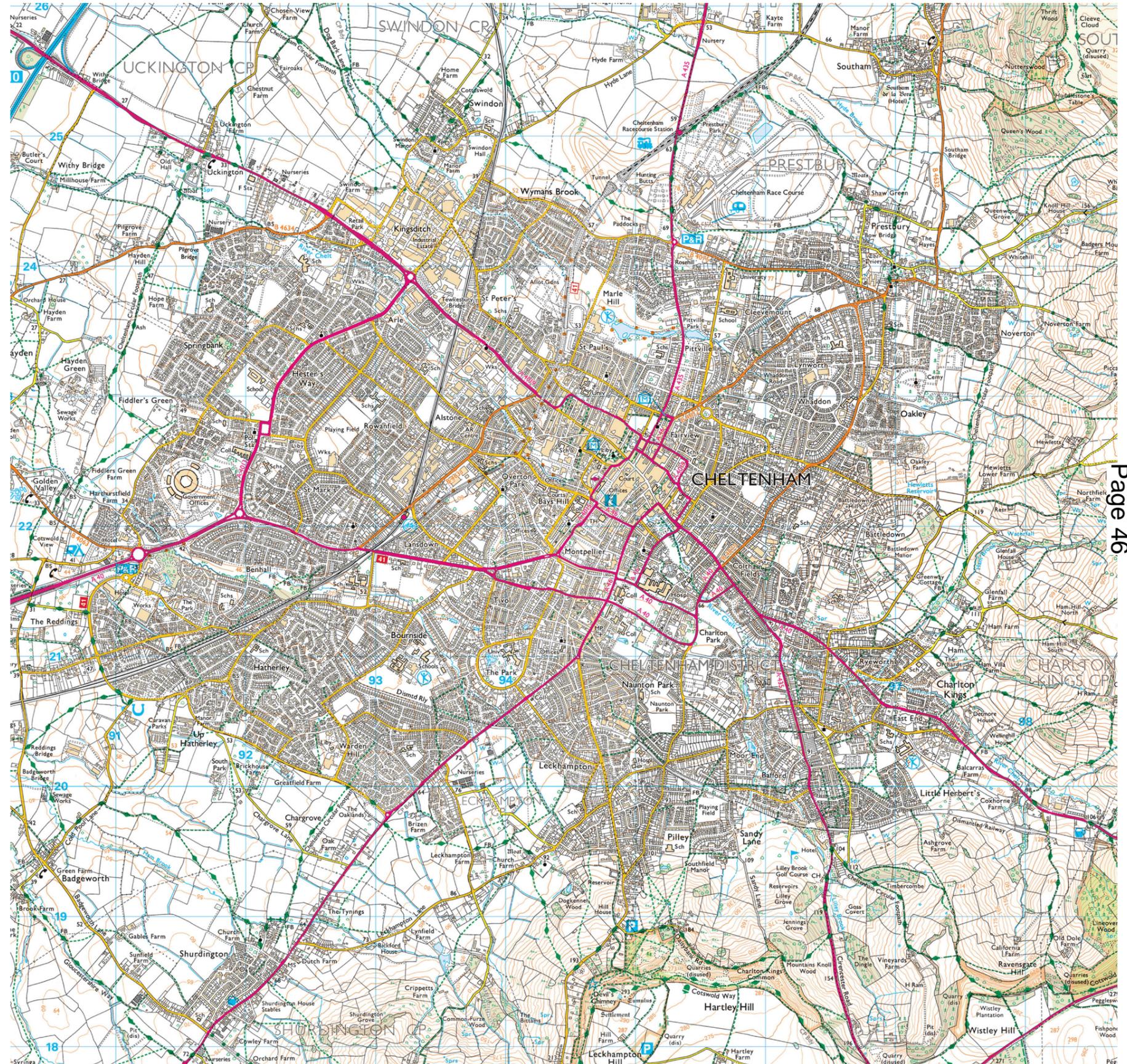
Several watercourses run through Cheltenham falling in a broadly south east to north west direction including the Hatherly Brook and the River Chelt.

In terms of land use Cheltenham has three main areas of employment the Town Centre, Kingsditch retail and employment area and GCHQ. The Cyber Park proposals will also build further employment along the western edge of the town expanding the employment offer in the broad area of GCHQ.

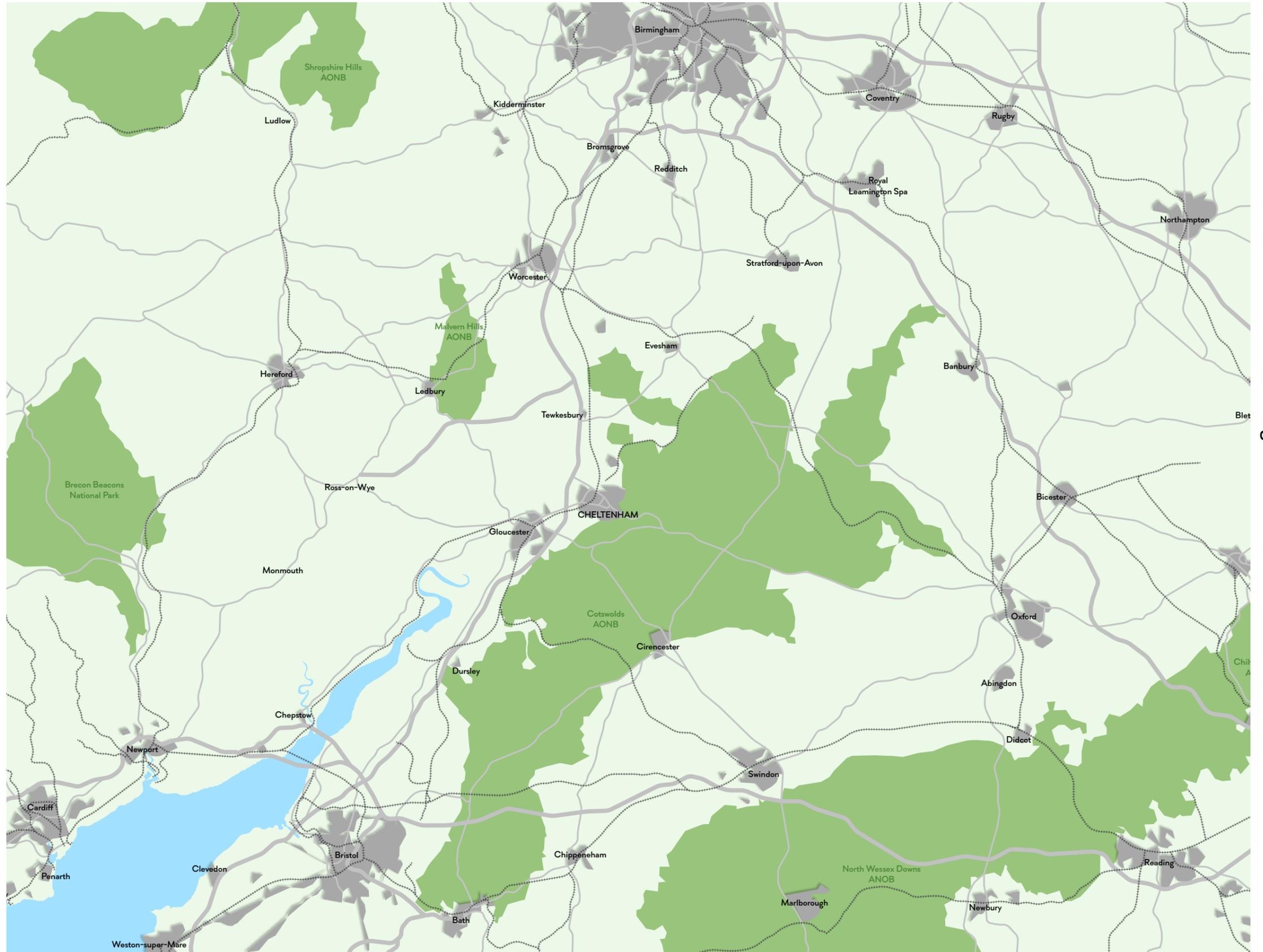
Cheltenham's town centre is located broadly centrally and is connected into the surrounding neighbourhoods by a well connected and relatively level street network. Local and neighbourhood centres and schools are also well distributed throughout the town.

The combination of an attractive, compact, well structured town with level topography and a well connected street network are all key urban attributes which encourage and enable walking and cycling for a wide range of trip purposes.

The following pages illustrate these attributes.



CONTEXT

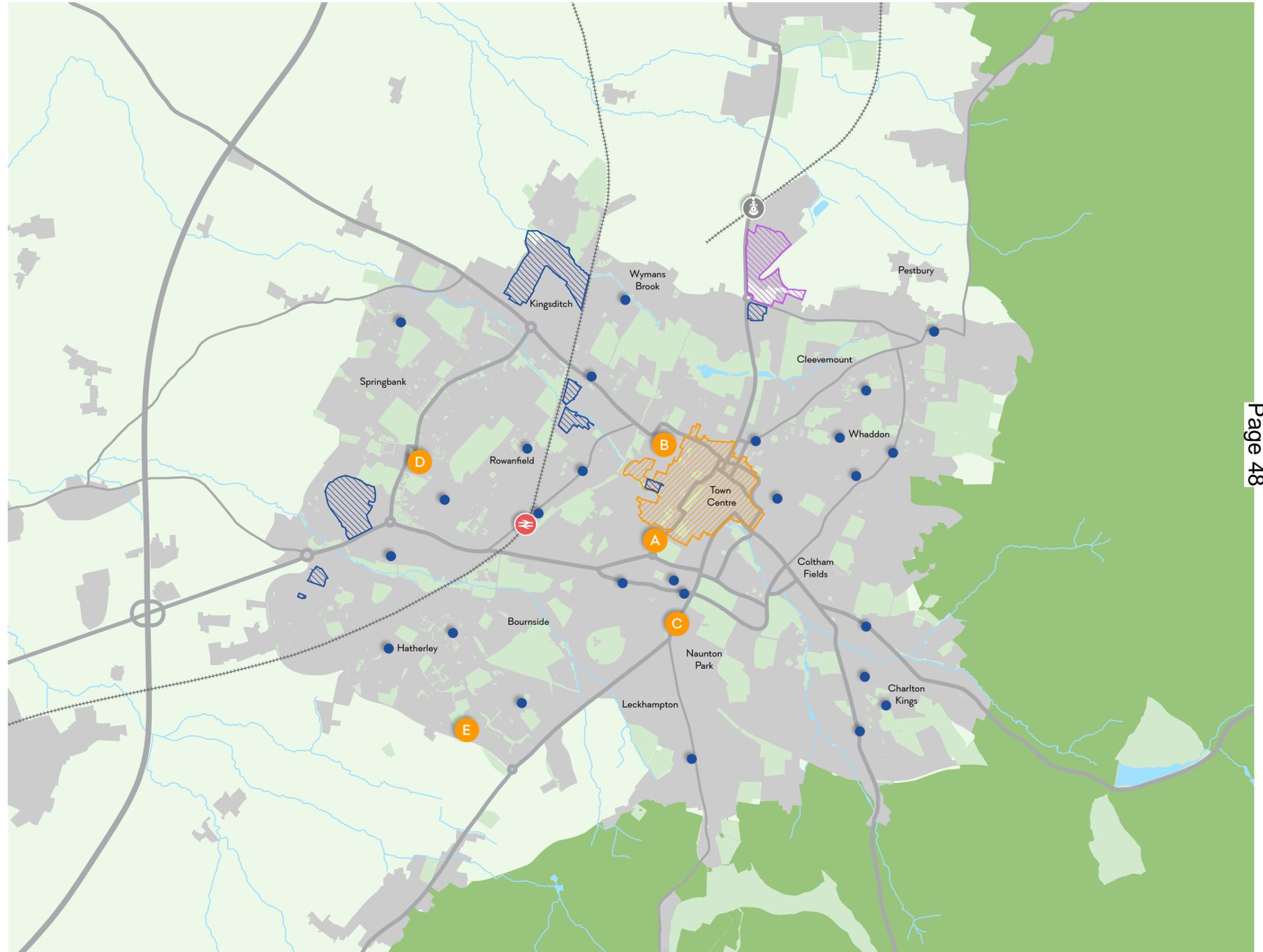


- LEGEND**
- Urban area
 - Greenspace
 - Area of Outstanding Natural Beauty
 - Motorway
 - A road
 - Railway line

LAND USE

LEGEND

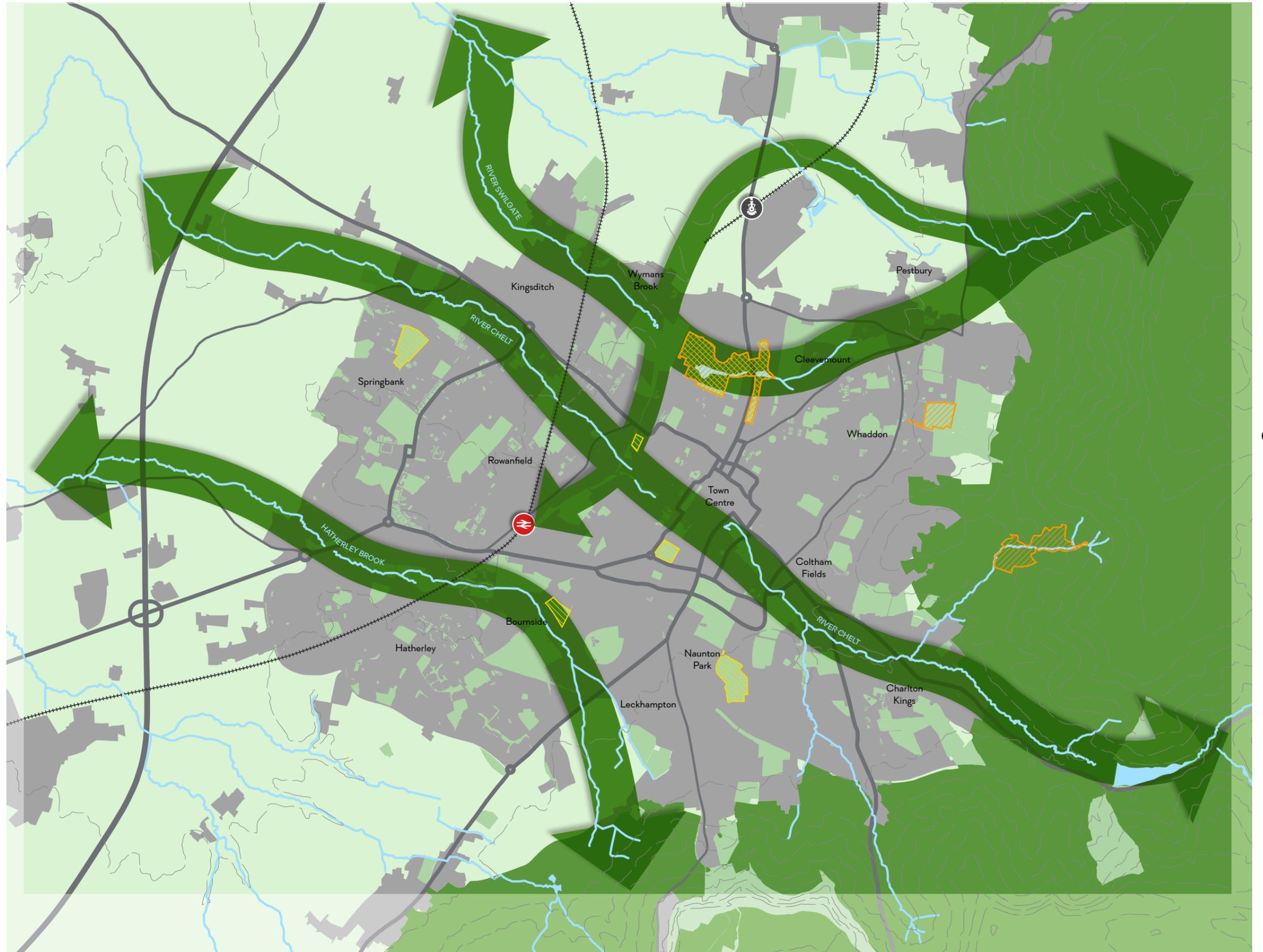
-  Central commercial district
-  District centre
-  Local neighbourhood centre
-  Key employment area
-  Cheltenham racecourse
-  Urban/ residential area
-  Greenspace
-  Cotswolds A.O.N.B.
-  Motorway
-  A road
-  B road
-  Railway station
-  Recreational railway station
-  Railway line



GREEN INFRASTRUCTURE AND WATERCOURSES

LEGEND

-  Strategic green corridor
-  Registered park and garden
-  Green flag status park
-  Greenspace
-  Cotswolds A.O.N.B.
-  Watercourse
-  Height contours (25m intervals)
-  Urban area
-  Motorway
-  A road
-  B road
-  Railway station
-  Recreational railway station
-  Railway line



PLACE VISION

Cheltenham's ambition and vision is set out in its 'Place Vision. The Place Vision has three key areas Business, Culture and Community and states that the ambition is for Cheltenham to be a place where;

- All our people and the communities they live in thrive.
- Where culture and creativity thrives, celebrated and enjoyed throughout the year.
- Where businesses and their workforces thrive.
- Where everyone thrives.

To deliver The Place Vision, there are a number of key challenges which the town faces and to which it must respond and which are summarised in the following paragraphs.

Economic and jobs growth is below the national average and there are areas of high worklessness within some areas. Recruitment to entry level and mid level management can also be challenging. The retail environment is also challenging at a national level.

Cheltenham has an international reputation as a thriving centre for Culture, Heritage and Sporting events, but it is still in competition with many other places for visitors. It also has to address funding challenges for Arts and Cultural organisations.

Cheltenham's communities are diverse. Cheltenham has some of the most wealthy areas of the UK but it also has communities who are within the 10% most deprived.

Cheltenham's population is ageing and forecasts indicate that by 2029 there will be fewer under 18's than over 65's if current trends continue.

The Place Vision goes onto to identify Ambitions, Aspirations and Actions that local partners will work together to deliver to address these challenges. There are several Actions that relate directly to transport and this transport strategy.

- Deliver a Transport Plan focussed on increasing connectivity across the town and work with partners to bring about fast and secure digital infrastructure.
- Facilitate the delivery of the Cyber Park that will create 45ha of new employment space along with employment and training initiatives to benefit local residents.
- Develop a vision for the Town Centre which delivers investment into the delivery of world class public spaces that link people businesses and entertainment.
- Commitment to create socially sustainable communities in both new residential developments and in our existing communities and increase opportunities for community based health and wellbeing projects

This 'Place Vision' is supported by four values which will guide how the town responds to the long term challenges;

- Being environmentally friendly
- Being pioneering
- Being nurturing
- Connecting and reconnecting

The 'Place Vision' therefore provides a key framework for 'Connecting Cheltenham' both in terms of its broad and inclusive approach but also in terms of the support for the delivery of the Cyber Park and investment in the Town Centre.



GROWTH

Cheltenham has adopted a Joint Core Strategy (JCS 2017) with Gloucester City Council and Tewkesbury Borough Council. This sets out a target of 11,000 new homes and 55ha of new employment land for Cheltenham by 2031.

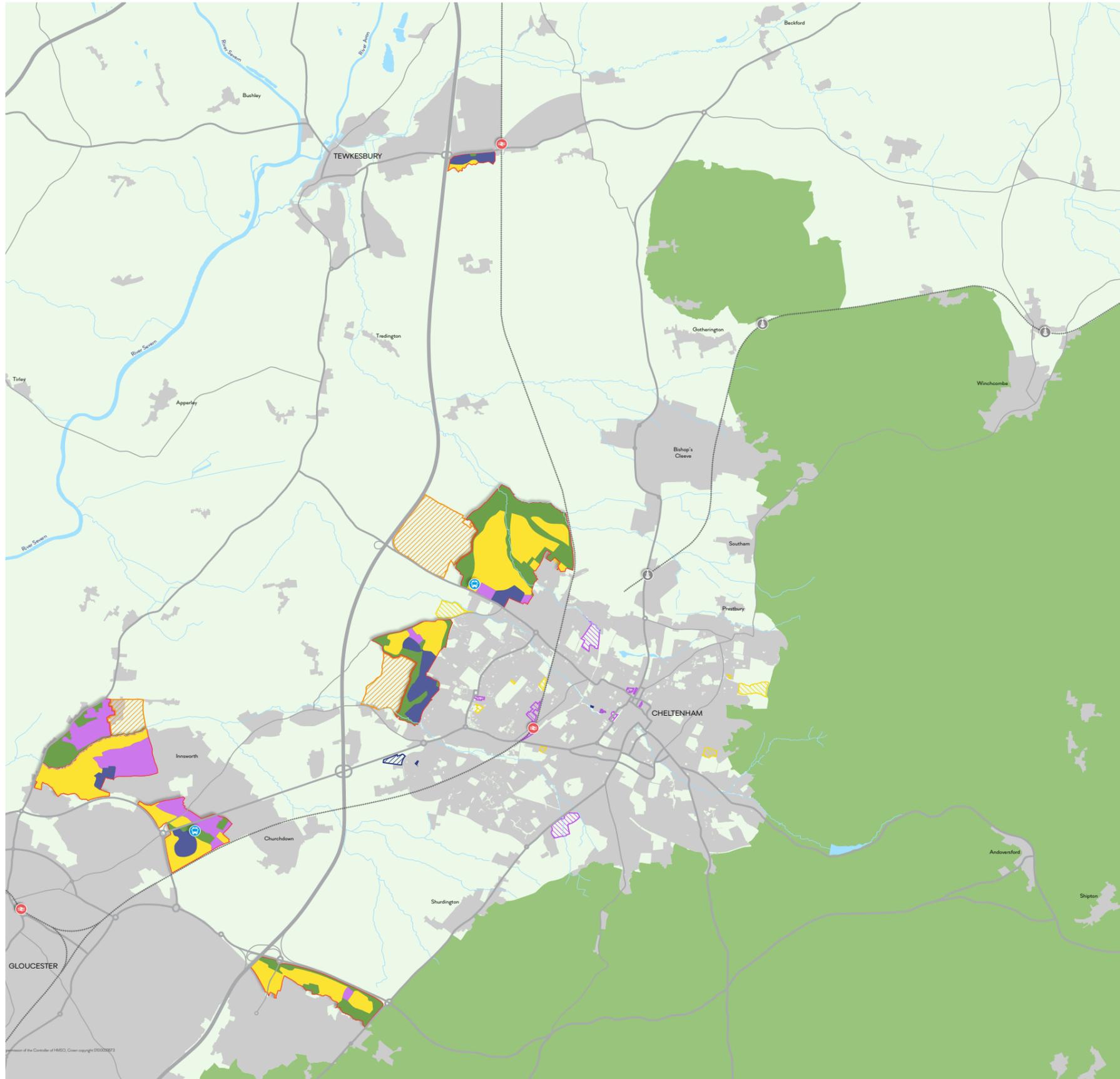
In Cheltenham strategic growth is planned in North West and West Cheltenham through the development of new urban extensions. Strategic urban extensions are also proposed in Gloucester and Tewkesbury. The plan to the right illustrates the proposed areas of growth relevant to this strategy.

The JCS is supported by an infrastructure delivery plan which identifies the following specific transport projects within / near to Cheltenham;

- M5 junction 11
- A40 Benhall Roundabout
- Cheltenham Spa station remodelling to provide additional track and platform capacity and passenger facilities including interchange, cycle parking, car parking and station amenities.
- Elmbridge Transport scheme - new park and ride facility and associated capacity and safety improvements
- A40 bus lane Benhall
- Desire to implement smart card ticketing and real time passenger information along strategic public transport routes

A review of the JCS is now planned and an issues and opportunities consultation was undertaken between November 2018 and January 2019. This indicates that further urban expansion to the west of Cheltenham may be considered.

JOINT CORE STRATEGY



LEGEND

- Strategic urban extension
- Strategic housing allocation
- Housing allocation
- Strategic mixed-use allocation
- Mixed-use allocation
- Strategic employment allocation
- Employment allocation
- Strategic green infrastructure
- Safeguarded area
- Greenspace
- Cotswolds A.O.N.B.
- Watercourse
- Urban area
- Motorway
- A road
- B road
- P Proposed park and ride
- R Railway station
- R Recreational railway station
- Railway line

CURRENT TRAVEL BEHAVIOUR

Census data from 2011 provides us with a detailed snapshot of journey to work data for people both living and working in Cheltenham. The diagram opposite illustrates a summary of the journey to work travel behaviour. Key points that can be drawn from this data are;

- 40% of travel to work trips start and end in Cheltenham
- Of these internal trips there is already a relatively high non car mode share
- There is a high internal walk to work mode share (32%).
- Cycle mode share for trips within Cheltenham is healthy but much lower than the car or walking (11%).
- The bus mode share is similar for trips into and out of Cheltenham as it is for trips wholly within Cheltenham and relatively low for an urban area. (Between 6% and 8%)
- Rail mode share is low (3% outgoing trips and 2% incoming trips).
- Car mode share is high (78%) for travel to work trips both to and from Cheltenham.

The census data has also been analysed to explore where people are travelling to from Cheltenham and from to Cheltenham for work. Bishop's Cleeve which is within Tewkesbury Borough has a significant travel to work relationship with Cheltenham and is very close and so offers a significant opportunity to promote mode shift to bus, cycle and car share in particular.

Analysis was also carried out to identify areas where people are travelling short distances to work by car (2km and 5km). This revealed that many very short trips (less than 2 km) are being driven. This is illustrated on the small plan to the right.

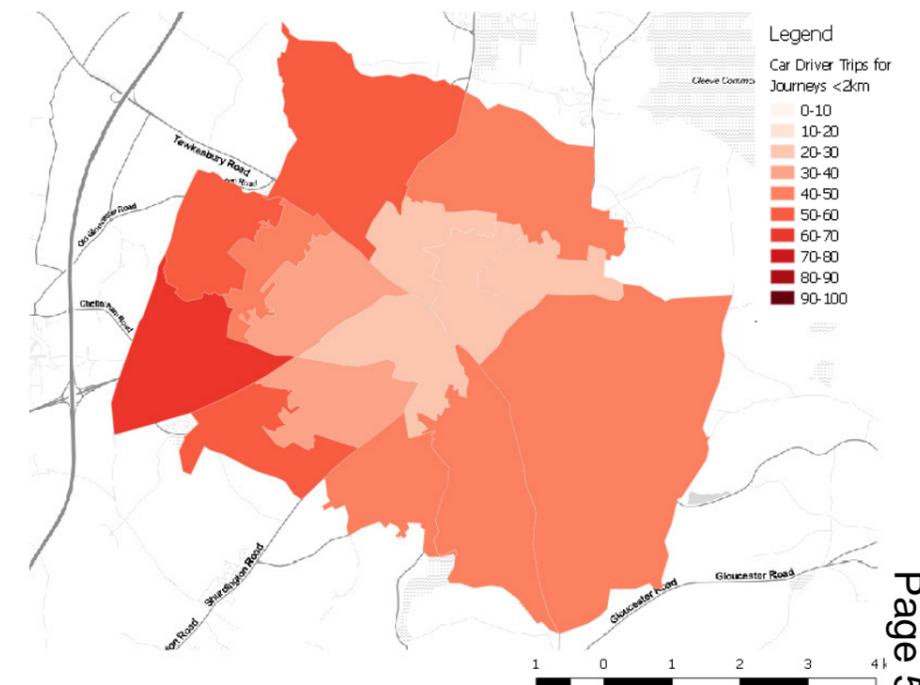
Limited travel to primary school data was available. This revealed significant variability in mode share. Some high walk mode share, relatively high car mode share and generally very

low cycle mode share.

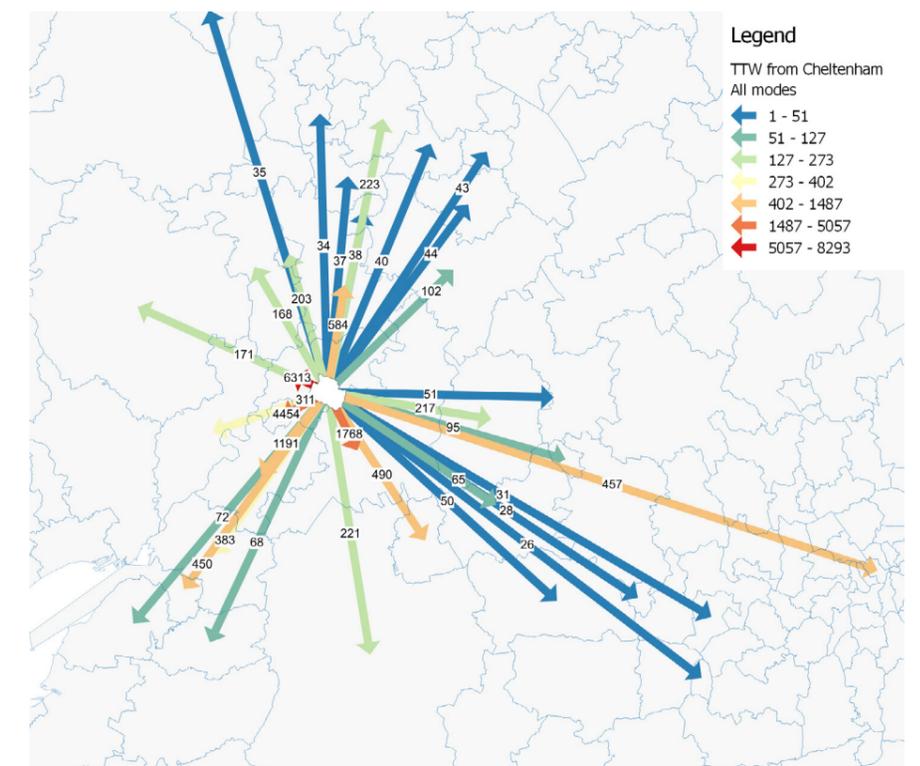
OPPORTUNITIES

From the review of travel data the following overall conclusions can be drawn about the opportunities for mode shift.

- There is a significant opportunity to increase levels of cycling and bus (mass transit) use for travel to work in particular.
- There is an opportunity to significantly increase travel to school on foot and by bicycle in particular.
- There is an opportunity to increase the proportion of car trips that are car share. Although if the overall proportion of car trips reduced significantly it may result in an overall reduction in the number of people car sharing.
- There is an opportunity to intercept incoming and outgoing trips via Park and Ride or other 'Hub' type interchange.
- For trips to and from Gloucester and Tewkesbury there is an opportunity to improve mode share for cycling and bus and also to intercept single occupier car trips at 'Park and Interchange'.
- Opportunities to increase rail mode share through improvements to service patterns should be explored, although rail mode share for journeys to work is likely to remain low overall.

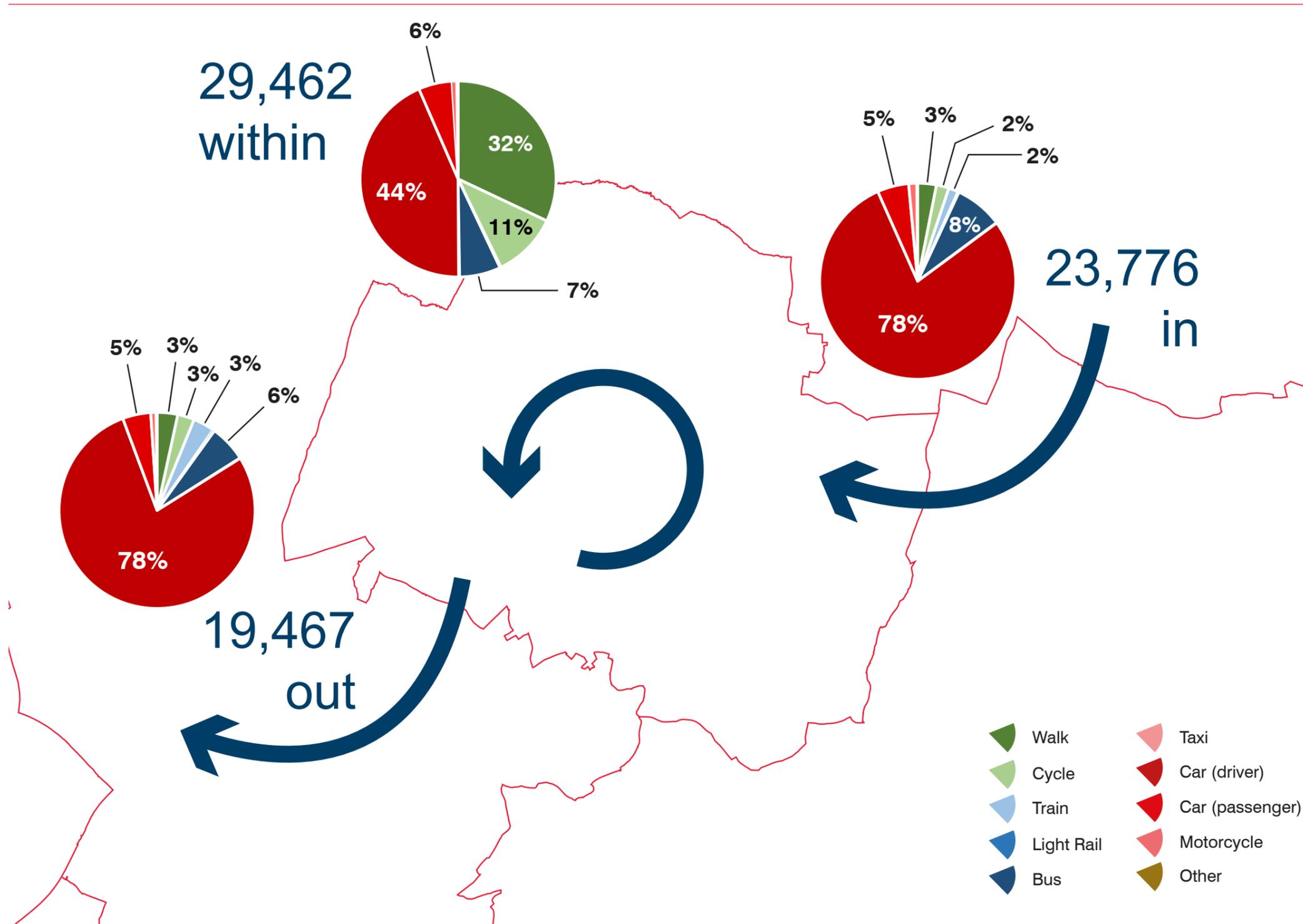


Journeys <2km



Work destinations for people living in Cheltenham

SUMMARY OF JOURNEY TO WORK DATA - CENSUS 2011



3 | Drivers for Change

DRIVERS FOR CHANGE

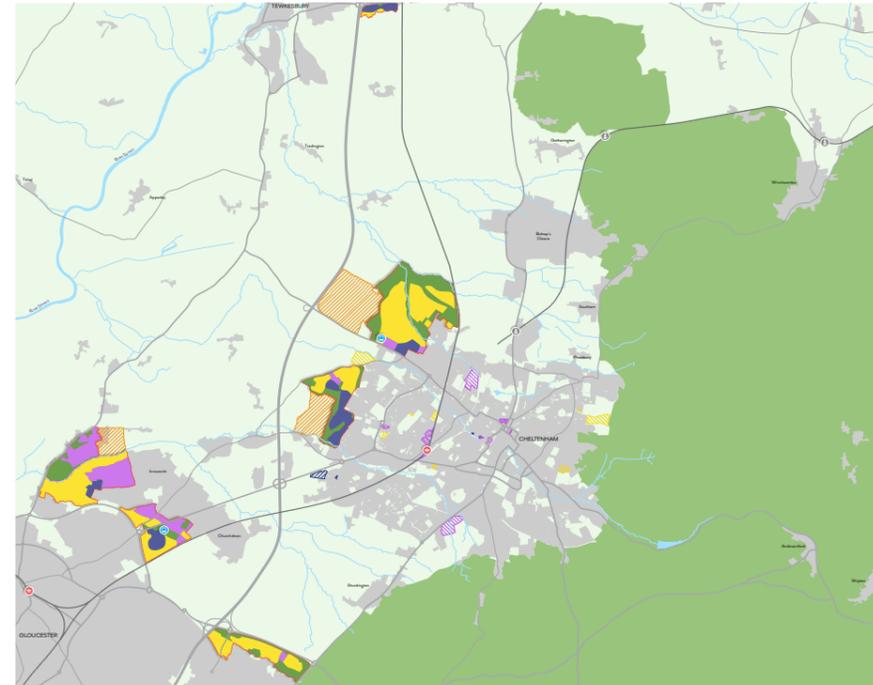
The way people move around and how well connected from a physical movement perspective, a place is, affects a wide range of issues including health, wellbeing and economic growth. The choices people make about movement also affects how easy it is to accommodate and encourage growth and transport emissions are a key contributor to climate change.

This section therefore identifies some ‘drivers for change’ or reasons why a shift towards more active and sustainable modes of transport is important across a wide range of agendas.

The ‘drivers for change’ identified in Cheltenham are listed below and the following sections illustrate why these ‘drivers’ are so important;

- The need to accommodate the increase in travel demand as a result of growth and integrate new areas and communities effectively into the town.
- The need to improve health and wellbeing outcomes for all (includes highway safety)
- The need to ensure equitable access to transport, employment, education and services through an effective and inclusive transport system
- The need to reduce the local environmental impacts of transport such as air quality, noise and ecological impacts.
- Protect and enhance the quality and distinctiveness of Cheltenham and its neighbourhoods.
- The need to reduce the wider environmental impacts of transport such as the emissions of the gases that contribute to climate change.

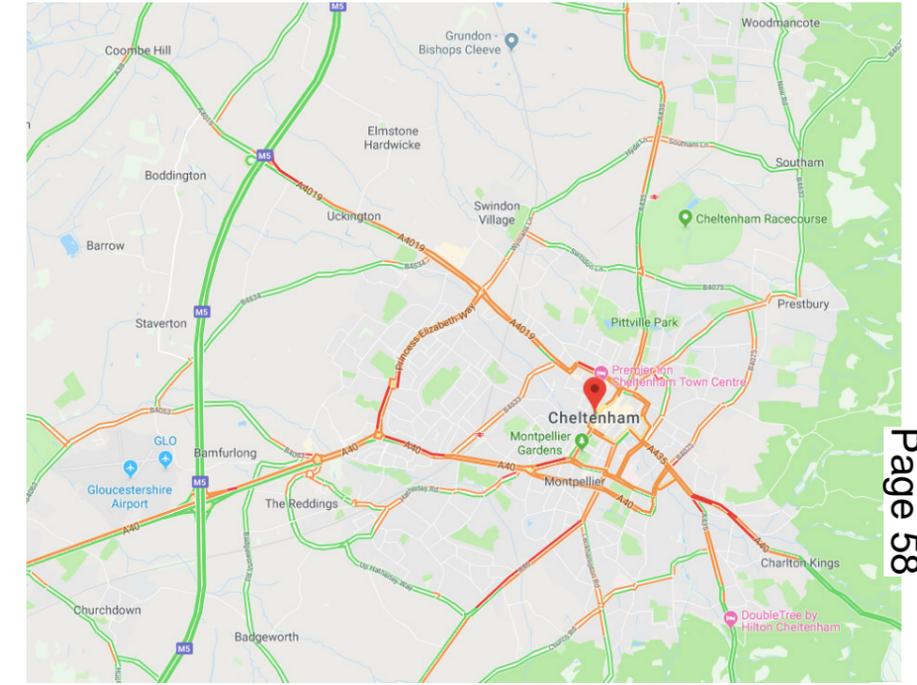
GROWTH



Significant growth is planned in the Central Severn Vale and within Cheltenham. Accommodating the associated increase in travel demand on an already congested and constrained highway network requires a move towards more efficient use of highway space. A higher proportion of people cycling and using shared transport (bus based in the short to medium term) will help achieve this.

This plan is provided on page 27 at a larger scale and with a key.

CONGESTION

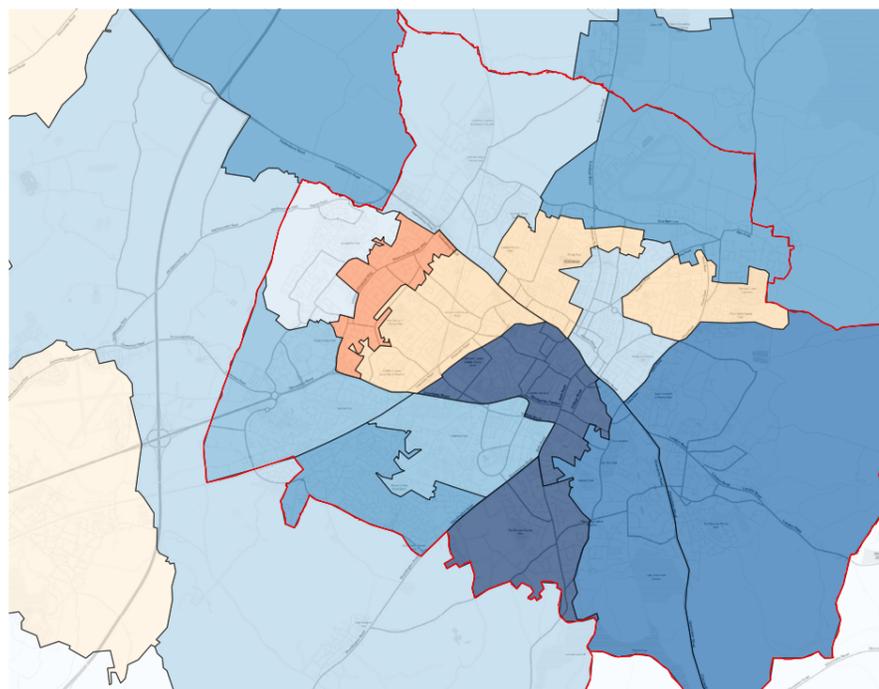


Addressing congestion through prioritising and promoting more efficient modes of transport will help accommodate growth in travel demand without harming liveability or townscape.

Cheltenham’s highway network experiences significant congestion on its key routes during peak periods in particular. Although there are some locations where capacity could be increased, this is not generally the case without significant impact on living conditions or townscape in particular.

The plan above indicatively illustrates congestion during the morning peak. Warmer colours illustrate higher levels of congestion.

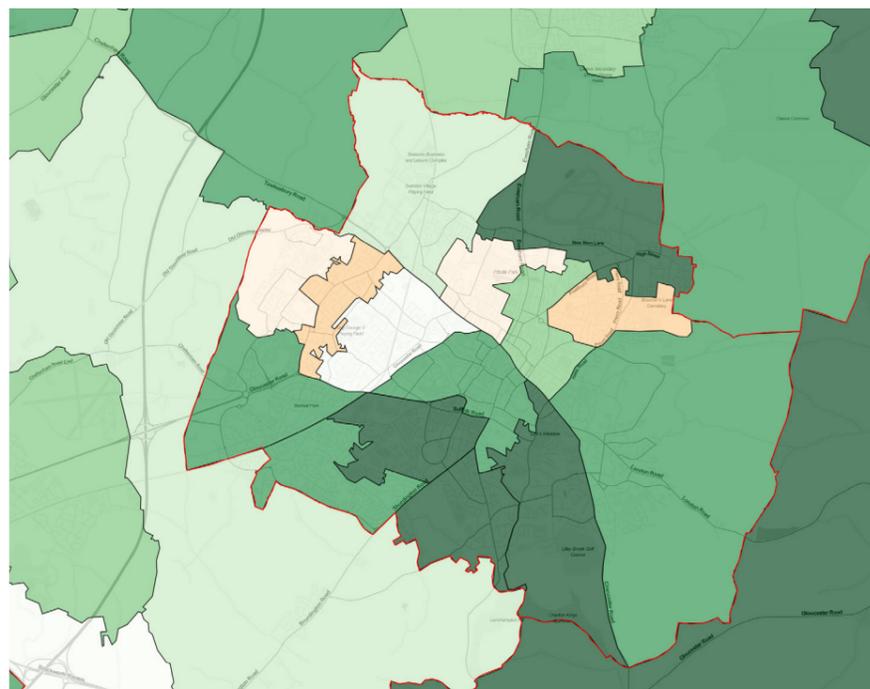
CHILDHOOD OBESITY



Childhood obesity is a national concern. Children’s diets and lower levels of exercise contributing to what has been described as an epidemic of obesity. The diagram above shows how Cheltenham’s childhood obesity compares with the national average. The warm colours show areas where childhood obesity is higher than the national average. These are concentrated in the areas of higher deprivation but any levels of childhood obesity is a cause for concern.

Increasing opportunities for outdoor play, walking and cycling is important for tackling childhood obesity.

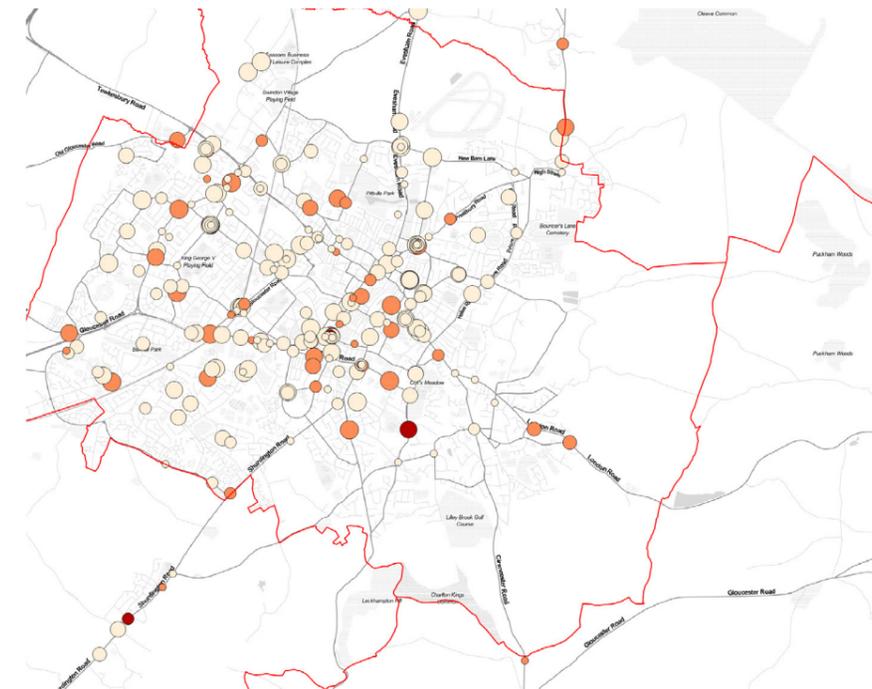
HEALTHY LIFE EXPECTANCY (FEMALE)



Healthy life expectancy is a good measure of the relative health of different places. Female healthy life expectancy is shown here for Cheltenham. The warmer colours indicate where healthy life expectancy is below the national average. The areas where healthy life expectancy is lower for women also have higher levels of childhood obesity and lower than average healthy life expectancy for men.

A move towards enabling increased use of active modes of transport will help support improving health outcomes for these communities as well as more widely.

CYCLE / VEHICLE ACCIDENTS



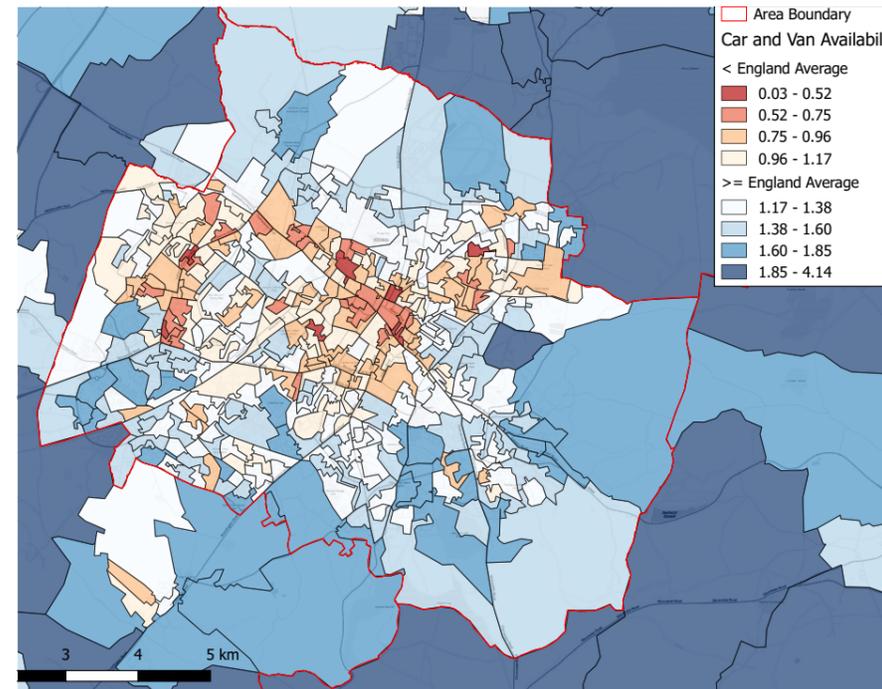
The map above shows the location of cycle injury accidents over the last 5 years. In common with many places, Cheltenham has injury accidents spread across its network as well as a number of junctions where there are a concentration of accidents.

HIGHWAY SAFETY - PEDESTRIANS



The map above shows the locations of pedestrian injury accidents over the last 5 years. In common with many places Cheltenham has injury accidents spread across its highway network but accidents between vehicles and pedestrians are more concentrated in the Town Centre.

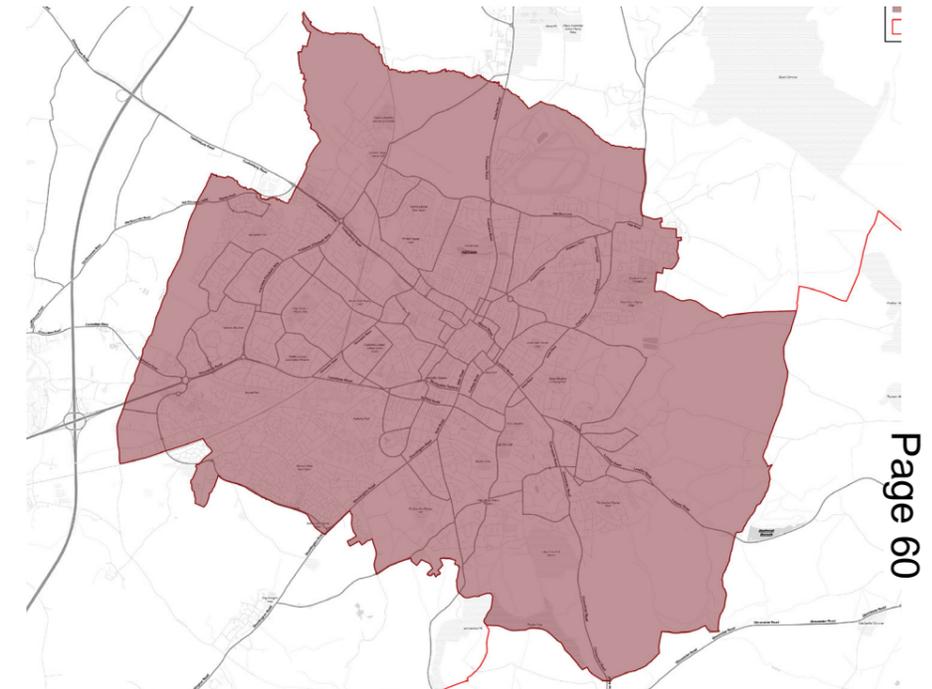
CAR OWNERSHIP



The map above shows how car ownership varies across Cheltenham. The warm colours show where car ownership is lower than the national average. The cold colours show where car ownership is higher. This shows that for large areas of Cheltenham car ownership is around or below national average. Car ownership rises towards the outer edges of Cheltenham. Although it could be anticipated car ownership would be lower in areas of higher deprivation lower levels of car ownership are more widespread than that in Cheltenham. This perhaps reflects the accessible nature of the town.

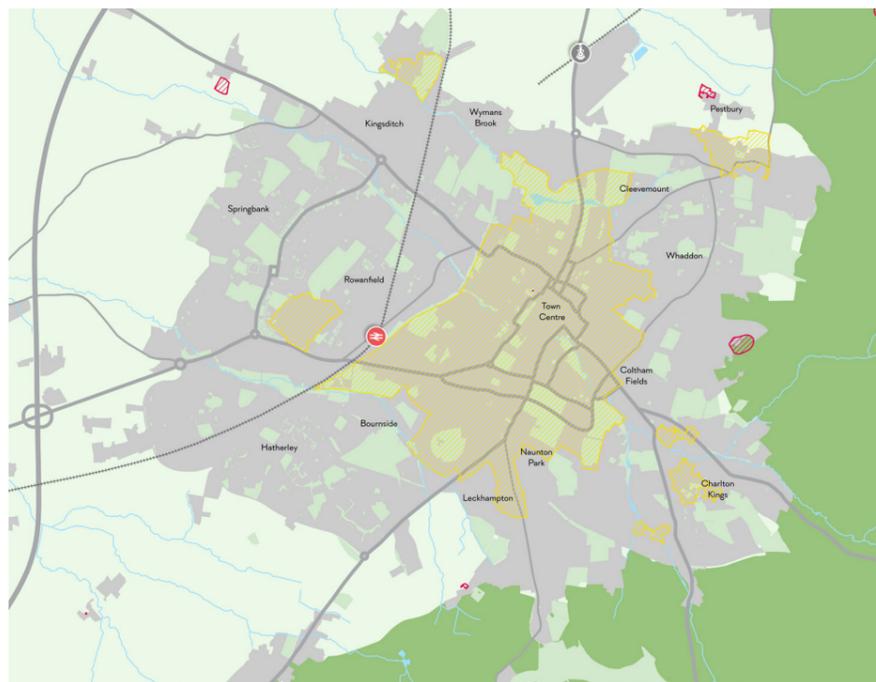
This map also illustrates that there are many households with low car ownership and therefore shows how important other modes of transport are for many people already.

AIR QUALITY



The whole of Cheltenham was designated as a an Air Quality Management Area in 2009 as a consequence of a number of locations exceeding limits for Nitrogen Dioxide. The purpose of an air quality management area is to identify those locations where action is necessary to improve air quality. In Cheltenham although the locations of lower air quality are localised there is a recognition that the effect of door to door transport choices is a key driver of reduced local air quality.

TOWNSCAPE QUALITY



Cheltenham's Town Centre and immediate surroundings is known for its high quality townscape. This includes a number of very high quality streets and town centre public spaces and urban parks.

Accommodating the increase in travel demand associated with growth whilst also protecting and enhancing Cheltenham's character and townscape requires a holistic design led approach to street design and also to the design of new transport infrastructure.

CLIMATE CHANGE



On 18th February, Cheltenham Borough Council unanimously supported a motion with the following resolutions:-

'Full Council calls on the Cabinet to:

- Declare a 'Climate Emergency';
- Pledge to make Cheltenham carbon neutral by 2030, taking into account both production and consumption emissions;
- Call on Westminster to provide the powers and resources to make the 2030 target possible;
- Work with other governments (both within the UK and internationally) to determine and implement best practice methods to limit Global Warming to less than 1.5°C;
- Continue to work with partners across the town, county and region to deliver this new goal through all relevant strategies and plans;
- Report to Full Council within six months with the actions the Council will take to address this emergency.'

Transport emissions make up 34% of UK Carbon dioxide emissions and carbon dioxide makes up 81% of UK greenhouse gas emissions. Addressing the Carbon dioxide emissions from transport is therefore a crucial part of tackling climate change.

4 | Outcomes and Targets

OUTCOMES AND TARGETS

When considering how to best invest in transport it is important to consider what outcomes are actually sought. This is because choices about transport investment affect a wide range of issues from health through to climate change, as noted in the previous section.

If transport projects are not tested against these wide ranging and cross-cutting outcomes consideration may only be given to narrower transport and business case focussed issues. The effect of this in the past has, in many urban areas, been to harm liveability and townscape. The effect of highway design in particular has often been harmful to both townscape quality, walkability and ease of movement and access for cyclists.

It is also important that progress is monitored to ensure investment is having the desired impact. Targets are important to enable monitoring but it is important that the individual and cumulative effects of investment are considered against the wider outcomes, not all of which are able to be quantified.

Cheltenham has a clear Place Vision and it is important that all investment including transport contributes positively to this. The proposed transport outcomes which this strategy seeks to deliver are set out below. These build on the Place Vision and also respond to the 'Drivers for Change' which are discussed in the previous section.

These outcomes were discussed and refined at the first and second stakeholder workshops.

The proposed targets for journeys to work were discussed in workshop 2. They are based on the current mode share within the Cheltenham and the analysis that has been done to look at current and future journey patterns. A review of precedent places with high levels of sustainable transport use was also undertaken to help inform the proposed targets.

One of the key challenges which came out of workshop 2 was that there should be 'stretch' targets for increasing the use of cycling and bus use in particular. The proposed targets were

therefore increased slightly following workshop 2. The 'vision zero' targets also respond to this ambition.

A suggested reduction in car share on the basis that the levels of car use were targeted to fall was not well supported and the target for car share is therefore to retain it at similar levels to the census 2011 mode share.

The current mode share for walking to work is already high at 32%. It is proposed that this level should be broadly retained rather than targeted to be increased.

The proposed outcomes and targets are set out in the following sections.

OUTCOME:

THE DESIGN OF STREETS AND TRANSPORT INFRASTRUCTURE ENHANCES THE CHARACTER AND DISTINCTIVENESS OF CHELTENHAM



The design of all new transport investment should enhance the character and distinctiveness of Cheltenham. This is not about providing high cost design solutions everywhere, it is about designing transport infrastructure sensitively and carefully in relation to the best of the local context.

OUTCOME:

THE WAY PEOPLE MOVE AROUND CHELTENHAM ENHANCES AND DOES NOT HARM HEALTH AND WELLBEING



At the moment, in some locations the speed, volume, noise and air quality issues caused as a result of the way people move around Cheltenham in vehicles harms living conditions and discourages playing out, walking and cycling.

Reducing the speed and volume of vehicles and encouraging the switch to electric vehicles will work to lessen the impacts of transport on living conditions and the important parts of the built and natural environments.

Improving the safety of people travelling and reducing injury accidents also needs to continue to be effectively done.

OUTCOME:

CHELTENHAM HAS A STRONG CYCLING AND WALKING CULTURE AND PEOPLE OF ALL AGES AND ABILITIES ENJOY MOVING SLOWLY, WALKING AND CYCLING FOR ALL TYPES OF JOURNEYS



This outcome reflects the need to encourage cycling and walking for all trips and not just journeys to work. It seeks to ensure that people of all ages and abilities are encouraged and enabled to walk and cycle.

This includes ensuring that people with mobility, sight or mental challenges can travel independently moving slowly, walking or cycling.

OUTCOME:

PUBLIC TRANSPORT IS HIGH QUALITY AND CONVENIENT AND PEOPLE OF ALL AGES AND ABILITIES CAN USE IT AND CHOOSE TO USE IT.



The outcome reflects the need for the bus services to be so attractive that people choose to use buses instead of the car.

This outcome also reflects the need to ensure that access to buses is inclusive and accessible to people with mobility, sight, or mental challenges.

OUTCOME:

THE ENVIRONMENTAL IMPACT OF TRANSPORT IN CHELTENHAM IS CONTINUALLY REDUCED

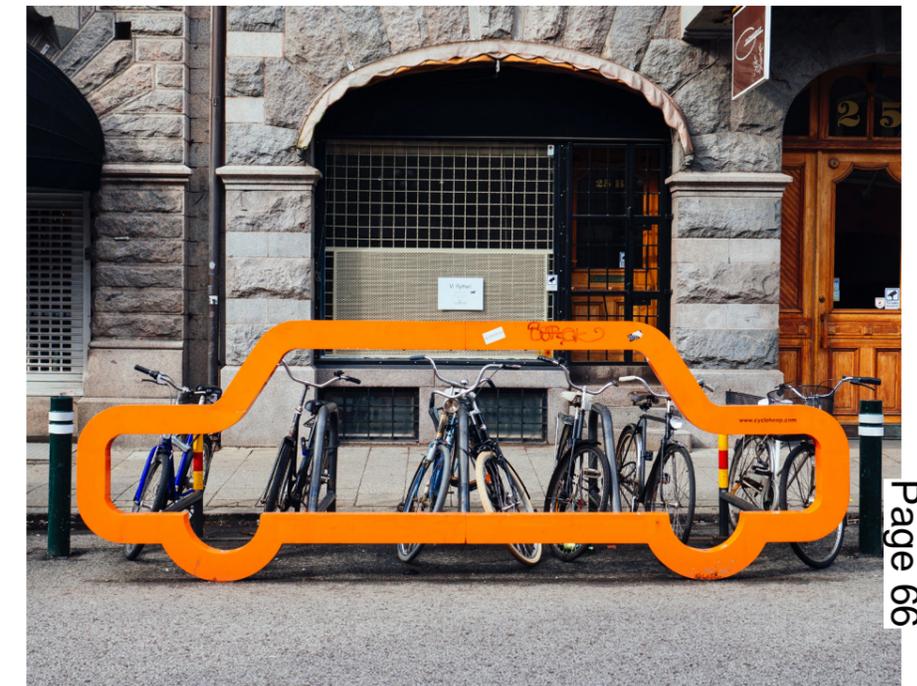


Transport choices have a range of environmental impacts. These include a significant contribution to climate change and air-quality impacts. Climate change concerns are now critical and Cheltenham wishes to ensure that the impact of travel within Cheltenham on climate change is significantly reduced.

The health impacts of air quality are also of concern and legal requirements to improve air quality require action.

OUTCOME:

NEW DEVELOPMENT IS FULLY INTEGRATED IN TO THE TOWN AND THE GROWTH IN TRAVEL DEMAND IS ACCOMMODATED WITHOUT INCREASES IN CONGESTION



The urban area is being extended to the west of the town between its current edge and the motorway. To ensure new neighbourhoods form an effective part of the town, they must be well connected to it by all modes, but particularly walking, cycling and public transport.

The increases in travel demand cannot also be physically accommodated without a shift to more efficient and active modes of transport.

TARGET:
MODE SHARE



- To double cycle trips including mode share to work
- To increase bus trips by 30% including mode share to work
- To increase car sharing
- To retain levels of walking

In order to meet wider aspirations relating in particular to health and wellbeing, placemaking, and economic growth, a shift towards efficient and sustainable modes of transport is necessary. In Cheltenham there is a significant opportunity to increase cycling and bus use, and this is reflected in the proposed targets here.

TARGET:
AIR QUALITY



Vision Zero - A long term aspiration that there are no air pollutants that are harmful to health present in the air in Cheltenham and that year on year there is progress towards this.

This reflects the aspiration that the air in Cheltenham should be free from pollutants which harm health.

Cheltenham is currently covered by an Air Quality Management Area. This reflects the fact that there are localised areas of low air quality along key highways. The issues with air quality in Cheltenham are predominantly caused by traffic.

TARGET:
SAFETY



Vision Zero - A long term aspiration that no one is killed or seriously injured on the Boroughs Roads and that year on year there is progress towards this.

This reflects the aspiration that no one should be harmed using the boroughs streets.

TARGET:
CONGESTION



Reduce total delays due to congestion within the Borough year on year.

Reducing congestion is also as aspirational target. It would assist in the delivery of improved air quality and bus reliability and attractiveness in particular.

5 | Modes

APPROACH - HOW STRATEGY RESPONDS TO DRIVERS FOR CHANGE.

People move around Cheltenham using different modes of transport and as a result of growth there will be an increase in travel demand. As noted in previous sections this needs to be accommodated whilst also addressing a range of other issues including those relating to the environment, health, wellbeing and townscape which are all impacted on by the ways people travel.

This section firstly summarises below how the strategy addresses the drivers for change that have been identified and then on the following pages looks at each mode in turn setting out the proposed approach or strategy for that mode.

THE INCREASE IN TRAVEL DEMAND AS A RESULT OF GROWTH WILL BE ACCOMMODATED BY:

- Focussing on moving people around not cars.
- Ensuring new development is designed around enabling and prioritising the use of sustainable, shared and efficient transport modes (slow modes, walking, cycling and public transport).
- An increase in the use of sustainable, shared and efficient transport modes in wider Cheltenham.
- Investment in new highway infrastructure to address vehicular capacity issues only at critical network pinch points, to help redistribute traffic away from the urban area and increase highway network resilience.

THE NEGATIVE IMPACTS OF VEHICULAR TRAFFIC ON LIVEABILITY, HEALTH AND WELLBEING WILL BE IMPROVED BY;

- An increase in the use of active modes of transport by people of all ages and abilities. Whatever age or abilities people

have they should be able to move slowly, walk or cycle in Cheltenham.

- An holistic approach to street design and management which considers both movement and place issues and opportunities.
- Developing streets in new and existing parts of the town that can function as social spaces for people of all ages and abilities.
- Addressing air quality issues through an increase in the use of electric vehicles and a shift to active modes of transport and working with public transport operators to increase the proportion of the bus fleet that complies with EURO 6 standards.

EQUITABLE AND INCLUSIVE ACCESS TO TRANSPORT WILL BE STRENGTHENED BY;

- Enabling walking and cycling for all and in particular addressing some of the barriers to the use of these modes by the most vulnerable.
- Improving public transport
- Improving interchange between modes

THE LOCAL ENVIRONMENTAL IMPACTS OF TRANSPORT WILL BE REDUCED BY;

- An increase in the use of active modes of transport;
- An holistic approach to street design which supports ecological diversity through more 'greening' and habitat creation.
- An increase in the proportion of electric vehicles
- Working with bus operators to increase the proportion of the

bus fleet that complies with EURO 6 standards.

- Exploring opportunities for freight consolidation and the use of electric or other vehicles for deliveries.

THE IMPACT OF TRANSPORT ON CHELTENHAMS TOWNSCAPE WILL BE REDUCED BY

- An holistic approach to street design and management which considers both movement and place issues and opportunities.
- Introducing design review for both new development and major transport projects

THE WIDER ENVIRONMENTAL IMPACTS OF TRANSPORT SUCH AS ON CLIMATE CHANGE WILL BE REDUCED BY;

- A shift towards active modes of transport (walking and cycling)
- A shift towards more efficient modes of transport which move more people for the same carbon footprint (bus primarily but also rail)
- A shift towards less polluting fuels i.e. electric powered vehicles.

WALKING AND SLOW MODES

Cheltenham is potentially a very walkable town for people of all ages and abilities. It is relatively level, compact and with a well connected street network. The distribution of land uses broadly supports walking with the Town Centre being centrally located and local centres for day to day needs spread throughout the town. There is a high walk to work mode share and where monitored a healthy walk to school mode share.

Notwithstanding these positive attributes there are a range of challenges that face pedestrians particularly those that are more vulnerable and less able.

CHALLENGES

The radial routes into Cheltenham can be a particular challenge for pedestrians. These routes have limited formal and informal crossing points. Key junctions do not always provide direct routes for pedestrians or signalised facilities. Side roads can be difficult to cross due to vehicle entry speeds and in some cases large crossing widths. Tactile crossings are also not provided on all side road crossings.

These factors and the vehicle speeds in some locations means that these radial routes can sever walking networks over significant portions of their length for all but the most confident and able pedestrians.

Another example of severance is the town centre 'ring road'. Again crossing facilities can be infrequent and this coupled with the volume and speed of traffic and road widths results in severance. This is particularly important because all pedestrians and cyclists accessing the town centre have to cross the 'ring road'.

Across the wider town even on quieter streets the most common speed limit is 30 mph. There are only limited areas of 20 mph. This approach to speed limits does not support walking and cycling for all including those who are vulnerable or less mobile.

Streetscape quality is also variable. In some parts of Cheltenham it is delightful but in other places the townscape and street design make the streetscape poor. Streetscape quality is important for pedestrians. Walking is a slow business and if streetscape isn't interesting, attractive and stimulating walking will feel slow and tedious.

Streetscape quality can't however be high everywhere. It is therefore important to have a framework where the priorities for different street types are clear. This requires a strategic approach to streets which addresses not only issues such as streetscape but also speed limits and other design criteria.

Seating is also relatively infrequent in many areas. To support walking for all regular rest points are important. Seating also encourages social interaction and is particularly important in destinations such as local centres and at bus stops and interchanges.

So even though many people clearly walk for day to day trips there is still a lot that can be done to support and encourage walking for all, including the most vulnerable and least mobile.

The new housing and employment developments focussed on the west of Cheltenham will play an important role in retaining the percentage of people that walk to work and also supporting and encouraging walking more generally. To achieve this these new developments need to be genuinely walkable through ensuring that the developments have well connected street networks, a land use pattern that supports walking and attractive well landscaped streets with regular seating.

To address these challenges and continue to improve Cheltenham's walkability the approach below is proposed

APPROACH

Walking should be attractive for people of all ages and abilities for all trip types that are walkable in terms of trip length. There

is currently a very healthy walk to work mode share as noted previously. It is therefore not proposed that there should be target to increase this. The target should be to retain this and more broadly encourage walking. To deliver this the following approach is proposed.

LIVEABLE STREETS

The overarching approach is that all streets should support walking, moving slowly and cycling for people of all ages and abilities. Streets are complicated and have a wide range of different roles and demands so this is challenging. To deliver this effectively a clear framework of street types and their characteristics is needed. The key strands of this approach are set out below.

The Town Centre and Local Centres in particular should have good quality public realm and should be places that are enjoyable to spend time in. They are 'destinations' and need to be treated as such in terms of their design. They need to hold and attract people.

There should be a consistent approach to speed limits which drivers can understand but which reflects the need to support, walking and cycling within the urban area. This means that in general within the built up area speed limits should not exceed 30 mph and for residential streets and streets where there are significant volumes of pedestrians and cyclists e.g. in local centres and the town centre speed limits should be no more than 20mph.

Key radial routes would be expected to have speed limits of 30 mph except through some local centres where a local 20mph limit will be more appropriate. These routes have an important function for vehicle access but should not form barriers to people walking and cycling of all ages and abilities. Regular crossing points and side road treatments to prioritise pedestrians crossing and slow entry speeds will be necessary to deliver this. Regular seating to

provide rest points will also be necessary. These streets should also be carefully landscaped both because they are gateways to the town but also to make walking and cycling pleasant.

Local residential streets should prioritise pedestrians and cyclists and be places where social activity is enabled and encouraged. This can be done by encouraging activity in and transformation of neighbourhood streets including through community led street transformation, play streets programmes and regular seating.

The streets in new employment, housing and mixed use areas must also be exemplary in their design. Using best practice principles from both a transport and urban design perspective.

INTERCHANGE

Another key strand of the proposed approach to supporting and encouraging walking is enabling interchange between modes. Enabling trips to be easily carried out using more than one mode supports the use of sustainable modes and also inclusion and access for all by introducing flexibility and choice. Interchanges must enable interchange between all modes so a change between walking and cycling should be as easy as a change between car and the bus for example. It is important that interchange is facilitated throughout the town and therefore different types of interchange need to be recognised i.e.;

- Park and Interchange (walk / cycle / bus / taxi / private car (parking, pick up and drop off))
- Town Centre (walk / cycle / bus / taxi)
- Train Station (walk / cycle / bus / train / taxi / private car (limited parking, pick up and drop off))
- Local Centres / Micro Park and Interchange (walk / cycle / bus / limited private car parking in some locations / pick up and drop off)

BEHAVIOUR CHANGE

A key strand of the proposed approach to walking is the promotion of behaviour change. These programmes can include a range of approaches to encourage and support people to change their travel behaviour. They can include;

- Awareness raising including of the benefits of active travel.
- Walking and cycling events and activities. These can include community led events such as play streets also mentioned above.
- Incentivisation programmes such as the gamification of walking and cycling through the use of apps.
- Travel planning typically by businesses, other organisations and schools.

MAKING THE MOST OF 'BIG DATA'

The advent of detailed real time data about travel behaviour and the function of networks is one of the key opportunities in improving transport planning and network management.

One of the key challenges facing effective transport planning is the lack of fine grained and detailed information about travel behaviour. Understanding more about the detailed journeys people are doing and when they are doing them will improve the planning of transport infrastructure and services.

Being able to see the real time function of highway networks in particular will enable better real time network management.

In relation to pedestrians one of the key benefits should be that pedestrians become more visible. For example in the town centre the volume of pedestrians is significant and yet prioritising the needs of pedestrians over the car can still be a challenge.

Data powers many modern digital services, the majority of which are available to people through the devices that they carry with them almost everywhere. Many examples of such services relate to transport – including journey planners, ticket booking services and 'ride-hailing' services. Access to high quality data is key to many of these innovation around digital services (including 'apps').

TfL made much of its transport data open and consequently benefited from apps and services developed by third parties, some of which they might previously have paid to have developed themselves.

This model of the public sector as an enabler of innovation

through the provision of useful data, allows for more innovation and is financially more sustainable than the public sector being the developer of apps itself.

It is therefore important both from a transport planning and network management perspective, as well as to enable innovation that the opportunities that arise out of 'big data' are harnessed.

CYCLING FOR ALL

Cheltenham is a potentially a very cycleable town. It is relatively level, compact and with a well connected street network. The distribution of land uses broadly supports cycling with the Town Centre being centrally located and local centres for day to day needs spread throughout the town. Employment uses are concentrated in three main locations the Town Centre, GCHQ and Kingsditch. All are within cycling distance of the rest of the town, in particular using an e-bike. There is a reasonably healthy cycle to work mode share, but where monitored a very low cycle to school mode share.

Notwithstanding Cheltenham's positive attributes cycling isn't something that people of all ages and abilities habitually do and although there is no quantitative data to support it stakeholders when asked felt that there were generally lower levels of women and children cycling.

CHALLENGES

Cheltenham does have a range of cycle facilities but they are disconnected and are of variable quality and type. They also do not consistently connect together key assets in a legible way.

There are a wide variety of cycle vehicle types including 3 wheelers and cargo bikes which also need to be accommodated. Cycle vehicles are also likely to develop further with E-Bikes being available now and small autonomous 'Pods' arguably a development of cycling in the future. The cycle network as it currently stands does not provide a fit for purpose network for this wide range of vehicles or one that is attractive to all.

The main radial routes also act as barriers for cyclists in particular those that are less confident and more vulnerable.

Speed limits are relatively high and most residential streets have limits of 30 mph, with radial routes having speed limits of up to 40 mph extending well into the urban area.

Although there is a reasonably healthy cycle to work mode share

there is a low cycle to school mode share in the data available. This and the anecdotal evidence from the Stakeholder workshop indicates that cycling isn't attracting a broad cross section of the community in terms of age, ability or sex. If cycling is going to fulfil its potential as a key mode of transport in Cheltenham then cycling has to be attractive for everyone and accessible to a range of cycles.

New development also needs to be focussed around making cycling easy and attractive for all.

APPROACH

The proposed approach to cycling is that it should be attractive and accessible to all whatever their age or ability. The cycle network also needs to be thought about as being from door to door across the whole of Cheltenham and be able to accommodate a wide range of vehicles. So all streets which provide access to homes, employment, shops, health, education and other facilities need to be cycleable. Enabling interchange between cycling and other modes is also important. The following sections set out the key strands of the strategy to enable and encourage cycling for all.

CYCLE CHELTWAYS

Cycle Cheltways will be the core network of very high quality, direct, mainly segregated branded and signed cycleways that connect key assets and interchanges and cross the town. This network should be suitable and attractive for all to use. It should follow best practice guidance about the design of cycle facilities.

LIVEABLE STREETS

The overarching approach to Liveable streets is described in the previous section on walking and slow modes. In addition to this, 'Liveable streets' will also include localised cycle facilities/ infrastructure as required for example to access schools and

address local barriers for cyclists in addition to ensuring that all streets are 'cycleable'.

INTERCHANGES

Enabling interchange between cycling and all other modes is also an important component of the strategy to drive up levels of cycling. The broad approach to Interchanges is set out in the previous section on walking. To support interchange between cycling and other modes cycle access must be easy and direct to conveniently located and secure cycle parking.

BEHAVIOUR CHANGE

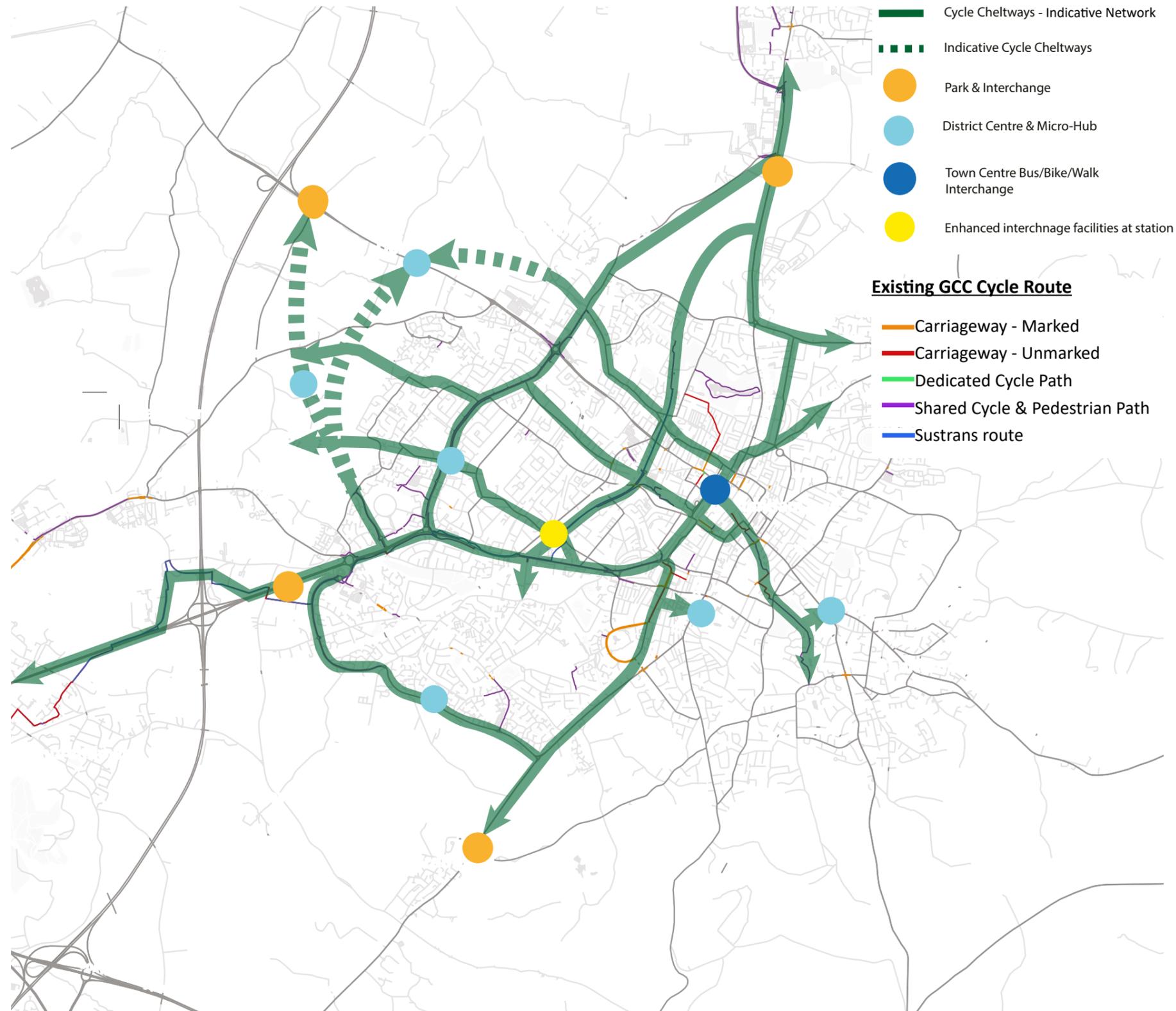
Behaviour change programmes and events are also important to encourage cycling. The broad approach to behaviour change is set out in the previous section on walking.

In relation to cycling cycle events have a particular part to play in promoting cycling as they raise both the profile and credibility of cycling as an activity.

Programmes promoting cycling will also need to target those groups who are not currently cycling for any purpose but particularly for journeys to work and school..

MAKING THE MOST OF 'BIG DATA'

As set out in the previous section on walking the advent of detailed and real time information about travel behaviour and the function of transport networks has the power to transform how we plan and manage transport networks. In relation to cycling understanding the networks cyclists are already using will be useful both from a network planning perspective but also potentially to get a clearer picture of the scale of cycling. These data can also play an important role in measuring outcomes.



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BUSES

Cheltenham has a healthy commercial bus network with good bus coverage of the urban area but it has a relatively low bus mode share for journeys to work. The mode share for bus trips to work to and from Cheltenham is similar to the bus mode share for trips to work within Cheltenham. Notwithstanding the high walk to work mode share and healthy cycle to work mode share bus mode share for internal travel to work is relatively low. This means that notwithstanding the strong commercial bus network bus travel is not competing effectively with car travel in particular for trips within Cheltenham.

It is clear that there is an opportunity to increase the levels of bus use. There are some key challenges to doing this.

CHALLENGES

The time it takes to travel by bus in Cheltenham is not competitive with the car for many journeys. Further bus priority and simplified and more direct town centre bus routing would help this.

The cost of using a bus relative to a car is also not competitive in particular where free parking is available at work locations.

Cross town bus services are also limited and this in addition to the current town centre interchange and routing arrangements which are disconnected, make cross town journeys by bus difficult and unattractive.

The quality of bus service facilities in Cheltenham is variable. A minority of the bus fleet for example have WiFi and charging infrastructure. In terms of the implementation of EURO 6 engines again only a minority of buses have these although this is not unexpected given the 10-12 year fleet replacement cycle. The aim should be to make available wifi etc. and EURO 6 within a specified time-frame.

Whilst Stagecoach have contactless payment up and running and both main operators offer network wide tickets, you can't use the tickets on multiple operators. A key issue therefore in developing a 'smart' bus network is the inter-operability of tickets.

The proposed approach to driving up bus use in Cheltenham is set out below.

APPROACH

The proposed approach to bus travel is to ensure that it competes with the car for a high proportion of trips including in terms of time, convenience and cost.

TOWN CENTRE BUS ROUTING AND INTERCHANGE

There is an opportunity to transform town centre interchange and simplify town centre bus routes and make them more efficient by providing a two-way core bus route in each direction - north-south and east-west.

INTERCHANGE

Enabling interchange between buses and other modes is a key part of the strategy to drive up bus use. The approach to interchange is set out in the section on walking and slow modes.

LIVEABLE STREETS - MAIN STREETS

Buses experience delay on the radial routes which come into Cheltenham.

Bus priority on core routes in particular on approach to Town Centre and wider pinch points – e.g. through selective vehicle detection and/ or physical measures needs to be provided.

It is also important that pedestrians in particular can easily and conveniently access bus stops including being able to cross main roads near to bus stops.

NEW DEVELOPMENTS

It is important that new developments are designed to allow efficient routing of buses and short walk distances to bus stops.

Attractive streets which support walking and cycling and bus gates which give buses a time benefit are also key.

PARTNERSHIP WORKING WITH BUS OPERATORS

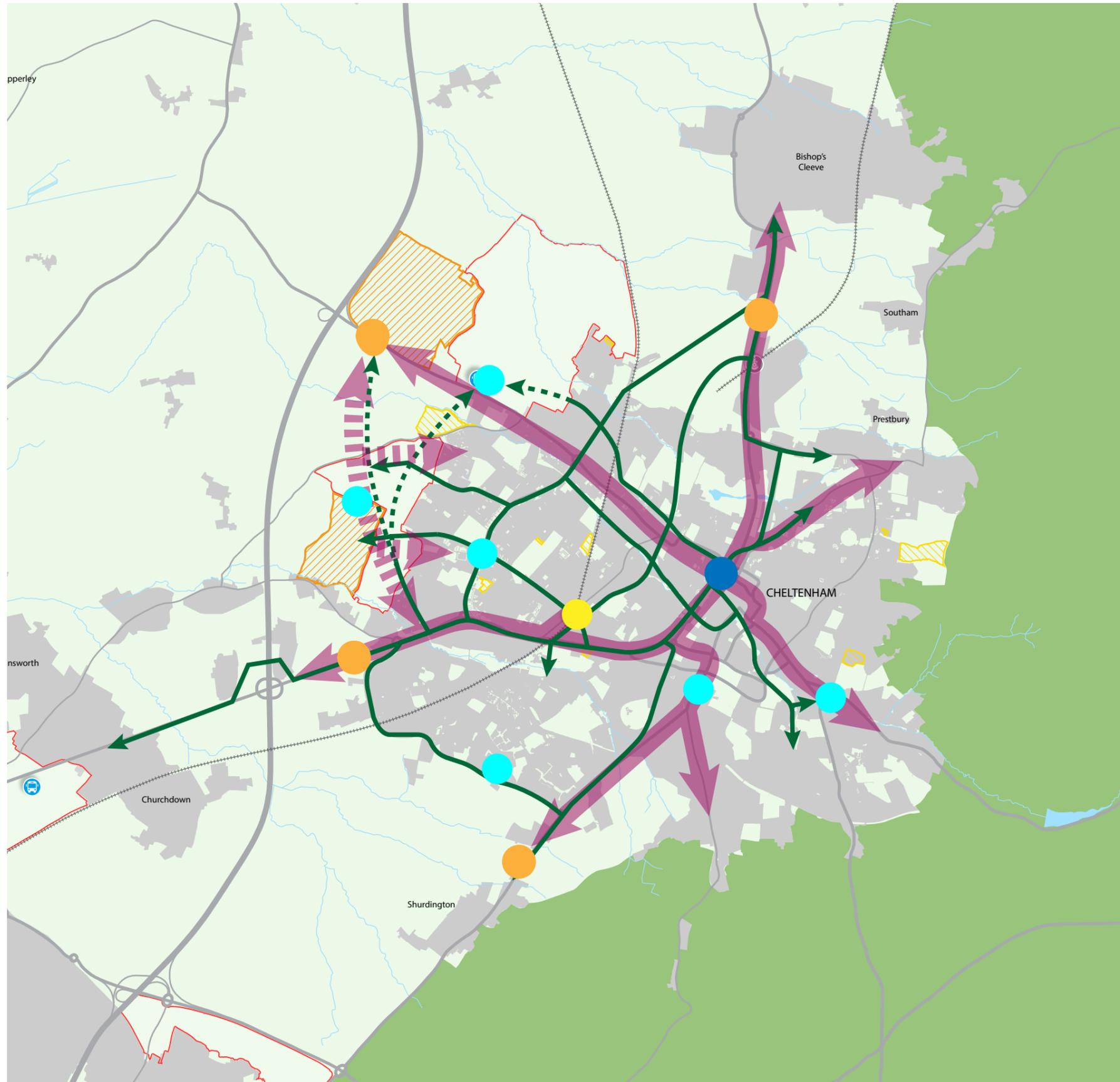
Work with bus operators to develop an 'advanced' partnership (ref bus services act 2015) to;

- Deliver town centre improvements
- Improve relative cost competitiveness of bus to car (in terms of time and costs including parking)
- Improve bus access to Kingsditch area
- Provide high frequency high quality bus services to the new developments in the west of Cheltenham
- To improve access to real time information and simplify ticketing and payment (e.g. contactless) and investigate multi-operator ticketing across CSV
- Support the development of cross-town bus services
- Explore opportunity to provide a bus gate/priority between Cyber park and West Cheltenham

BEHAVIOUR CHANGE

Behaviour change programmes are also important to encourage the use of public transport. The key opportunities in Cheltenham are:

- Travel planning in new developments
- Travel planning in key areas of employment
- The promotion of new facilities and routes e.g..Park and Interchange or Town Centre Interchange
- Working with bus operators and promoting high quality and high frequency routes



- Bus Core - Main Street
- Indicative bus route
- Cycle Cheltway - Indicative Network
- Park & Interchange
- Town Centre Interchange
- Tran Station Interchange
- District Centre & Micro-Hubs

RAIL

Cheltenham is located on the main railway line between Birmingham and Bristol. It has good links to these major centres, a frequent local service to Gloucester and a direct service to Worcester approximately every two hours. The two most significant destinations from Cheltenham by rail are Bristol and Birmingham. The two most significant departure points for arrival at Cheltenham are Bristol and Birmingham. The link to London and the Thames Valley is also economically important. Although the rail station and access by rail is important it is also important to remember that the proportion of people who travel by work to and from Cheltenham by rail is relatively small.

CHALLENGES

Although there are good links to major centres local rail services are limited in terms of frequency and capacity. The service which stops at Ashchurch for example only runs every two hours approximately. The destinations served from Ashchurch are also inconsistent. Sometimes the stops are on Cardiff – Nottingham trains, others are on the Worcester to Bristol route and the gaps in services for specific locations can be significant.

The location of the station and the street network between the station and the town centre make achieving legible and integrated access to the town centre from the station difficult although the current station access and wayfinding could be significantly improved. The Honeybourne line provides a link but again the access to the Honeybourne Line from the station is indirect.

The sense of arrival at the station and quality and legibility of interchange is poor. The station facilities and quality also needs enhancement. There is also some tension between the need to provide car parking versus providing a high quality sense of arrival and multi-modal interchange

The current platform capacity/arrangement places some limitations on service patterns. For example if Metro West were to be extended to and terminated at Cheltenham further

platform capacity would be required.

APPROACH

The proposed approach to rail is to look comprehensively at the station and its context to improve sense of arrival, access, and facilities. In advance of this the economic benefits of, and opportunities for, improvements to service patterns should be also be explored.

STATION MASTERPLAN

The current station has a set of issues which range from the poor sense of arrival through to possible constraints on service provision as a result of the platform arrangement. There are also a set of design tensions for example between the provision of car parking and improved sense of arrival and access to the Honeybourne Line. The way to resolve these tensions is through the development of a comprehensive masterplan which looks at both the detailed station arrangement and the stations context including the wider movement context and wayfinding to the town centre.

The masterplan also needs to include clear delivery plan which identifies funding and delivery mechanisms.

The sketch shown on the opposite page illustrates one idea for the transformation of the station forecourt. This would transform the sense of arrival and interchange by providing a high quality public space in the area immediately in front of the station entrance.

RAIL SERVICES AND ECONOMIC IMPACT

Prior to developing a comprehensive station masterplan the opportunities for and economic impact of improving rail service levels should be explored. Network Rail will need to be consulted and the Train Operating Companies and / DfT with the goal of setting the specification for whatever replaces the

GWR franchise in the post Williams review period.

The Metro West is currently proposed to run to Yate and possibly Gloucester. Extending to Cheltenham should be an “ask”.

Removed boundary wall to station car park and provided a new bus/interchange on/ adjacent to the Queens Road carriageway

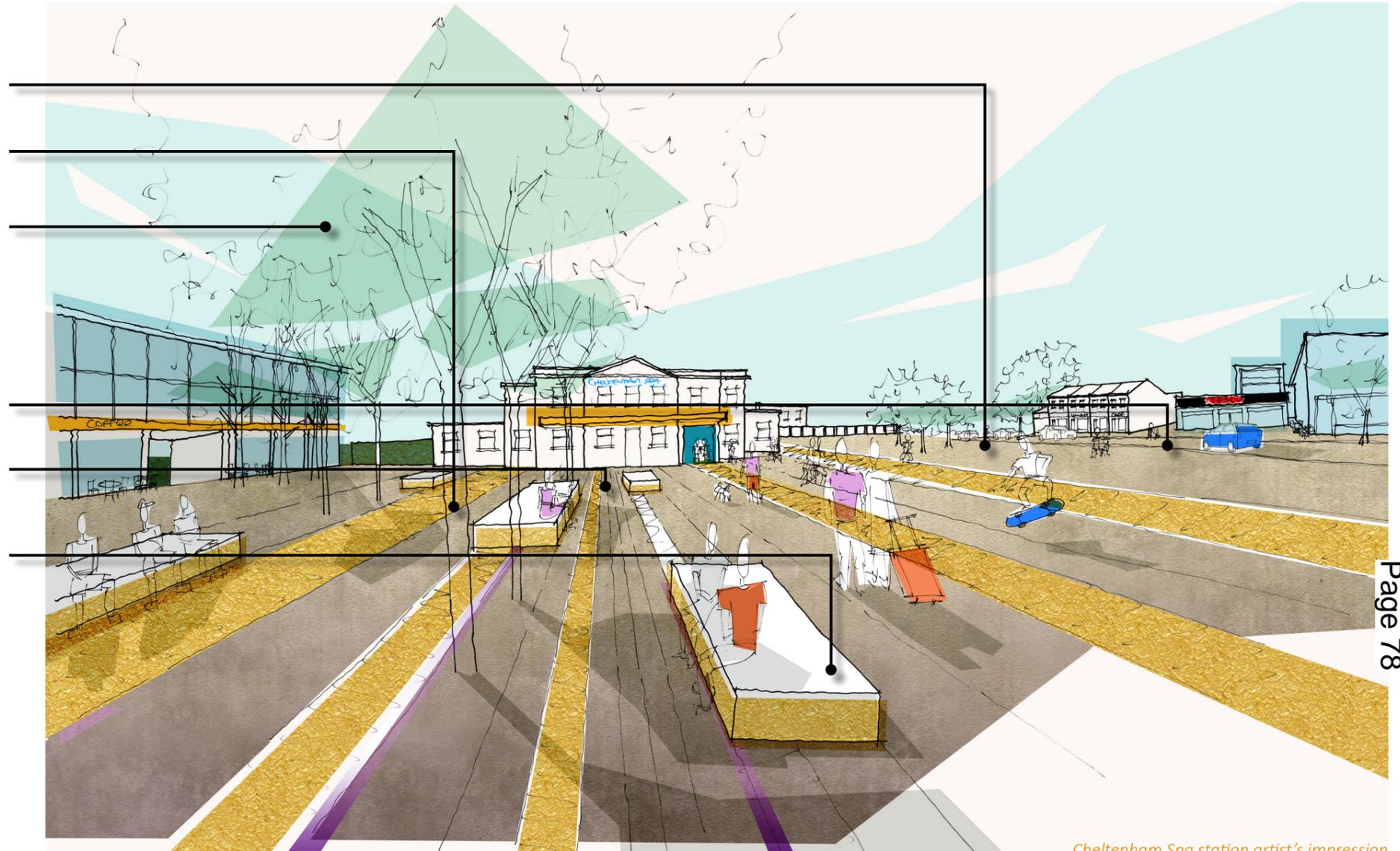
Paving to highlight desire-lines between station entrance and the Honeybourne Line

Existing tree planting

Defined vehicle route through the square

Defined central square with high quality surface paving to create an exciting new arrival space in front of the station

New central features to create focal point to the square



Cheltenham Spa station artist's impression



Cheltenham Spa station existing situation

SERVICING AND FREIGHT

Ensuring deliveries can work efficiently and effectively is critical for the businesses and people of Cheltenham. However the number of delivery vehicles has increased significantly over the last few years and delivery vehicles also contribute to poor air quality.

Reducing the impact of deliveries on traffic volumes and air quality will require joint working with delivery companies and local businesses to enable efficient effective deliveries and servicing whilst limiting their impact

It is also clear that HGVs need to travel through the urban area to access areas such as Kingsditch. This could be significantly reduced by an all movements junction 10.

CHALLENGES

The number of deliveries in urban areas has increased significantly as on line shopping has increased. Deliveries also continue to be required to businesses and shops.

Advisory freight routes are also identified which run through the town centre and urban area including the A40. Although access to the town by freight is required there are parallel routes such as the M5 for north south freight which would be more suitable.

APPROACH

The approach to servicing needs to ensure business needs are accommodated whilst also limiting the impact of servicing on the urban area.

TRAFFIC MANAGEMENT - LIMITING DELIVERY TIMES IN SENSITIVE AREAS

This already happens to some extent. Limitations on delivery times are useful in a number of contexts. Firstly, in bigger centres such as the Town Centre where avoiding deliveries at the busiest times ensures that conflicts between service vehicles and pedestrians/ cyclists and in a more general context street space

is limited. Secondly, where there are residential areas close to where deliveries are taking place (usually smaller parades of shops) it may be important to ensure deliveries don't happen at times that are antisocial.

TRAFFIC MANAGEMENT - ADVISORY FREIGHT ROUTES

Advisory freight routes run through Cheltenham, including through the town centre. Although access to the town is clearly required consideration should be given as to whether it is necessary for longer distance advisory freight routes to pass through the town itself.

FREIGHT CONSOLIDATION AND DELIVERY PICK UP POINTS

The opportunities for freight consolidation should be explored. This may work at different scales and in particular opportunities for enabling last mile deliveries to the town centre by sustainable modes should be explored.

The provision of local pick up points for deliveries at the proposed Interchange locations could also form part of this mix. One of the key drivers for the significant increase in deliveries has been internet shopping and supporting the provision of delivery 'pick up points' at convenient 'en route' locations may help reduce this impact.

WORKING WITH FREIGHT COMPANIES

The delivery of freight consolidation and any changes to advisory freight routes will require working with representatives of both national freight companies and those that have a strong local presence.

KEY ROUTES - INVESTING IN KEY INFRASTRUCTURE TO LIMIT THE NEED FOR THROUGH HGV TRAFFIC

Strategic highway investment can also influence the routes freight can take. Providing an all movements junction 10 on the M5 will for example provide direct access to the Kingsditch area

of Cheltenham from the south limiting the need for freight traffic to travel along Princess Elizabeth Way and through residential areas.

PRIVATE VEHICLES

Although Cheltenham has a healthy non car mode share for internal trips for journeys to work there are still a significant number of people who drive for trips within Cheltenham, some for very short trips. There are also a significant number of people who drive to or from Cheltenham for work and to the town centre and retail parks for shopping. Significant growth is planned which is focussed on the western edge of Cheltenham and these developments will increase the demand for travel.

The key radial routes already suffer significant congestion during peak periods and air quality is poor in some locations. There are also areas where noise levels are a concern. More widely the levels of use of private vehicles impacts on the quality and safety of neighbourhoods and the town centre. Increasing the capacity of the highway network is not possible in many urban locations without harm to communities and urban fabric.

There will always be a need for private vehicles and for individual transport. Cars currently play an important role in getting people around but they also cause wider negative impacts and are not an efficient use of highway space where one person only occupies the car. Car drivers (and passengers) are also affected by congestion and delay which can only be solved by responding to the wider concerns identified in this strategy.

Despite the congestion during (mainly) peak periods Cheltenham is currently relatively easy and attractive to drive around and parking is readily available in the town centre, at the retail parks and at many employment sites. The car is therefore a more attractive option for many than non car modes.

Notwithstanding the broad approach of encouraging sustainable modes and focussing investment on these, there is an opportunity to improve the efficiency of car use by promoting and encouraging car sharing.

It is also important to remember that although the car/individual motorised transport is likely to always play a role in Cheltenham not everyone has access to a car or is likely to in the future. Looking at the census data from 2011 the population of

Cheltenham at that time was 115,732 of which c 93,000 people were old enough to drive and c 22,000 young people and children were not. This population had access to 60,467 cars . This illustrates that approximately one third of the driving age population either did not have a car or did not have a car for their sole use.

There were also c. 11,000 out of c. 51,000 households who had no car at all. So in 2011 c 21% of households in Cheltenham had no access to a car. This is unlikely to have changed significantly.

In considering the approach to be taken to addressing the issues facing car drivers it is therefore important to remember that a significant proportion of the population have no access to a car.

CHALLENGES

Addressing the negative impacts of car use needs to be balanced against the genuine need for some people to use a car. From the data it is clear however that there is a significant opportunity to mode shift towards more efficient, sustainable and active modes of transport. There are also a set of critical 'drivers for change' which require a change in transport behaviour to accommodate growth and address health issues, environmental impacts and townscape quality. The key challenge is therefore to drive this shift towards efficient, sustainable and active modes whilst also retaining appropriate access by car.

APPROACH

The proposed approach to private vehicles is to acknowledge they have a role to play but to ensure that cycling and bus use in particular are encouraged and can compete effectively for most users. However notwithstanding the focus on sustainable modes there is an opportunity to improve the efficiency of car use through promoting car share. Network management improvements will help all modes but particularly the car and bus and a shift towards electric vehicles will help reduce the environmental impact.

KEY ROUTES - WITHIN THE URBAN AREA

Limited investment should be made to increase vehicle capacity other than to access and service new development and address key pinch points. This means that increasing the capacity of the existing highway network to accommodate increases in traffic is only appropriate in very limited locations. Opportunities to provide road space for more efficient modes of transport such as cycling, buses and potentially car share should be taken.

TOWN CENTRE ACCESS AND ROUTING

Cycling and using the bus need to be at least as convenient as the car. In the town centre this will mean that buses need to be able to take more direct routes and segregated cycle access will need to be provided to the heart of the Town centre. This will mean that car drivers may have to take less direct routes.

CAR PARKING

The availability and price of car parking needs to support the strategy. Driving (as a single driver) and parking needs to be more expensive and less convenient than using the bus or car share.

INTERCHANGE

The proposed Park and Interchange sites will encourage car drivers to transfer to sustainable modes as they come into Cheltenham. Micro Park and Interchange, where appropriate, will also support this.

SHIFT TO ELECTRIC VEHICLES

Supporting the shift to electric vehicles will also help reduce the environmental impacts of car use including.

BEHAVIOUR CHANGE

Behaviour change programmes are proposed to encourage car drivers to use other more sustainable and efficient modes of transport for some or all trips.

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6 | Delivery

DELIVERY

The previous sections of the document have set out the drivers for change or the reasons why the way people move around Cheltenham needs to change and a set of mode based strategies. This section describes the key programmes needed to deliver these strategies. The structure of the programmes reflects the fact that individual modes do not live in isolation either in terms of the spaces they use or journeys people take.

The diagram on the opposite page provides a summary of the way that the drivers for change; mode based strategies and programmes fit together.

PROGRAMMES

The proposed programmes of work fall under the following headings and are described in the following sections. Where it is possible at this stage to identify a broad cost envelope this is also included.;

STRATEGIC CONNECTIONS

LIVEABLE STREETS

CYCLE CHELTWAYS

INTERCHANGE AND PUBLIC TRANSPORT

BEHAVIOUR CHANGE

TECHNOLOGY AND INFORMATION

ROLES AND RESPONSIBILITIES

Delivering Connecting Cheltenham will only be possible through partnership working but it is also important to identify key roles and responsibilities.

GLOUCESTERSHIRE COUNTY COUNCIL

Gloucestershire County Council are the Highway Authority. They are responsible for the development and delivery of the

Local Transport Plan and they will be the lead authority for the delivery of all major transport works that affect the highways or future 'liveable streets' of Cheltenham. They also lead the negotiations with developers on transport and street adoption and are responsible for highway maintenance. They therefore have a critical role in what will be the incremental process required to deliver Liveable Streets and a step change in the levels of use of cycling and public transport.

It is important that all decisions and works (capital and revenue) affecting the highways within Cheltenham whatever the scale and complexity consistently apply the principles of Liveable Streets and respond to the aspirations of this strategy. It is also important that scale of investment in cycling and the investment programmes to support public transport are appropriate to deliver the scale of ambition.

CHELTENHAM BOROUGH COUNCIL

Cheltenham Borough Council are the planning authority. In terms of transport they work in partnership with the County to influence transport investment and develop funding bids. They have a key role in influencing and guiding the approach to transport investment and management to ensure the Cheltenham's aspirations are delivered.

Design review is a material consideration in the planning process and provides independent design advice that aims to help drive up design standards.

For transport projects that require planning consent and new development that includes new streets the Borough Council can seek design review to help increase design quality.

The Borough Council could also seek design review of transport projects that do not require planning consent but have a significant impact on Cheltenham's important townscape and landscape. This would require the agreement of the County Council.

PUBLIC TRANSPORT OPERATORS

Public transport services (bus and rail) are predominantly run by private operators. Driving up public transport use is a shared objective which will require coordinated investment from both public and private sectors. In terms of the private sector operators there are key areas which they will need to take forward including investment in less polluting vehicles and the development of multi-operator ticketing.

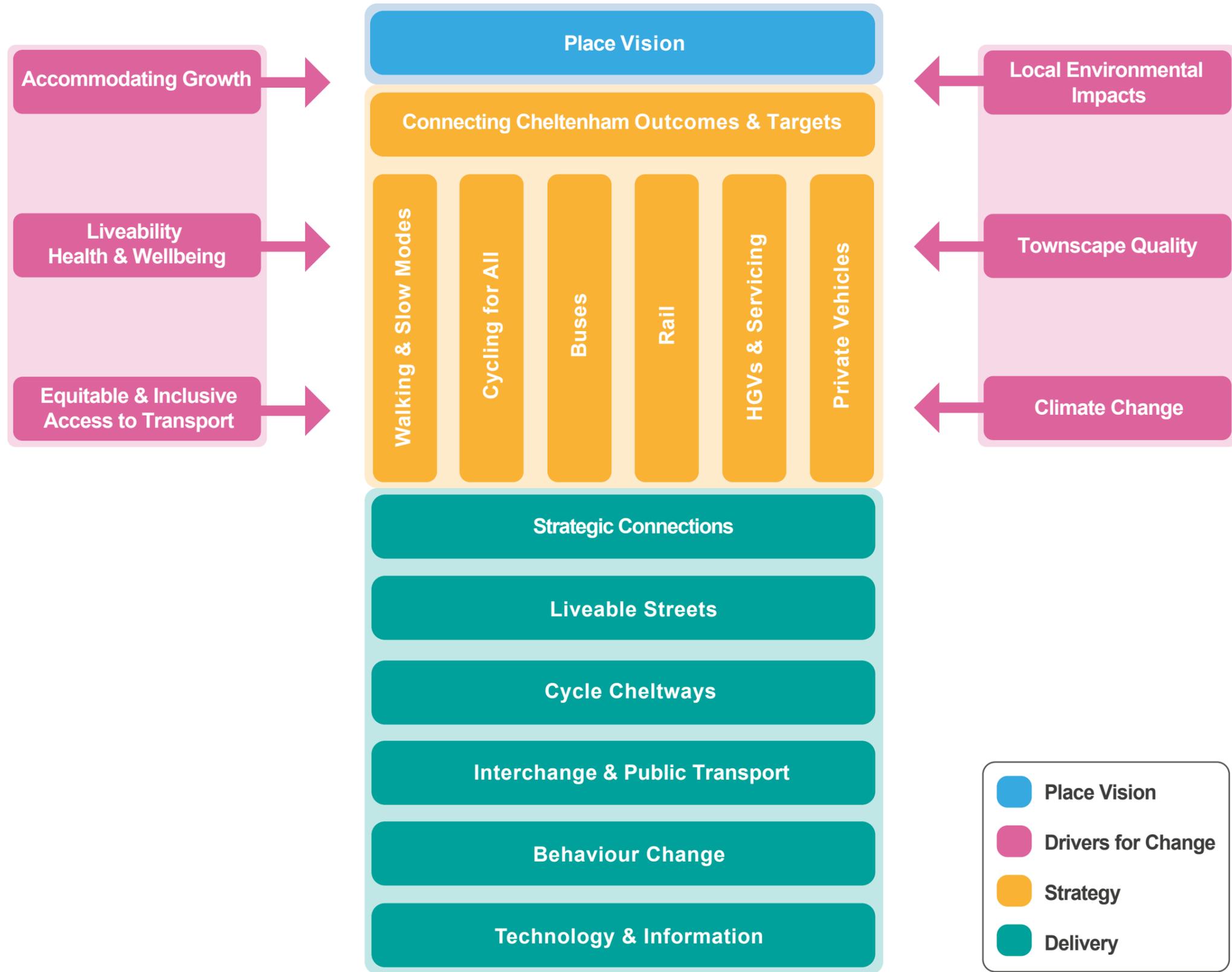
COMMUNITY ORGANISATIONS

Local communities also have a key role delivering Connecting Cheltenham. Communities have a role influencing what is included in transport strategies and delivery plans and also the projects as they come forward through consultation and engagement.

There is also an opportunity to enable communities to lead and deliver small scale street projects and events which contribute to Liveable Streets.

HIGHWAYS ENGLAND

Highways England are responsible for the trunk road and all capital and maintenance projects on it.



STRATEGIC CONNECTIONS

The strategic connections between Cheltenham and other urban areas are vitally important for Cheltenham's economic health. This strategy does not deal in detail with these connections but rather identifies their importance and the further work ongoing or required;

STRATEGIC CYCLE LINK - GLOUCESTER

Work is ongoing to develop the strategic cycle link between Bishops Cleeve, Cheltenham and Gloucester. This is an important link and would connect into the Cycle Cheltways network. It will also provide access to the Park and Interchange site at Arle Court. The cost of this link can be anticipated to be £5 to £20 million band.

JUNCTION 10

Junction 10 of the M5 does not currently allow all movements. Vehicles coming to Cheltenham from the south therefore have to use junction 11 as their only motorway access to Cheltenham. For access to Kingsditch Industrial estate this puts pressure on Princess Elizabeth Way and routes HGV traffic through the urban area. The development of North West Cheltenham and west Cheltenham will add further travel demand and improving both Motorway access capacity and resilience will support the delivery of these areas of development whilst helping mitigate their impact on the existing urban area.

RAIL SERVICE ENHANCEMENTS

In parallel to developing a comprehensive station masterplan the opportunities for and economic impact of improving rail service levels should be explored. Network Rail will need to be consulted and the Train Operating Companies and / DfT with the goal of setting the specification for whatever replaces the GWR franchise in the post Williams review period. The options and economic benefits of improvements to rail service patterns and

the consequential infrastructure requirements at and around the station will also need to be explored.

The Metro West is currently proposed to run to Yate and possibly Gloucester. Extending to Cheltenham should be an "ask".

OXFORD - CAMBRIDGE CORRIDOR

A considerable amount of work is being progressed to develop improved road and rail connections and open up new areas for development along the Oxford / Cambridge east west spine.

There are potential benefits for Cheltenham to be better connected to the east and the options for and benefits of this should be explored.

CENTRAL SEVERN VALE - STRATEGIC BUS ROUTES

There is a need to improve public transport take up across the wider Central Severn Vale both to accommodate and provide access to areas of growth and also encourage mode shift more widely. A plan to deliver this strategic public transport core should be developed in parallel to the next stage of the development of the Joint Core Strategy.

LIVEABLE STREETS

Delivering Liveable Streets is important for a range of reasons including mode shift, accommodating growth, improving health and maintaining and enhancing the character of Cheltenham.

Liveable Streets is an approach that will be delivered incrementally. All interventions in the highway should be designed to support the delivery of Liveable Streets.

The diagram on the opposite page illustrates the characteristics that will make Liveable Streets in Cheltenham..

The following page describes what this means for different street types. The design of cycle infrastructure also needs to take account of the street type and follow best practice. The suggested approach to the provision of cycle infrastructure is also shown.

Specific programmes are proposed to support the delivery of Liveable Streets. These are listed below and described in the following sections. It is however important that ALL interventions in streets including maintenance are aligned with and contribute to the delivery of Liveable Streets.;

SPEED LIMIT STRATEGY

LOCAL CYCLE IMPROVEMENTS

PUBLIC REALM IMPROVEMENTS

COMMUNITY LED PROJECTS SUCH AS PLAY STREETS, PARKLETS ETC.

SEATING AND CYCLE PARKING PROGRAMMES

MAIN STREETS

CHELTENHAM'S LIVEABLE STREETS

WALKING IS ENJOYABLE AND FEELS SAFE FOR ALL AGES AND ABILITIES

CYCLING IS ENJOYABLE AND FEELS SAFE FOR ALL AGES AND ABILITIES

CROSSING IS SAFE AND CONVENIENT FOR ALL

INTERESTING AND IN PLACES DELIGHTFUL

IT IS NOT TOO LOUD TO TALK

GREEN AND WELL LANDSCAPED

THERE ARE PLACES TO STOP, REST AND SOCIALISE

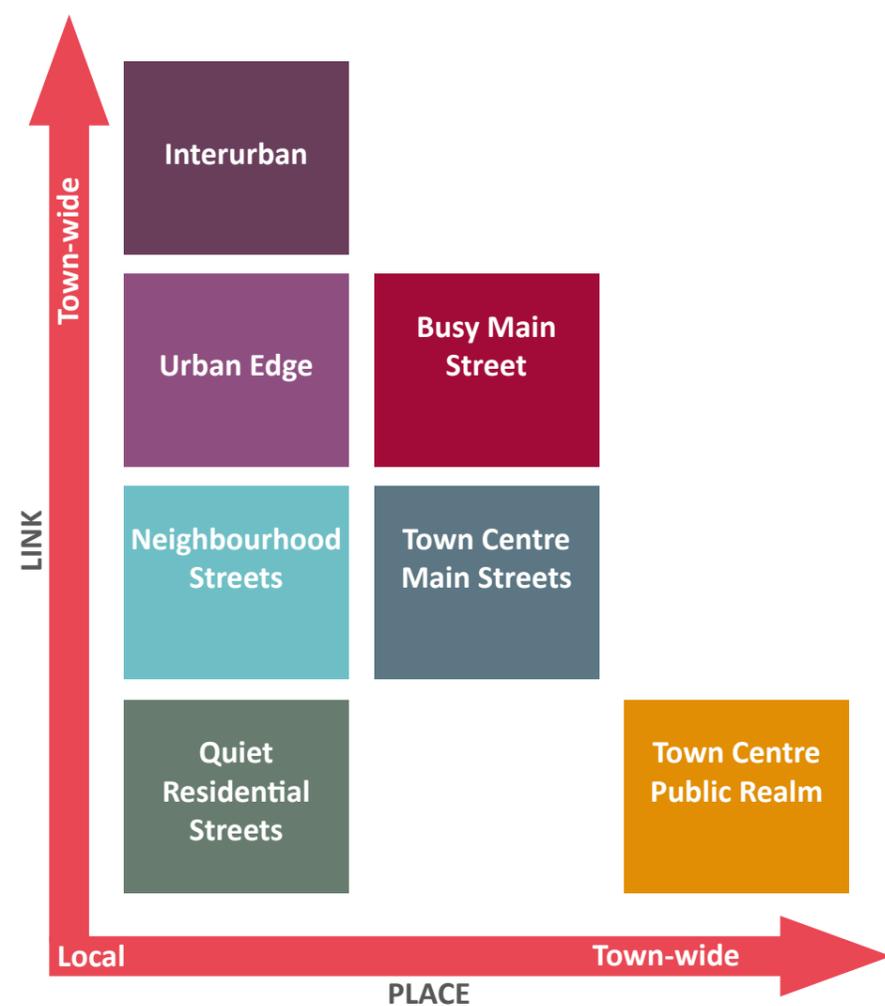
VEHICLES ARE ACCOMMODATED SAFELY AND USED EFFICIENTLY

THE AIR IS CLEAN

LIVEABLE STREETS - STREET TYPES AND CYCLING

The table on page 63 describes the link and place characteristics for the different street types that have been identified in Cheltenham. The diagram below illustrates the street types in relation to a link and place hierarchy. These characteristics can be used to support the development of briefs for any work within streets in Cheltenham. Community led projects are likely to be most appropriate on the streets with lower link functions.

The table to the right illustrates the suggested approach to providing cycle infrastructure on different types of street.



	LOCAL PLACE FUNCTION				MEDIUM PLACE FUNCTION		HIGH PLACE FUNCTION	
DEGREE OF SEPARATION (between cyclists and motorised vehicles)	Interurban	Urban Edge	Neighbourhood Streets	Quiet Residential Streets	Busy Main Street	Town Centre Main Streets	Town Centre Public Realm	Green Space
A. FULL SEPARATION ON LINKS (e.g. cycle track, segregated lane)	✓	✓			✓			
B. DEDICATED ON-CARRIAGEWAY LANES (e.g. mandatory or light segregated lanes)			✓		✓	✓		
C. SHARED ON-CARRIAGEWAY LANES (e.g. advisory lanes, bus/cycle lanes)			✓	✓		✓	✓	
D. INTEGRATION WITH OTHER VEHICLES				✓			✓	
E. GREEN SPACE								✓

	LINK	PLACE
Interurban	40mph - 60mph - provides highway connection to another place May have limited provision for walking and cycling Carriageway widths accommodate large vehicles	Limited place function and limited demand for short trips
Urban Edge	40mph - 30mph - provides approach to town where speeds start to be reduced Carriageway widths accommodate large vehicles Segregated facilities for walking and cycling Signalised crossings for pedestrians and cyclists provided at or close to desire lines	Limited place function but walking and cycling needs to be attractive, pleasant and easy, with safe direct links and regular crossing facilities Streetscape attractive Regular seating.
Busy Main Streets	30mph except in local centres where 20mph considered. Local and through traffic. Need to accommodate walking and cycling across and along them with regular places to cross Side road junctions should have tight radii that discourage vehicles turning at high speed Walking and cycling provision should be segregated where at all possible, in particular where the speed limit exceeds 20mph, with at least 3m width for shared provision Signalised crossings for pedestrians and cyclists provided at regular intervals.	Street should be attractive, for example tree-lined Walking and cycling along these streets should be enjoyable and safe for all ages and abilities Regular seating should be provided including in all local centres.
Town Centre Main Streets	20mph, with segregated provision for walking and cycling. Design should be fully permeable for pedestrians and cyclists - i.e. it should feel safe to cross anywhere even though there will be formal crossing facilities. Signalised or zebra crossings. The use of highway centre lines and other highways paraphernalia is limited - de-cluttered An RPZ could be used to control parking whilst minimising clutter.	Important gateway to the town centre where streetscape needs to be high quality Need to be a safe and attractive for walking and cycling for all ages and abilities Regular seating where people might want to stop or where staying needs to be encouraged. Clear wayfinding
Town Centre Public Realm	Totally de-cluttered. Where vehicle access is permitted vehicles speeds should be 10mph - 20mph depending on use of space Very limited parking / stopping for vehicles provided, some taxi provision Servicing limited to times where pedestrian footfall is low Carriageway width 6-6.5m where access for servicing and/or buses only.	Public spaces of town-wide importance which at least in part are destinations in their own right Seating designed to encourage people to 'stay' Spaces that allow a variety of events and activities
Neighbourhood Streets	Provides access to a neighbourhood and its facilities. 20mph with approx 5.5m carriageway width. Side road junctions should have tight radii that discourage vehicles turning at high speed and service vehicles can generally utilise the whole road width at junctions. The use of highway centre lines and other highways paraphernalia is limited - de-cluttered.	Street should be attractive, for example tree-lined Walking and cycling along these streets should be enjoyable and safe for all ages and abilities Regular seating
Quiet Residential Streets	Segregated footways with cyclists generally accommodated on-street but on-street parking design needs to take account of cyclist safety Entry points onto this network from Main Streets should be designed to manage speeds, e.g. using tight entry radii and side road cross-overs to give priority to pedestrians The use of highway centre lines and other highway paraphernalia is limited - de-cluttered 20mph, with typical maximum 4.1m-5.5m carriageway width	Street should be attractive, for example tree-lined Walking and cycling along these streets should be enjoyable and safe for all ages and abilities
Green Space	3-4m shared surface route with good drainage to avoid ponding Clear wayfinding	Predominantly natural spaces Opportunities to sit, reflect and enjoy nature, or take part in community initiatives such as gardening and food growing

LIVEABLE STREETS - SPEED LIMIT STRATEGY

Existing Speed Limits

The proposed speed limit strategy is at the heart of the proposed Liveable Streets approach in Cheltenham.

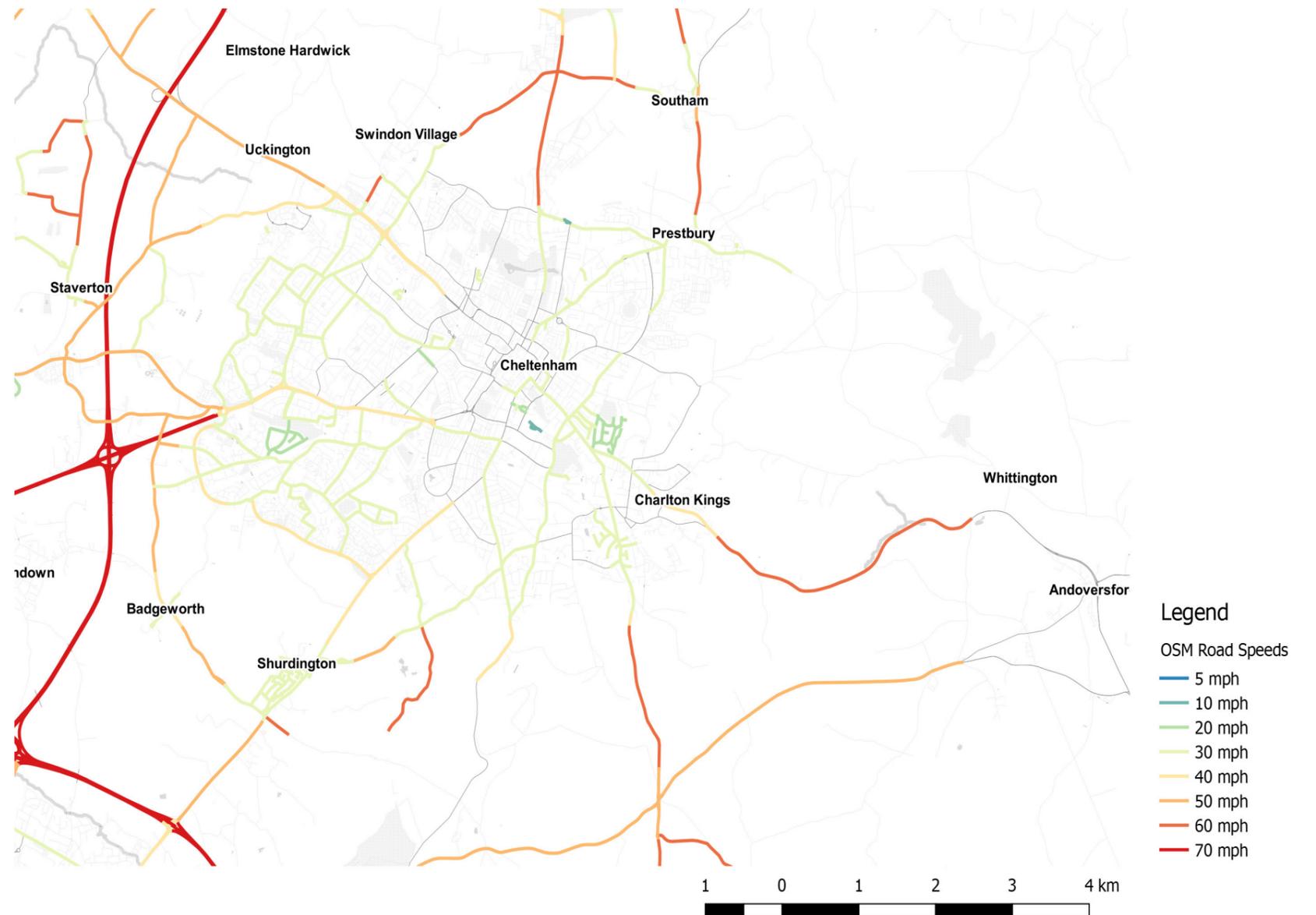
This page sets out a proposed speed limit strategy. This builds on the street types identified on the previous page. The existing speed limits are shown for reference.

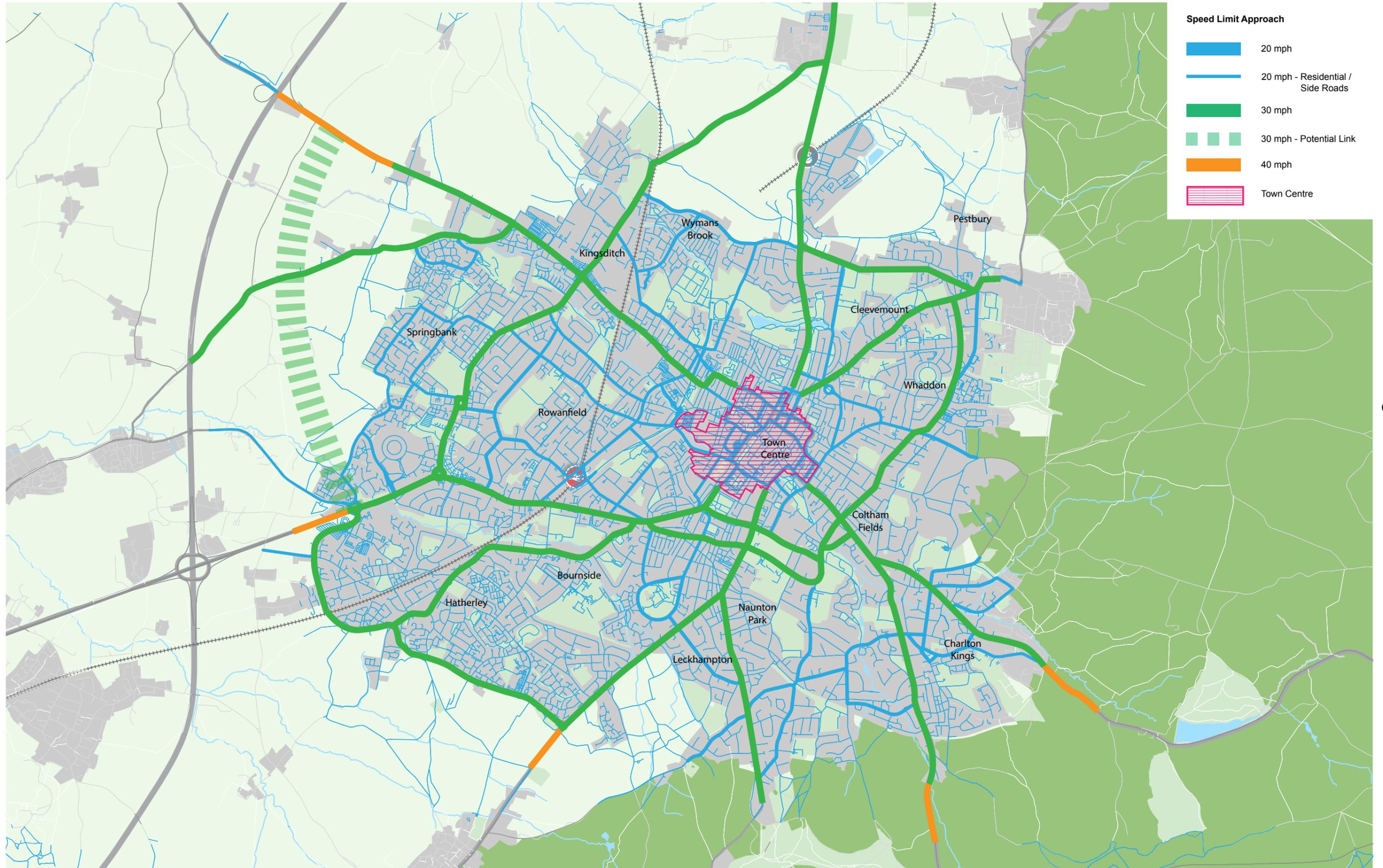
The speed limit strategy seeks to ensure that;

- Speeds are higher on streets which carry ‘strategic traffic’ and vehicles which are travelling longer distances.
- Speeds are lower on streets which provide local and neighbourhood access (most streets).

The delivery of the speed limit strategy can be anticipated to be **below £5 million**.

If this strategy is delivered in a limited number of stages and as a signed only scheme costs can be anticipated to be significantly below £5 million. Cambridge are delivering a similar project in three stages for an advertised budget of £600k.





LIVEABLE STREETS - LOCAL CYCLE IMPROVEMENTS

In addition to providing a high quality cycle network (Cycle Cheltways – see below) at the top of the cycle network hierarchy cyclists need to be enabled to travel from door to door on all streets.

This means that there will also be short links, local connections and specific barriers that will need to be addressed by cycle specific infrastructure in addition to the delivery of the broader liveable streets approach and in particular the speed limit strategy.

This programme of works needs to be developed with communities and cycle groups and should be established as a 5 year rolling programme. <£5million

LIVEABLE STREETS - PUBLIC REALM IMPROVEMENTS

Providing high quality public realm in key locations such as the Town Centre and Local Centres will be key to encouraging their commercial use and walking and cycling to access them.

A programme of key interventions should be established.

LIVEABLE STREETS - COMMUNITY LED PROJECTS

The community have a key role to play activating and humanising local streets through the delivery of events and projects such as play streets and parklets.

A mechanism for establishing a pot of money and bidding process for communities to bid for funding should be established. < £200k

LIVEABLE STREETS - SEATING AND CYCLE PARKING PROGRAMME

Regular seating and cycle parking are both critical to encouraging and supporting people to use sustainable modes of transport.

An ongoing programme of providing seating in key destinations and along key walking routes and cycle parking at key destinations such as centres and schools should be established.
< £200k

LIVEABLE STREETS - MAIN STREETS

The busiest streets can form barriers to people walking and cycling. A programme of providing improved crossing facilities, including side road crossovers and gateways is proposed. This is anticipated to be predominantly focussed on those roads which will have speed limits of 30mph or more and are within the Urban Area. <£5 million for side road crossovers and crossings.

These busy streets are also where the most delay to buses occurs. Working to provide bus priority where possible and reducing congestion will help improve journey time reliability and the attractiveness of public transport.

CYCLE CHELTWAYS

As noted earlier there is a key opportunity to significantly increase cycling in Cheltenham. To do this and increase cycling to the level of local ambition expressed by the proposed mode share target cycling needs to appeal to all. Cycling also needs to be attractive from door to door.

In the section 'Liveable Streets' guidance on the types of cycle infrastructure that should be considered for different street types is provided. This strategy follows the principle that all streets should be cycleable and a three tier approach to achieving this is proposed.

The first two tiers form part of the liveable streets programme which works to ensure that all streets are 'cycleable'. The top tier of the cycle network is proposed to form a branded and signed high quality cycle network that can be used by all which connects key assets and is genuinely attractive to all ages and abilities of cyclist using a wide variety of bikes.

There are some cases on the busiest parts of the highway network in Cheltenham where it is unlikely to be possible to provide the type segregated cycle facility that will appeal to all. In these cases a parallel route should be considered. The Cycle Cheltway indicative network takes this approach to the Tewkesbury Road for example.

The sections below describe the elements of the proposed door to door cycle 'network' and conclude with a description of the proposed Cheltways network.

LIVEABLE STREETS - 1

This reflects the recognition that cycling needs to be attractive door to door and therefore all streets form part of the cycle 'network'. The proposed speed limit strategy and the involvement of communities leading the delivery of small scale street projects and events are the key planks of doing this. These are included in the liveable streets programme.

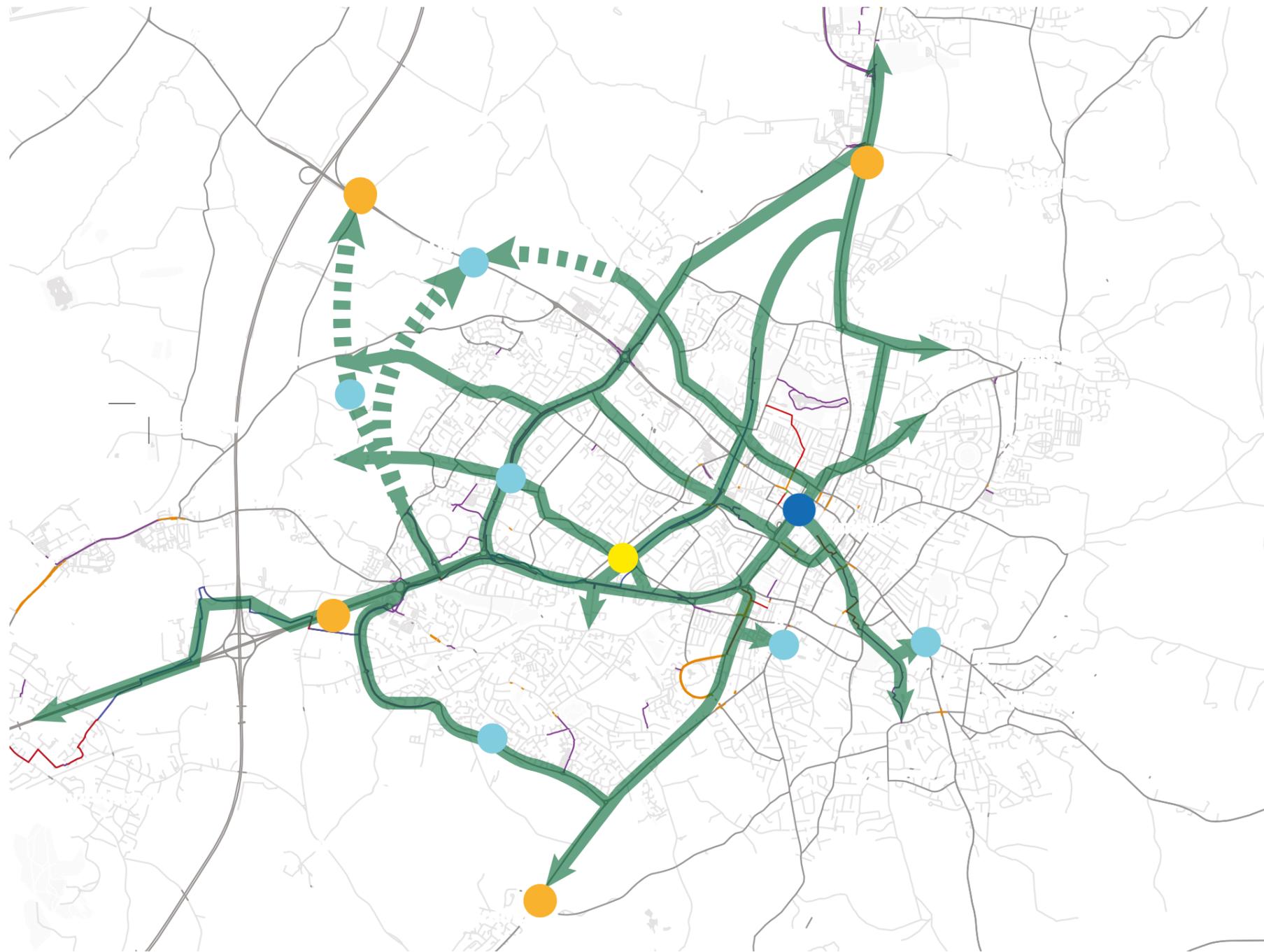
LIVEABLE STREETS - 2

There is also a need to address local barriers to cycling by providing sometimes small or discrete cycle specific interventions. These could include a variety of small projects from crossing facilities through to short stretches of segregated cycleways. These small cycling infrastructure projects are also part of the Liveable Streets programme.

CYCLE CHELTWAYS

At the top of the cycle network hierarchy it is proposed to develop a network of branded high quality cycle routes that connect key assets and provide key north south east west links across Cheltenham. A provisional network is shown opposite and this will need further development through more detailed assessment work. The proposed Cycle Cheltways are proposed to connect key assets including the proposed Interchanges, the Town Centre and key areas of employment.

It is anticipated that the delivery of Cycle Cheltways would be in the upper end of the cost range £5 to £20 million. This is in addition to the likely costs associated with the Bishops Cleeve - Cheltenham - Gloucester cycle route.



-  Cycle Cheltways - Indicative Network
-  Indicative Cycle Cheltways
-  Park & Interchange
-  District Centre & Micro-Hub
-  Town Centre Bus/Bike/Walk Interchange
-  Enhanced interchange facilities at station

Existing GCC Cycle Route

-  Carriageway - Marked
-  Carriageway - Unmarked
-  Dedicated Cycle Path
-  Shared Cycle & Pedestrian Path
-  Sustrans route

INTERCHANGE AND PUBLIC TRANSPORT

An important strand of this strategy is the need to improve the opportunities for and quality of interchange. Ensuring people have attractive choices for all or parts of journeys that are sustainable will support mode shift.

Having a structured approach to interchange and recognising different types of interchange will also help support the development of services and facilities that are usefully concentrated in and around interchanges. These could include transport facilities such as cycle hire and other facilities such as parcel collection.

Four interchange types and their broad locations have been identified for Cheltenham. These are shown on the plan opposite and described below. The Park and Interchange, Town Centre Interchange and Station Interchange are connected together by the Cycle Cheltways and core bus network. The purpose of this is to facilitate interchange to, from and between these modes, walking or the car.

PARK AND INTERCHANGE

Park and interchange would build on the current success of strategic park and ride. It would replace park and ride by widening out its offer to encourage and support interchange from all modes to all modes. Additional facilities such as parcel collection and cycle hire would also sensibly be located in these locations. The Park and Interchange Sites would be connected by the Cycle Cheltways and by a high frequency, reliable, high quality bus network between park and interchange sites, the station and town centre interchange. Secure cycle storage should also be provided and travel information.

Feasibility studies for the sites need to be developed as a first step which explore both site options and also approaches to long term viability and funding. The bus services serving these sites will need to be commercially viable.

TOWN CENTRE ACCESS AND INTERCHANGE

The arrangements for bus pick up and set down and interchange in the town centre have a number of issues. The impact of bus pick up and set down on the Promenade harms its quality as a destination space and limits its use for events. The location of the bus stops also adds to pedestrian congestion on what is one of Cheltenham's premier shopping destinations.

The town centre bus interchange is also effectively split over four sites which makes accessing bus services confusing and inconvenient. The quality of the waiting facilities and sense of arrival into the town centre is also variable and bus routing into and through the town centre is convoluted.

It is proposed that bus interchange should be concentrated in one location which is served by simplified bus routes along two two-way bus 'cores' running approximately north south / east west. This will also support interchange between buses and cycling in particular as it will then be possible to provide high quality and secure cycle parking or cycle hire close to bus pick up and set down. It can also free up the Promenade to enable its further development as a key destination and events space within the town centre

Royal Well is the most obvious location for the bus interchange and this could be served by two way bus cores as indicated on the plan on the following page. This option would need to be confirmed through an optioneering process including further work with the bus operators and detailed assessment of the options for the two way bus 'core'.

STATION INTERCHANGE

The station would be transformed to provide a high quality facilities and sense of arrival, access and interchange between

all modes. An improved relationship to the Honeybourne line and a direct walk and cycle connection to the A40 would be provided and the opportunity for improved rail connections explored. Secure cycle parking and potentially expanded cycle hire (should be provided).

To guide this change the development of a comprehensive masterplan is needed. This would be informed by parallel work-streams to explore the options and economic benefits of improvements to rail service patterns and the consequential infrastructure requirements at and around the station.

The masterplan would also explore access arrangements and the opportunities for public realm enhancements around the station. The role of and requirements for car parking at the station would also be explored.

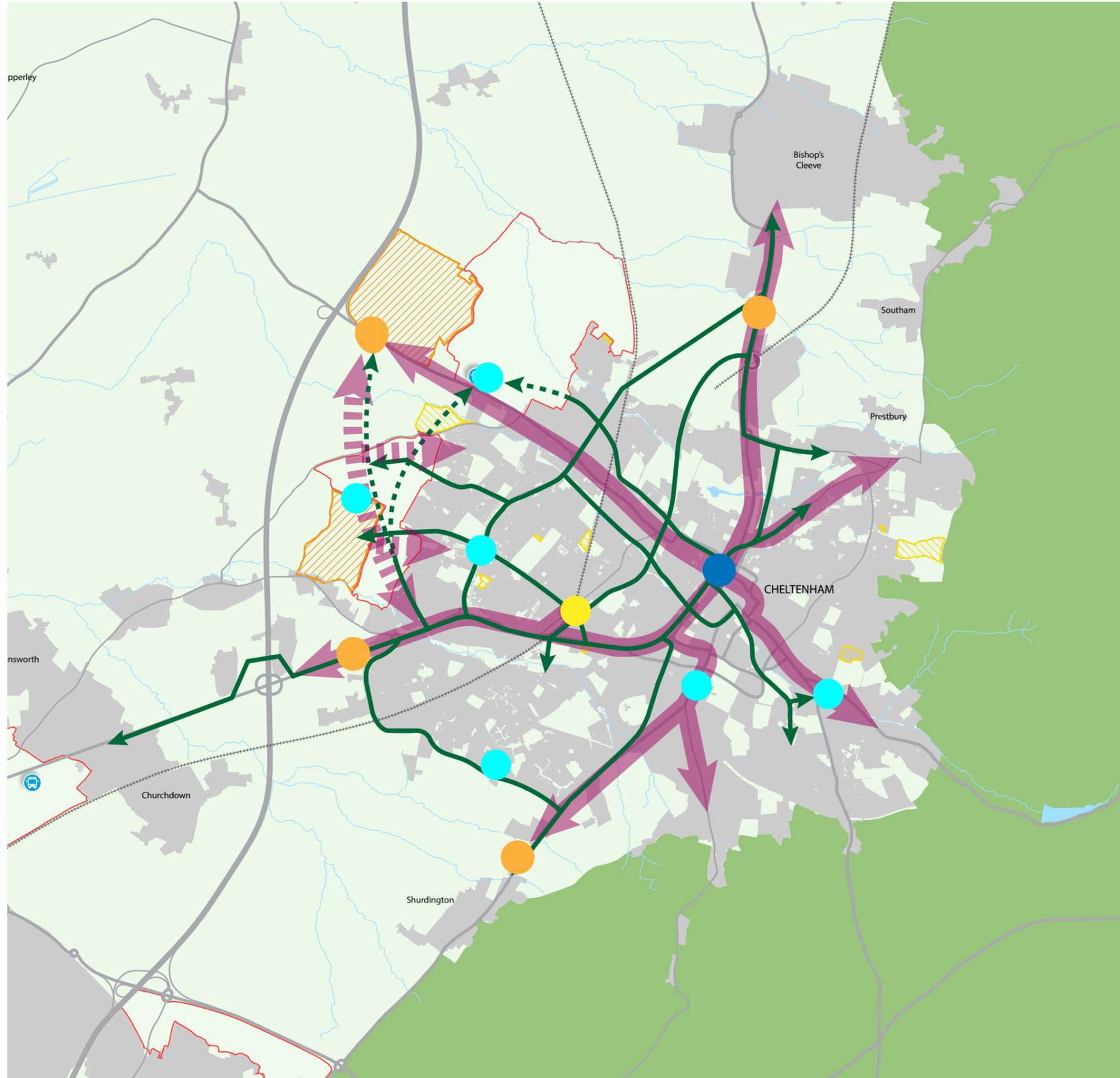
Further detail about the issues and opportunities for the development of the station interchange are contained on the following pages.

DISTRICT CENTRES AND MICRO-HUBS

The opportunities for lower order or local interchanges also need to be recognised. The details of each of these interchanges is likely to be different but should include safe and secure cycle parking. The provision of micro park and ride could be considered where the interchange is located within a larger local centre with significant parking such as Coronation Square. Travel information should also be provided.

PARTNERSHIP WORKING

As identified in the mode based strategy for buses partnership working will be key to delivering a significant increase in levels of bus use.

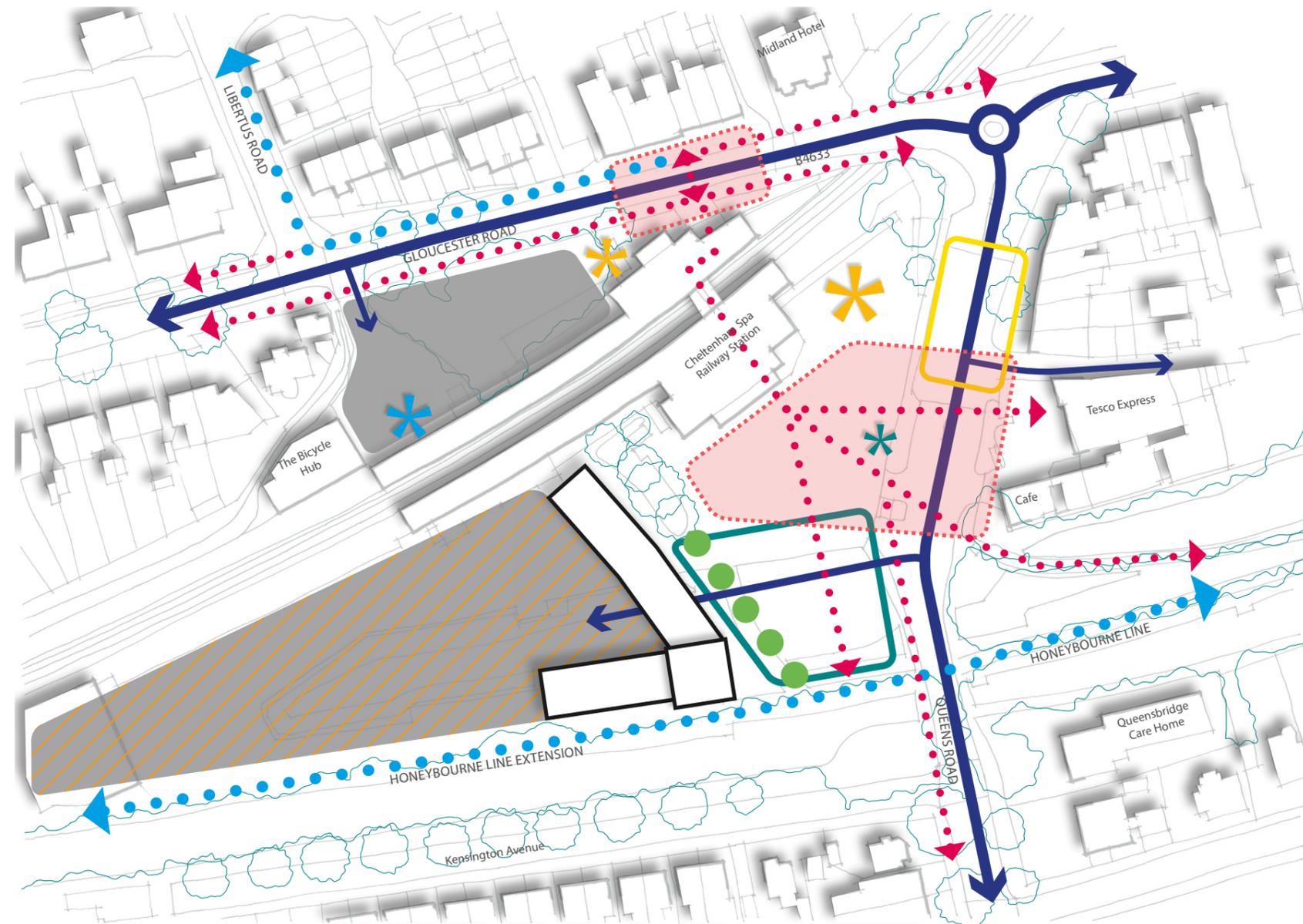


-  Bus Core - Main Street
-  Indicative bus route
-  Cycle Cheltway - Indicative Network
-  Park & Interchange
-  Town Centre Interchange
-  Tran Station Interchange
-  District Centre & Micro-Hubs

STATION INTERCHANGE

Cheltenham Spa Railway Station is a small, two-platform station serving the Birmingham-Bristol mainline. Located approximately one mile from the town centre, the railway station is currently accessible via the existing road networks as well as the Honeybourne Line pedestrian/ cycle route, providing direct pedestrian and cycle connections to both the town centre and north Cheltenham. There are a number of opportunities to significantly improve the station which are listed below and illustrated to the right. A sketch visualisation of an improved forecourt is shown on the opposite page.

- **The allocation of use areas** - separating concentrations of activities such as the bus interchange, taxi rank, station car parking and pedestrian arrival spaces, ensuring the station itself is legible and easy to navigate.
- **Creating visual and physical connections with the Honeybourne Line** - as the most direct pedestrian friendly link between the station and the town centre, creating a high quality enclosed public realm to draw visitors towards Honeybourne Line will be important for the increased legibility and sustainable use of the station.
- **Heightening the environment to the rear of the station** - this failing space will heavily benefit from a high quality public realm scheme that brings the station and the retail provision opposite together into a single space.
- **Extending the cycle network** - potential projects such as the extension of the Honeybourne Line and the creation of cycle routes to connect with Coronation Square and wider west Cheltenham are crucial to promote cycling as a competitive mode of transport.
- **Development opportunities** - Opportunities exist to maximising the topography of the existing car park to provide a decked car park and provide some outward facing development to enclose the new station square and overlook the Honeybourne Line extension.



Cheltenham Spa station design opportunities diagram | 1:1250 @ A3

LEGEND

- | | | |
|--|-----------------------------------|------------------------------|
| ●▶ Pedestrian/ cycle movements | □ Bus stop/ interchange zone | ✱ Cycle parking |
| ●▶ Cycle priority movements | ■ Car park | ○ Existing trees/ vegetation |
| ▶ All vehicle movements | ▨ Opportunity for decked car park | ● Proposed tree |
| □ Proposed development to enclose the square | ● Proposed tree | ✱ Public art feature |
| ▨ Square/ pedestrian priority space | ✱ Public art feature | ✱ Electric charging points |
| □ Landscape space | ✱ Electric charging points | |

0 50 metres

Removed boundary wall to station car park and provided a new bus/interchange on/ adjacent to the Queens Road carriageway

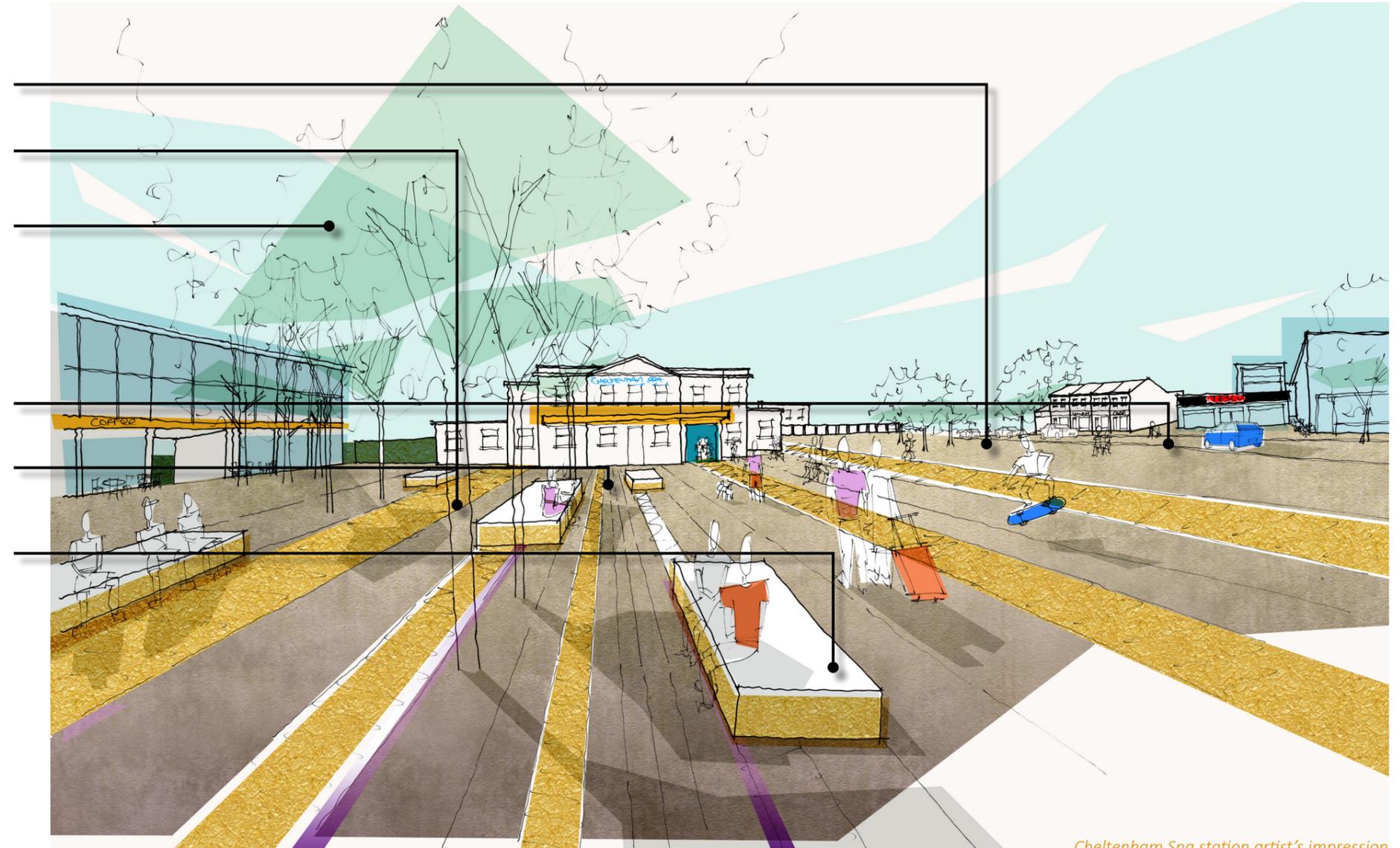
Paving to highlight desire-lines between station entrance and the Honeybourne Line

Existing tree planting

Defined vehicle route through the square

Defined central square with high quality surface paving to create an exciting new arrival space in front of the station

New central features to create focal point to the square



Cheltenham Spa station artist's impression



Cheltenham Spa station existing situation

TOWN CENTRE ACCESS AND INTERCHANGE

As noted above there is an opportunity to consolidate bus interchange onto one site within Cheltenham Town Centre and simplify bus routes into two two-way bus 'cores'.

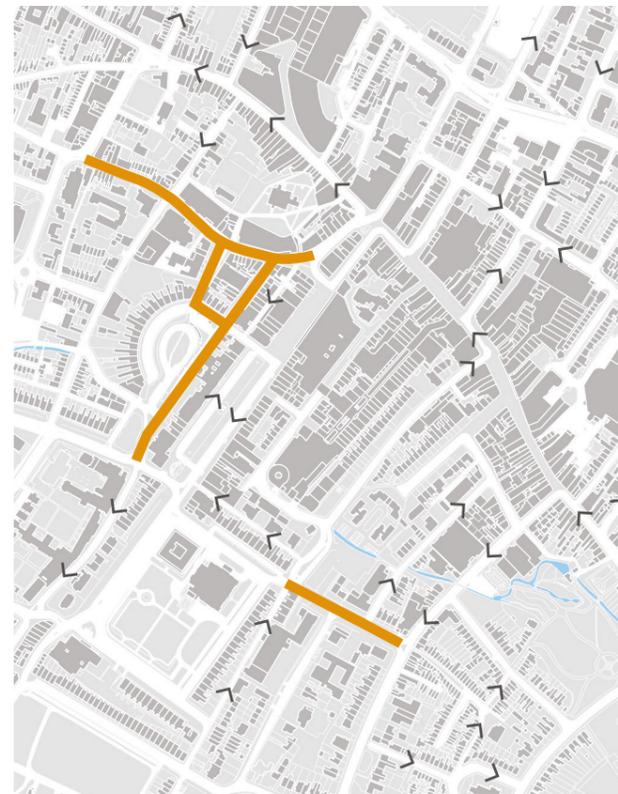
The plan opposite illustrates interchange consolidated onto the Royal Well place site and the development of simplified bus access and routing to support this.

This however may not be the only option and an optioneering process will need to be carried out to identify and assess options for the location of the interchange, traffic management and public realm associated with it.

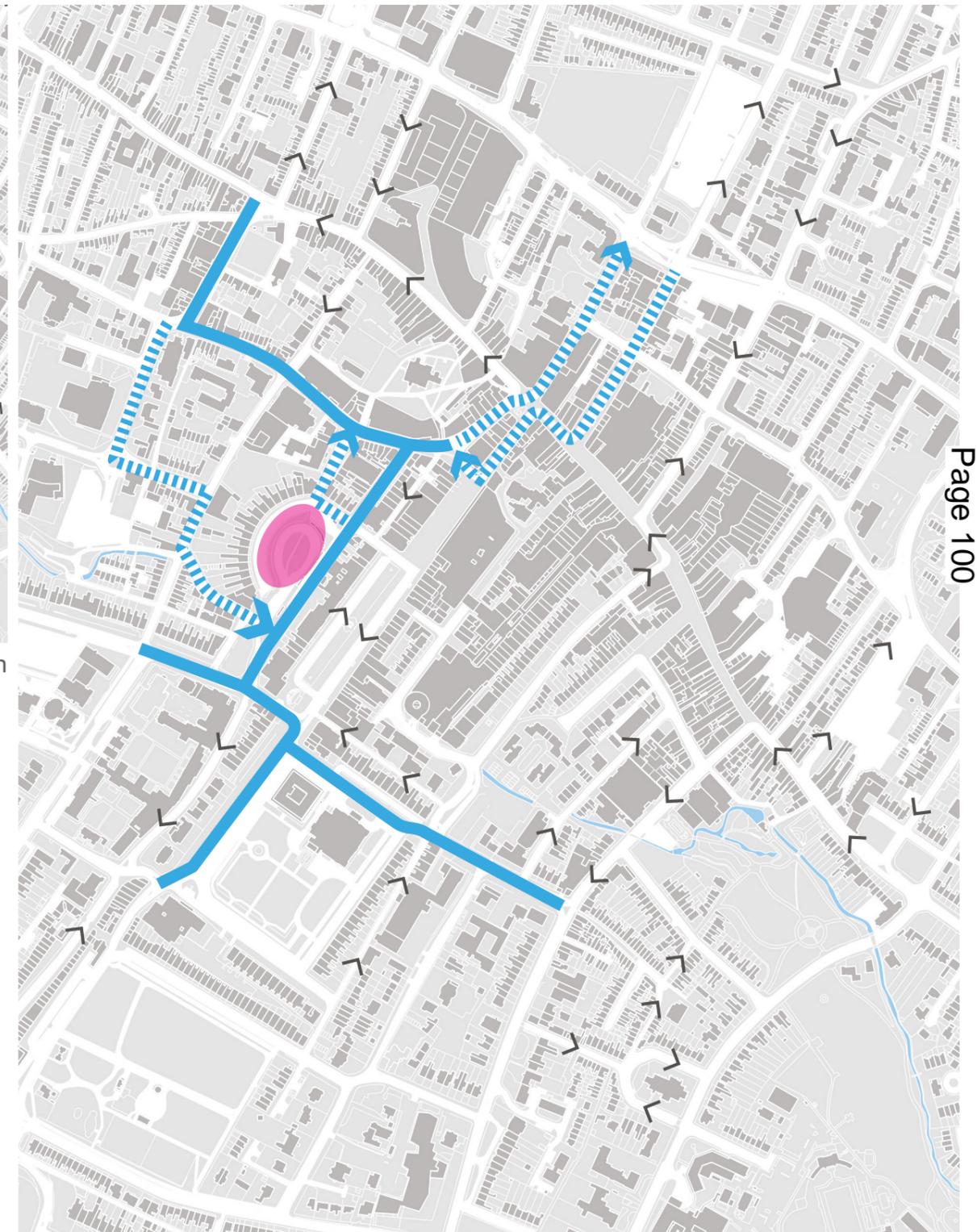
This would significantly improve the legibility of, waiting and interchange environment for the town centre. The sense of arrival will also be transformed.

Removing buses from the Promenade would allow that space to function as a key destination and events space within the town centre.

It is anticipated that the costs would be at the upper end of the cost band £5 to £20 million.



Changes to traffic management indicated in orange



-  One Way Street
-  Two-way Bus Core
-  One-way route as part of a Two-way Bus Core
-  Change to traffic management. One-way to Two-way
-  Central Bus Interchange

BEHAVIOUR CHANGE

A key strand of the proposed delivery strategy is the promotion of behaviour change. These programmes can include a range of approaches to encourage and support people to change their travel behaviour. They can include;

- Awareness raising including of the benefits of active travel.
- Walking and cycling events and activities. These can include community led events such as play streets also mentioned above.
- Incentivisation programmes such as the gamification of walking and cycling through the use of apps.
- Travel planning typically by businesses, other organisations, schools, new developments, stations.

AWARENESS RAISING

Develop a Cheltenham Active Travel brand. This strategy sets out 'Cycle Cheltways' as a potential brand for the top tier of the proposed cycle network for Cheltenham, but an umbrella brand for a Cheltenham active travel hearts and minds campaign will help establish mindset. The brand could be underpinned by an online portal to provide a one-stop-shop for travel information.

Build awareness-raising activities into new developments through travel information welcome packs, taster tickets for local bus services and discounts at local cycle shops. Supporting activities could include personalised travel planning as well as some of the special events listed later. In this way, active travel can be embedded into these communities from the outset.

Develop a marketing and communications approach for raising awareness of new services and new infrastructure, in order to build mindset in anticipation of launch. Communications should seek to keep residents informed and excited from planning through build to completion. The launch of new services and infrastructure should be supported by targeted activities and events. However, the communications and marketing programme

should extend beyond launch, as ongoing awareness-raising activities are more likely than a single one-off launch activity to embed new active travel behaviours.

EVENTS

A range of events can be used to build on the existing walking and cycling culture of the town.

Establish a calendar of annual events to refresh awareness of active and sustainable travel options, as well as existing and new infrastructure. The use of behaviour change activities to support investment in new infrastructure and services is most effective when the behaviour change activities are ongoing,

Establish town-wide events to normalise walking and cycling. A Cheltenham version of Bogotá's famous 'Ciclovía' could see road closures on Sunday mornings on a monthly or even weekly basis, turning the roads over to a range of alternative activities, not limited to just walking and cycling.

Establish a framework to support community-led events, such as play streets, that can allow communities to re-imagine their roads, while enhancing the sense of community and neighbourliness.

INCENTIVISATION

Gamification can provide a way of encouraging walking and cycling through goal-setting, competition and incentive earning. Gamification is typically mediated through apps and websites, such as BetterPoints.

Work with partners to explore the viability of a mobility credit programme. Mobility credits can provide public transport 'tasters', as well as other innovations around ticketing. Credits could be provided by 'carnets', smartcards, or app-based ticketing. Multi-operator ticketing will enhance the value of these tasters by removing an additional barrier to some journeys.

Explore other ticketing innovations with partners to help get

people to use public transport more. With Cheltenham's pedigree with festivals and cultural events, there is an opportunity to learn from the precedent town of Freiburg, where tickets to major events act as public transport tickets in their own right.

TRAVEL PLANNING

Establish activities with local businesses, schools and residential areas to raise awareness of the benefits of active and sustainable travel, as well as highlighting the existing facilities and infrastructure that is available.

TRAVEL INFORMATION

The Cheltenham Active Travel portal can provide a one-stop-shop for travel information, signposting journey planning, and bus and train ticketing and timetable information. The portal could also include information tailored to specific communities and developments.

TECHNOLOGY AND INFORMATION

The application of technology to transport problems is evolving rapidly. Developments include connected and autonomous vehicles and the collection of vast and rich data sets about transport behaviour. It is challenging to know how to respond to this but the following key actions are proposed.

- Ensuring that publicly generated transport data can be made available on a standard platform;
- Enabling the expansion of electrical charging infrastructure
- Working to enable multi operator ticketing
- Developing a clear policy approach to addressing the risk that CAVs and other technologies could lead to increased vehicle numbers through promoting sharing trips.

MAKE THE MOST OF OPEN DATA

Establish a programme to collect mobility data, for example: install cycle counters across the network, taking advantage of cycling infrastructure improvements to do this where possible.

Make data available, open and easily discoverable through a data portal.

Where possible, seek to make data available through APIs (Application Programming Interface), to lower the barrier to access for service developers and innovators, as well as interested citizens. Follow the lead of leading public sector organisations such as TfL in terms of data formats, structure and discoverability.

Data will contain errors. Establish a process to respond to feedback from users of the data and correct any such errors that have been identified.

Ensure that procurement processes include a right to freely

distribute data captured from procured systems including UTC and ITS systems.

The Borough Council should be a consumer of its own data. As such, open data can form part of the approach to measuring outcomes.

ENABLING THE EXPANSION OF ELECTRICAL CHARGING INFRASTRUCTURE

Establish a study to identify a potential charging network to stimulate the move to EV.

Work with the regional Distribution Network Operator to ensure the supply-side infrastructure is in place to support the charging network, and that there is sufficient supply to meet demand.

Work with developers to help deliver parts of the charging network. Seek provision of charging facilities at key locations such as the major employment centres, and town centre car parks to help encourage the adoption of EVs.

WORK TO ENABLE MULTI-OPERATOR TICKETING

Smart and multi-operator ticketing can reduce barriers to travel for individuals, and allow for future innovation around ticketing (including enabling new services such as MaaS.)

Form a partnership with operators and the County Council to deliver multi-operator ticketing, across smartcard, contactless and mobile device platforms.

DEVELOP A CLEAR POLICY APPROACH TO THE RISK OF CAVS AND OTHER TECHNOLOGIES

INCREASING VEHICLE NUMBERS

Although EVs can help to improve local air quality, they can still be used by a single occupier just like any car. It will be important to ensure that any support given to the shift to EVs does not undermine other approaches to encourage car sharing and a reduction in car use for short journeys.

The future of CAVs is yet to be defined. Some predictions envision both a future with increased car ownership (with access opened up to those without a driving licence), while others anticipate a future based around shared mobility, leading to a decline in private car ownership. The latter does not necessarily reduce single-occupancy car use.

A policy approach should be developed that priorities the movement of people rather than vehicles (e.g. by encouraging shared modes); and ensures that transport supports the place vision for Cheltenham, rather than the place having to adapt to transport.

Smart Parking approaches promise to make parking easier and more efficient for its users. The policy should seek to make more efficient use of space through innovations such as smart parking to maintain or reduce current levels of parking provision. This will allow space to be released alternative uses, for example creating more space for pedestrians and cyclists, or for parklets and spill out spaces for local cafés, bars and restaurants.

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7 | West Cheltenham

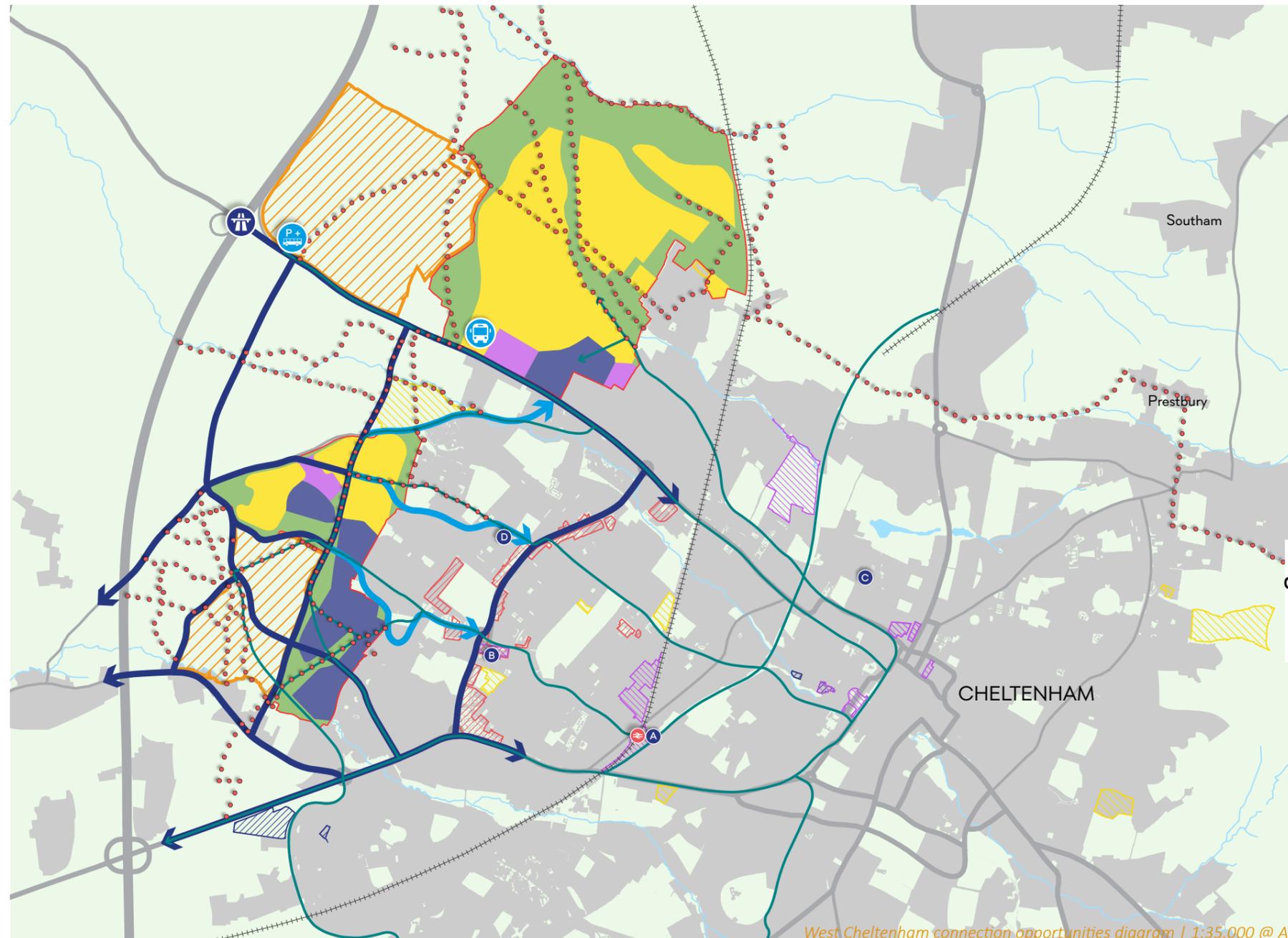
WEST CHELTENHAM

The Joint Core Strategy has allocated a number of strategic urban extensions. These strategic urban extensions include two allocations for West Cheltenham, comprising housing, employment and mixed-use centres as well as strategic green infrastructure and safeguarded land areas. In addition, within Cheltenham's existing urban boundary a number of areas have been identified by Cheltenham Homes for regeneration. Largely these areas of regeneration include existing housing stocks located along the Princess Elizabeth Way corridor.

The plan opposite illustrates a strategy for movement between these allocated urban extensions and wider Cheltenham. Consideration has been given to emerging masterplanning work both within the area of the Cyber Park and West Cheltenham in addition to the Connecting Places Strategy as set out within this document. The emerging masterplanning work is included on the following pages for ease of reference.

This Connecting Cheltenham strategy establishes the principles for high levels of connectivity between these new development areas and Cheltenham's existing urban grain. The proposed movement plan shown here sets out opportunities to promote modal shift by looking at key routes for improved walking and cycle infrastructure as well as which routes could have bus gate priority. In addition, this movement plan has looked beyond these strategic allocations to give consideration to the integration of the safeguarded land areas as well as links to both the new park and ride provision and the improved all-movement junction along the M5 motorway.

In addition the adjacent plan identifies a number of locations for potential urban design and public realm interventions. These sites are located along strategic pedestrian and cycle routes between West Cheltenham and the town centre, and have been selected due to their potential to both integrate with the wider movement strategy as well as achieve far reaching impacts on their local communities.



West Cheltenham connection opportunities diagram | 1:35,000 @ A3

LEGEND

- ● ● Existing public rights of way
- Proposed pedestrian/ cycle priority routes
- Proposed bus only routes
- Proposed strategic all-mode routes
- 🚗 Proposed park and ride (source: Joint core strategy)
- 🚗 Proposed park and ride
- 🚗 Proposed all-movement junction
- 🚗 Railway station
- A Cheltenham Spa Station public realm intervention
- B Coronation Square public realm intervention
- C St Paul's Square public realm intervention
- D Hesters Way public realm intervention

Land use allocations

- 📐 Strategic urban extension site
- 📐 Strategic housing allocation
- 📐 Housing allocation
- 📐 Strategic mixed-use allocation
- 📐 Mixed-use allocation
- 📐 Strategic employment & mixed use allocation
- 📐 Employment allocation
- 📐 Strategic green infrastructure
- 📐 Safeguarded area
- 📐 Cheltenham West Regeneration Site (Cheltenham Borough Homes proposal)

CYBER-HUB MASTERPLAN

The vision for this area includes the following elements:

1) A world class campus - A diverse campus that integrates a diverse mix of uses and people. A 24/7 campus will enable leading cyber businesses and innovators alongside academic facilities dedicated to cyber and digital technologies.

2) Good connectivity - An accessible development that is physically, digitally and culturally integrated.

3) High quality residential - An inclusive community of approximately 3000 new homes that provide varied, affordable and flexible tenancies.

4) Inclusive community - A strong community feel through inclusive and transformational mix of uses.

5) Health and wellbeing - A green and biodiverse development that encourages physical and mental wellbeing.

6) Environmentally innovative - An ecological friendly development that is restorative to its natural surroundings.

7) High quality landscape setting - A vibrant and thriving community within a high quality and unique landscape setting.

8) Smart ecosystems - A connected community that is digitally, environmentally and socially intelligent.

The success of many of the above masterplan principles rely on a cohesive movement strategy between the new areas of development and the existing Cheltenham urban areas. Therefore it is important to ensure that proposals for the new cyber vision fit with the overall strategy for Connecting Cheltenham and promote sustainable modes of travel.

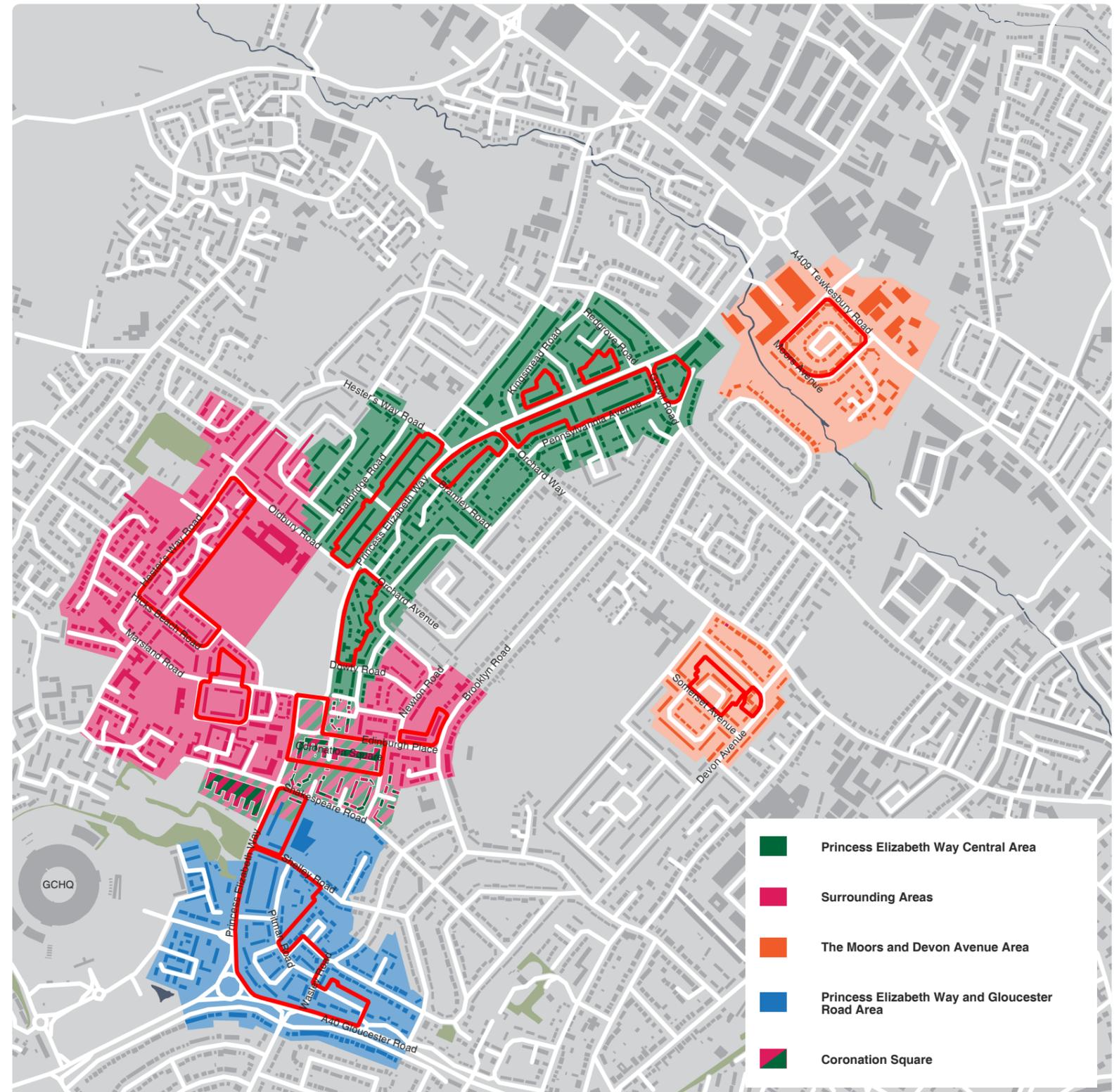
CHELTENHAM WEST NEIGHBOURHOOD THE CBH/CBC STUDY AREAS

CHELTENHAM HOMES - CHELTENHAM WEST NEIGHBOURHOOD

The plan opposite highlights the areas identified for regeneration by Cheltenham homes. These areas of existing housing stock are located in West Cheltenham along the Princess Elizabeth Way corridor. The regeneration of a number of these areas have already had public consultation. These are listed below;

- 1) Princess Elizabeth Way Central Area
- 2) The Moors and Devon Avenue Areas
- 3) Princess Elizabeth Way and Gloucester Road Area
- 4) Coronation Square
- 5) Surrounding Areas including Edinburgh Place, Hester Way and Marsland Road

Opportunities exist to combine investment by Cheltenham Homes with wider highway and public realm improvements to encourage sustainable modes of transport between these regeneration areas, West Cheltenham strategic allocations, and Cheltenham town centre.



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8 | Steps and Phasing

STEPS AND PHASING

This section sets out a suggested approach to phasing. The following table indicates the suggested key steps for the delivery of the programmes described in the Delivery section.

The steps have been identified as short, medium, and long term and it is suggested that broadly these time-scales are:

- Short term < 2 years
- Medium term < 10 years
- Long term > 10 years

	SHORT	MEDIUM	LONG
STRATEGIC CONNECTIONS (P. 60)	<ul style="list-style-type: none"> Develop design for Cycle Cheltway Bishop's Cleeve to Gloucester Develop design and business case for Junction 10 all movements Undertake study of economic benefits of rail service enhancements Develop brief for the development of a comprehensive masterplan for the station. In conjunction with the next stage of the joint core strategy and LTP4 develop a CSV wide approach to delivering transformational public / shared transport - working with public transport operators and considering the implications from disruptive technologies. 	<ul style="list-style-type: none"> Deliver Cycle Cheltway Bishop's Cleeve to Gloucester Commence delivery of Junction 10 all movements Develop comprehensive masterplan for station. Explore high level options and benefits for improved road/rail connection to Oxford/ Cambridge Corridor 	<ul style="list-style-type: none"> Deliver station masterplan
LIVEABLE STREETS (P. 61)	<ul style="list-style-type: none"> Agree delivery approach for speed limit plan (i.e. number of phases , geography and approach to signing and measures) Develop list of local cycle improvements with local groups and funding pot to support ongoing delivery. List should be a live document and reviewed annually. Develop prioritised list of locations for public realm improvements which focus on the Town Centre and Local Centres Map all activities which impact on street quality and design and develop plan to align those activities with the principles of Liveable Streets Establish a pot of money for community led street based projects online application process and publicise. This should include cycle parking and seating Establish a design review panel and agree an approach to design review of transport projects 	<ul style="list-style-type: none"> Deliver a speed limit plan Deliver local cycle improvements using funding or through development as opportunities arise Deliver public realm enhancements following prioritised list or through development Implement changes, as required, to current activities/street design approaches to ensure delivery of Liveable Streets Establish programme of improved crossing facilities and side road treatments on Main Streets 	<ul style="list-style-type: none"> Continue to deliver local cycle improvements Continue to deliver public realm enhancements Continue to deliver improved crossing facilities and side road treatments on Main Streets

	SHORT	MEDIUM	LONG
CYCLE CHELTWAYS (P.68)	<ul style="list-style-type: none"> Develop Cycle Cheltway Network Plan and Implementation Strategy 	<ul style="list-style-type: none"> Develop first phase of Cycle Cheltway Network, including connection between Bishop's Cleeve and Gloucester 	<ul style="list-style-type: none"> Continue to deliver Cycle Cheltways
INTERCHANGE & PUBLIC TRANSPORT (P. 70)	<ul style="list-style-type: none"> Develop options for the consolidation of the town centre interchange, routing and public realm and identify preferred option Work with bus operators to explore joint working arrangements including an advanced partnership Develop options for park and interchange locations and delivery plan 	<ul style="list-style-type: none"> Develop brief for architecturally excellent interchange design and procure design team Commence delivery of new an/or improved park and interchange sites Develop programme for the delivery of interchange improvements in Local Centres and Micro hubs Formalise working arrangements with bus operators 	<ul style="list-style-type: none"> Deliver new town centre interchange and associated public realm and bus routing Continue delivery of park and interchange Deliver station masterplan

	SHORT	MEDIUM	LONG
BEHAVIOUR CHANGE (p.75)	<ul style="list-style-type: none"> Establish a Cheltenham Active Travel brand for marketing and communications activities, to include programmes for raising awareness of existing and new infrastructure and services Develop materials and a programme of events to be used for awareness-raising at new developments Establish travel planning activities at the outset for new developments Plan a calendar of annual events to promote active and sustainable travel Establish a framework to support community-led events Establish partnerships with other stakeholders including bus and train operators to develop incentives to trial public transport, including taster tickets and mobility credits 	<ul style="list-style-type: none"> Develop a portal under the Cheltenham Active Travel brand to act as a one-stop shop for all travel and journey planning information Establish a Cheltenham Ciclovia as part of the annual calendar of events Deliver innovative ticketing solutions, including making tickets to Cheltenham’s cultural and sporting festivals function as public transport tickets 	
TECHNOLOGY & INFORMATION (P. 76)	<ul style="list-style-type: none"> Map all data sources which are held by the County Council/ Borough Council and which relate to travel and establish route map to providing this data in an open format Establish a programme for improved data collection in particular for walking, cycling, and bus travel Undertake a study to identify how the charging network should be expanded within Cheltenham to stimulate the move to EV Continue delivery of an expanded charging network to stimulate the move to EV 	<ul style="list-style-type: none"> Provide public sector data in an open format Implement programme for improved data collection in particular for walking, cycling, and bus travel Continue delivery of an expanded charging network to stimulate the move to EV Deliver multi-operator ticketing Develop a clear policy and implementation plan for ensuring that the advent of CAVs increases the number of vehicles that are shared and does not undermine the primary objective of reducing motorised vehicle use 	<ul style="list-style-type: none"> Provide public sector data in an open format Continue delivery of an expanded charging network to stimulate the move to EV

SYSTRA



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Information/Discussion Paper

Overview and Scrutiny Committee - 19 August 2018

Urban Gulls

This note contains the information to keep Members informed of matters relating to the work of the Committee, but where no decisions from Members are needed

1. Why has this come to scrutiny?

- 1.1 This paper has come to scrutiny to update on implemented measures and plans for the coming year regarding the work officers are undertaking in respect of controlling urban gulls.

2. Summary of the Issue

- 2.1 A review of urban gulls was initiated by the Overview and Scrutiny Committee in June 2018 following dissatisfaction about the Council's response to controlling the urban gull population in residential areas. The Task Group set up reported in November 2018 with various recommendations to control the urban gull population in Cheltenham.
- 2.2 This discussion paper updates Overview and Scrutiny on the work carried out to date and where possible, work planned towards meeting the recommendations set out in the report. Subject to identified costs and resources available, this will in turn inform the emerging Urban Gull Strategy.
- 2.3 The context of urban gull control is highlighted by the key challenges faced as a result of urban gulls, as set out by the Chartered Institution of Environmental Health:
- i. **Scavenging and Waste Spillage** – Gulls are attracted by food waste spillages.
 - ii. **Contaminated Objectionable Environment** – Gull droppings contaminate roads, pavements, street furniture, buildings and gardens.
 - iii. **Potential Health Risk** – Birds are known to carry salmonella, campylobacter and E coli spp.
 - iv. **Building Damage and Additional Maintenance and Cleaning** – Buildings can be damaged by droppings and nest material sometimes block gutters and drains causing further problems.
 - v. **Food Safety and Health** – Ariel droppings can contaminate food in different scenarios including when food is unloaded at manufacturing sites, also bacteria can be introduced in the food production process through contaminated internal drainage. Bacteria can be brought into the home by such things as footwear, buggies and bicycle tyres.
 - vi. **Noise Nuisance** – Early morning first light awakenings (usually around 4:00am) can disrupt the sleep of residents and visitors staying in hotels. The Task Group were told about gull noise causing sleep disturbance by local

Page 120 residents, but found little arch specifically about this. However in the “Summary of Adverse Effects of Noise Pollution” by Louis Hagler, MD, based on World Health Organisation Guidelines for Community Noise, it is stated that noise pollution is a major cause of sleep disturbance. Noise pollution during sleep causes increased blood pressure, increased heart rate, increased pulse amplitude, vasoconstriction, cardiac arrhythmias and increased body movement. Secondary effects are fatigue, depressed mood and well being, and decreased performance.

- vii. **Gull Attacks** – Attacks by aggressive and competing birds can take place, particularly when they are defending young and around food. The RSPB advises people to avoid areas where birds have chicks or eggs, but if this is not possible to have a hat or umbrella as birds swoop to the highest part of you!
- viii. **Reputational damage** – Because of the noise and other issues associated with large numbers of gulls, the reputation of towns and cities as nice places to live and visit can suffer. Also, the reputation of local councils can be harmed if people believe they are not doing enough to tackle the issue.

3. Summary of evidence/information

3.1 The following recommendations are from the November 2018 Scrutiny Task Group Report with updates on action taken to date.

1. **Recommendation – Replace the food waste storage bins at the Swindon Road depot and ensure the ‘spotting compound’ is cleared frequently. Review if moving the food waste bins into the shed area has made a difference during the nesting season 2019**

Update: Food waste bins have been relocated into the shed area and the spotting compound is cleared more regularly. The gull population, however, has not decreased in this area and the problem of gull attacks has been reported as being worse this year. The Council no longer has a Pest Control Contract for the Depot and lack of egg oiling this year has meant an increase in surviving chicks on the buildings at the depot.

2. **Recommendation – Place a condition on planning consent for takeaways (in new buildings or change of use applications) that they must provide a gull proof bin outside of the premises**

Update: The Planning team advised that new food establishments tend to come about through the change of use of existing buildings, where the options to ‘design in’ gull proofing measures are limited. Secure waste and recycling storage facilities are always sought on these types of applications which should limit gull-activity. Buildings with large expanses of flat roof can attract nesting gulls they advised that they had attached conditions to schemes of that nature requiring gull-proofing measures. However, the planning department acknowledged that they would need to be careful that such conditions comply with the tests set out in the legislation so it would very much need to be dealt with on a case by case basis.

3. **Recommendation – Conduct a review of the existing bins in Cheltenham to determine how many of Cheltenham’s existing bins can be retro-fitted with gull proof flaps or changes to the aperture (opening). When litter bins are due to be replaced, they are replaced with gull proof bins and the Cabinet consider whether ‘Belly Bins’ might be a value for money longer term investment**

Update: Currently various bins **Page 121** led. A gull proof bin is being trialled in Warden Hill play space (£684 per bin) and a different type is about to be trialled on the Street by the shopping area in Warden Hill, where sides are slanted off to prevent gull access (£550 per bin). Other bins that are being looked at have a door opening slot to drop litter or recycling into. These are £4,500 or £600 depending on type. Two each of these bins are being ordered to trial in the High Street and parks. Results of the trials will inform the Council's bin replacement programme.

- 4. Recommendation – Work with the BID and other business organisations to encourage traders to present their waste correctly**
- 5. Recommendation – CBC produce an educational leaflet aimed at town centre and commercial businesses to be distributed via email by the BID as well as other interested business organisations around January time**
- 6. Recommendation – Work alongside the Cheltenham BID and other businesses organisations to consider the possibility of sponsorship of gull proof litter bins**
- 7. Recommendation – Support Cheltenham BID to find a location for businesses in Montpellier or the town centre to trial the use of hessian sacks to store bin bags for presenting at kerbside**

Update: An educational leaflet has been drafted to include advice and important information for traders in the town centre area including the negative impacts of the gull population (see 2.3 above). This will be distributed prior to the next gull, working in partnership with the BID.

The newly formed Town Centre team will work with Waste Management and the BID to explore the scope and feasibility of bin sponsorship and the trialling of the use of hessian sacks.

- 8. Recommendation – Place a condition on licensing permissions for mobile catering units that they have a gull proof bin whilst trading**
- 9. Recommendation – Through the planning process seek to ‘design out’ opportunity sites for gulls to nest on new buildings, either by design of roofs or conditions seeking gull proofing**
- 10. Recommendation – Produce a Supplementary Planning Document (as B&NES and Gloucester City Councils have) with advice on gull proofing buildings**

Relevant Council Departments have been consulted and a further update will be requested.

- 11. Recommendation – Use part of the increase in urban gull budget to develop a media plan that will raise awareness of the issues around gulls**

Update: A media plan has been costed by the Communications team and they have assumed a budget of around £2K to include:

Promotional work:

Comms channels	Approx cost	Notes
Posters	£84	A4 posters x 500 This is for print-only costs, and doesn't include design work

Flyers	£64	Page 122 A5 flyers x 500 This is for print-only costs, and doesn't include design work
Social media boosting	£100	£50 for Facebook and £50 for Twitter for a month-long campaign. This can be targeted depending on what we want to do. To reach approx. 460-1,600 people per day.
Social media promotion	Nil	Managed in-house
Videos	Nil	Managed in-house
Media releases	Nil	Managed in-house
Broadcast interviews	Nil	Managed in-house
Foyer display	Nil	Managed in-house

Depending on budget, the following could also be considered:

- Bin stickers
- Banners
- Advertorials

The preparation for this media plan will commence in the autumn to be fully prepared for the 2020 gull season.

In addition to this media plan, the Council's website has been updated and information leaflets have been prepared for general distribution to the public, although it was not possible to do this in last year's council tax run due to logistical issues (bills are produced and enveloped in Nottingham)

12. Recommendation – Purchase a drone to survey for nests subject to necessary regulations, any unplanned for costs associated with this to be met by the increase in overall gull budget

Update: The purchase and use of a drone by the Council has been ruled out due to the restrictions of use imposed within 5km of any UK airport runways and the complications of use associated with privacy impact.

13. Recommendation – Explore whether or not it is possible to seek an informal arrangement with Gloucestershire County Council to get roads closed more easily to allow a more nimble approach to treating nests

Update: Road closure is subject to set procedures and timescales and officers have been informed that informal arrangements with Gloucestershire County Council are not possible.

14. Recommendation - Recognising that in the short time scale available it will not be possible to find and treat every nest, CBC to take a more proactive approach to treating nests on residential properties. Where CBC cannot safely access the property to treat the nest, give information to property owners about private contractors who may be able to undertake the work

Update: In 2017/18, to introduce some sustainability into the year-on-year egg replacement programme, it was decided to introduce a small fee for egg replacement and subsidise bird proofing, if residents decided to take this up. The result was that there was a drop-off in commercial premises that were willing to participate in the egg replacement programme and no residential owners took up the option of subsidised bird proofing. Residents demonstrated an unwillingness to undertake bird-proofing at their own expense, even at a subsidised rate and

believed that these works should be carried out by the Council.

Before the commencement of last year's gull nesting season, officers explained to the Urban Gulls Forum that, to get best use out of the available resources, commercial premises were to be targeted, which statistically had the greatest population of nesting gulls in Cheltenham. The charges, that reduced participation the previous year, were to be dropped in order that a full programme of commercial premises egg replacement could be carried-out, thereby maximising the impact on the gull population within the resources available. The anticipated reduction in gull population achieved by this approach would benefit residents, businesses and visitors alike.

This approach proved very successful and 408 eggs were treated in 137 nests on commercial premises. The Council was also fortunate to be able to use the resources of the fire authority, which helped with access to roofs to tackle the gull problem in the Tivoli area. The area was surveyed and 4 nests were identified, although only 2 nests were accessible containing 5 eggs, which were subsequently treated.

Last year's arrangements, whereby council resource was invested mainly in business areas such as Kingsditch and the town centre were effective in reducing the overall gull population in the town, but are considered ineffective in dealing with problems in often densely populated residential areas.

Within available resources, egg oiling remains the most effective method of controlling the urban gull population and in 2018/19 the Council was once again able to use this method, having been required to use egg replacement methods in 2017/2018. There are however, a number of operational issues which create barriers to effectively treat large numbers of urban gull eggs, particularly in residential areas. These include:

- During the nesting season there is only a short period of time (2-3 weeks) to identify the nests and deal with the eggs;
- The cherry pickers used for access to find nests and treat the eggs require time to set up and in some cases are unsuitable for particular streets;
- Nests can often be well hidden and it is therefore difficult to locate them;
- The fact that road closures are often needed to set the vehicle up;
- Phone, power lines and trees can hinder the ability to reach nests;
- Adverse weather conditions make egg oiling difficult;
- Nests are sometimes inaccessible to the operator of the cherry picker.

This year (2019/2020) a decision was made to concentrate the egg oiling programme on residential hot spot areas to help tackle the associated noise nuisance issues encountered by some residents..

Although last years' programme (2018/2019) was successful in the number of eggs treated, it was considered that this year's approach could allow officers to compare how successful the oiling programme was in the prevention of eggs hatching by investigation of a sample of the commercial buildings that were treated in the 2018/2019 season. It was, however, decided that the commercial premises in the High Street would be surveyed and form part of the egg oiling programme due to the sensitivity of the location in respect of shoppers and

visitors to Cheltenham. ResidePage 124 areas were surveyed using a cherry picker to establish nest locations rather than relying on reports from the public, which had proved unreliable in previous years.

The results of this years' oiling programme are shown below:

	No. of Nests	No. of Eggs	
Eldorado Road	0	0	
Grafton Road	2	4	
London Road	0	0	
Pittville Lawn	0	0	
St Stephens Road	3	5	
St Philip and St James Primary School	0	0	
Painswick Road	1	3	
12 Park Place	3	3	
52 Tivoli Road	1	1	
Overton Park Road	2	3	
Flat 3 Spa Court Overton Park Court	0	0	
Burton Street	0	0	No Access
Park Street	0	0	No Access
Montpellier Villas	0	0	
Montpellier Grove	4	8	
High Street			
Millets	1	3	
Old Sports Direct	2	0	
Paddy Power	2	2	
Yorkshire Bank	1	3	
EE Phone Shop Rodney Rd Jcn	1	3	
Oasis	8	12	
H Samuels	2	5	
Promenade			
Goldsmiths	1	2	
Hobbs	1	3	
Karen Milen	1	2	
Beards	1	3	
Assa Abloy	15	45	
Douro Road	1	2	
Malvern Place		0	No Access
02 Shop	2	2	
Thomas Cook	1	2	
Sydenham Road South	1	2	
Lypiatt Street	0	0	
Imperial Square	0	0	
Andover Road	0	0	

Total Nests Treated – 58
Total Eggs Oiled – 121

Assa Abloy had a pest control contract with the Council and therefore was included in the egg oiling programme – Of the 45 eggs treated, only 3 hatched.

For comparison the results of last years' egg oiling programme which was mainly directed at commercial premises:

Total Nests Treated – 137
Total Eggs Oiled – 468

A sample survey of commercial properties which formed part of the egg oiling programme last year was undertaken to give an indication of how effective the egg oiling programme is. Results of last year and this years (when no oiling was undertaken) are shown below:

Sample survey of Commercial Premises

	Last Year	This Year
Depot last year 6 Nests no chicks seen	0	
Depot this year 6 Nests 4 chicks seen		4
Bookers Kingsditch Lane		
12 Nests last year 1 chick seen	1	
This year 12 Nests 11 chicks seen		11
The Range Tewkesbury Road		
Last year 7 Nests 0 chicks seen	0	
Mira Showers Kingsville Road		8
Last year 6 Nests 0 chicks Seen	1	
This year 6 Nests 12 chicks seen		12
Total	2	35

- *Note: The sample check was made at a stage where chicks were likely to survive. More chicks may have been spotted at an earlier point in the season.

Before the gull breeding season commenced the owners of all commercial premises, which had been part of previous year's treatment programmes, were written too to explain that the Council would not be treating nests on their premises this year. Advice was given and all commercial premises owners were informed and given plenty of notice to engage the services of private pest control contractors to monitor activity and carry out egg oiling if required.

Officers do not believe that any egg oiling treatments were carried out on any of the commercial premises where owners were informed by this communication.

Officer Conclusion – Egg Oiling Programme

The Council's approach to encourage self-help by commercial and residential premise owners to control the gull population is unlikely to work and although this is a discretionary service, without council intervention little is likely to be done to tackle the gull population in Cheltenham. Although this year the number of noise nuisance reports from residents were similar to previous years, the number of complaints regarding gull attacks increased and there was a big increase in the numbers of surviving chicks which are likely to return to Cheltenham to breed.

Budget	Page 126	
Base Budget	£ 9,100	
Increased Budget (2019/2020 only)	£10,000	
	£19,100	Available 2019/2020

Cost 2019/20 Egg Oiling Programme and planned actions

(8 days) Cherry Picker Hire	£ 6,287	
Staff Costs (lost income)	£ 2,520	
	£ 8,807	

Cost Media Plan	£ 2,000	
Cost leaflet print	£ 400	
Total	£11,207	

Estimated cost of a comprehensive egg oiling programme for 2020 / 2021 (for commercial and residential hot spot areas)

13 days Cherry Picker Hire	£14,155	
Staff Costs (lost income)	£ 4,416	
Total	£18,571	

4. Next Steps - possible next steps for the committee to consider eg potential witnesses, further report, site visit etc.

- 4.1** The monitored approach to controlling gull population and associated nuisance this year, with the combined knowledge of previous year's outcomes, has highlighted the importance of the egg oiling programme and budgetary implications for forming the content of the proposed Urban Gull Strategy. Further discussions with the Cabinet member are required to determine the content of the emerging Strategy, including the priority actions, which will be determined by budget availability.

Background Papers

Urban Gulls, Scrutiny Task Group Report
November 2018

Urban Gulls Strategy- Cabinet Report 5th March
2019

Contact Officer

Mark Nelson, Enforcement Manager

Accountability

Cabinet Member Development and Safety,
Councillor Andrew McKinlay



SCRUTINY REVIEW – ONE PAGE STRATEGY

FOR COMPLETION BY THE OVERVIEW AND SCRUTINY COMMITTEE	
Broad topic area	Events
Specific topic area	In view of the strategy to increase commercialisation of the parks and gardens; look at the approval process for events in the town and how those events are managed once approval is given
Ambitions for the review	<ol style="list-style-type: none"> 1. Understand the strategy for increased commercialisation of the parks and gardens 2. Develop knowledge of the events application/approval process 3. Gain understanding of the council's procedures for managing an event (including enforcement if necessary) 4. Understand the impact of not increasing commercialisation
Outcomes	<ol style="list-style-type: none"> 1. Identify strengths and weaknesses of the strategy for increased commercialisation of the parks and gardens 2. Identify any improvements/changes to the events application/approval process 3. Identify possible improvements to the council's procedures for managing events (including enforcement)
How long should the review take?	3-4 months
Recommendations to be reported to:	Overview and Scrutiny for endorsement Cabinet/Council depending on the recommendations to be made
FOR COMPLETION BY OFFICERS	
Members	TBC
Officers experts and witnesses	Jessica Goodwin, Events Manager (Commercialisation strategy) Jane Stovell, Project Manager (Event application/approval process) Adam Reynolds, Green Space Development Manager (Events management) Mark Nelson, Enforcement Manager (Enforcement)
Sponsoring officer	Darren Knight / Tracey Crews
Facilitator	Saira Malin
Cabinet Member(s)	Cabinet Member Clean and Green (Parks and Gardens) / Cabinet Member Development and Safety (Enforcement) / Cabinet Member Healthy Lifestyles (Events Management) / Cabinet Member Finance – (income stream)
FOR COMPLETION BY THE SCRUTINY TASK GROUP	
Are there any current issues with performance?	

Co-optees	
Other consultees	
Background information	
Suggested method of approach	
How will we involve the public/media? Or at what stages	

Police & Crime Panel Report for Overview & Scrutiny – 19th August 2019**Summary**

At the latest Police & Crime Panel, the Commissioner presented his annual report. He identified certain highlights, and then took questions and comments from the panel. The deputy CEO presented the quarterly highlights report and CEO's report. Detail of the exchanges regarding these documents are given below. The Panel also elected a new Chair, Cllr Colin Hay, who represents the Cheltenham division of All Saints & Oakley.

Election of Chairperson: Cllr Colin Hay elected as Chairperson

Annual item: Police & Crime Commissioner Annual Report

The substantive part of this meeting was taken up by assessing a near-final draft of the commissioner's annual review.

Commissioner's Highlights

The Commissioner drew attention to specific items within the report: the budget breakdown, included in reasonable detail so as to explain the increased precept; the impact of missing persons on policing; the new training centre soon to open in Berkeley; the work done this year so far on making Gloucestershire child-friendly; and the report that less than 1% of crimes in the county are related to knives, which he attributes partially to a summit held two years ago to address knife crime and drivers for it.

Panel contributions

Members of the panel offered a range of views on the report, including: support for the Keep Safe scheme, which now has 14,000 card holders and 1,200 businesses signed up to it; congratulating the commissioner on the work on child-friendly Gloucestershire; concern about under-resourcing for PCSOs; request for more mental health training for officers.

Requested changes

It was noted that the reports claim that a clear majority of people are in favour of the PCC acquiring governance of Gloucestershire Fire & Rescue Service was challenged, and this section of the report may be repositioned before publication. The commissioner and his team were also asked to include information on wildlife reporting. It was noted that the report did not recognise that the county council and districts within have declared climate emergencies, and requested that the final version contains information showing what the constabulary will do to help achieve carbon neutrality. It was also requested that the Panel be involved earlier in the drafting process of this report in future.

Standard item: Police & Crime Priorities – Quarterly Highlight Report

Delivered in tandem with the Police & Crime Delivery Plans, the highlight report was presented by the deputy CEO. Of note, the constabulary has very recently introduced a new system for steering 999 and 101 phone calls called FINESSE, which enables callers to be routed to the correct part of the constabulary rather than all calls going straight through to

the main 999 and 101 handlers. This should improve a range of call targets and the Panel will be presented with performance data once the system has had time to bed in.

Standard item: Chief Executive's Report

The constabulary has purchased property in Berkeley, Stroud, which is being converted into a training centre. The new facility is in a pleasant location, has excellent facilities, and includes areas for fitness, taser and interview training, conference rooms, a lecture theatre, a mixture of office and breakout space and ample parking.

The commissioner is aware that the ambulance service are in the process of finding a site for an ambulance hub. There is potential for colocation, and many financial and operational benefits of doing so.

For future discussion

The Panel now expects the commissioner's office to submit a new draft of the annual report for scrutiny.

In the last week, following their Crime Data Integrity Inspection, Gloucestershire Constabulary has been rated inadequate. This will be included on the agenda for the next meeting, scheduled for 13th September 2019.

Briefing for Overview and Scrutiny Committee – 19th August

The Forward Plan lists the reports expected to come to Cabinet in the next 3 or 4 months. This note supplements that with other issues that may be of interest to O&S.

Brexit

While there is still no clarity on what is happening nationally on this, I have requested a briefing note on CBC preparation that will be circulated to members prior to 14th October Council meeting.

Countywide Governance

There are various discussions about a proposed Great Western Powerhouse; a Central Gloucestershire Board (flowing from 2050); JCS area CIL Joint Committee; and Gloucestershire Strategic Planning Vision via a Statement of Common Ground. I have requested a members seminar – probably in September – to update on these and put them in the context of what is happening in Cheltenham ahead of any formal decisions on CBC involvement in them.

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Overview and Scrutiny Committee work plan – 2019/20

Item	Outcome	What is required?	Author/presenter
Meeting date: 19 August 2019			
NHS Gloucestershire Clinical Commissioning Group, Gloucestershire Hospitals NHS Foundation Trust/ICS (6:05)	General Surgery Changes	Discussion	TBC
Systra document (6:35)	Consider the document produced by Systra in relation to Connecting Cheltenham (with covering discussion paper which summarises the key points)	Discussion paper / Systra Document	Ken Dale, Interim Townsca Manager
Urban Gulls (7:05)	Update on implemented measures and plans for the coming year including a 'you said, we've done' progress chart and timescales for anything not yet completed	Discussion paper	Mark Nelson, Enforcement Manager
Events Scrutiny Task Group (7:35)	Consider draft one page strategy for the task group	Draft OPS	Saira Malin, Democracy Officer
Meeting date: 9 September 2019			
Report deadline: 28 August 2019		Members Questions deadline: 14 August 2019	
North Place	Update on North Place	Discussion paper (EXEMPT)	Paul Jones, Executive Director - Finance and Assets

Overview and Scrutiny Committee work plan – 2019/20

Cheltenham Town Hall – Masterplan scoping study	Consider the masterplan scoping study recommendations prior to decision by Cabinet (10/09)	Discussion paper	Mark Sheldon, Director of Corporate Projects
Depot Review	Consider the draft Cabinet report (8/10)	Discussion paper	Paul Jones, Head of Finance
Climate Change motion	Update on climate change motion / what has been done since the motion was passed (18 Feb 2019)	Discussion paper	Darren Knight and Lead Member(s)
Police and Crime Commissioner	Overview of performance and highlight any current issues	Presentation and discussion	Martin Surl, Police and Crime Commissioner
Scrutiny annual report	Consider the annual report prior to Council in October	Report	Saira Malin, Democracy Officer
Meeting date: 21 October 2019			
Report deadline: 9 October 2019		Members Questions deadline: 25 September 2019	
Post implementation of crematorium	Consider	Discussion paper	Mike Redman, Director of Environment
Indices of deprivation	Deprivation and inequality in Cheltenham	To be confirmed	Richard Gibson, Strategy and Engagement Manager
Public conveniences	Consider the outcome of the public consultation prior to Cabinet (05/11)	Draft cabinet report?	Mark Sheldon, Director of Corporate Projects
Meeting date: 18 November 2019			
Report deadline: 6 November 2019		Members Questions deadline: 23 October 2019	
Quarter 2 performance review	Consider Q2 performance and comment as necessary	Discussion paper	Richard Gibson, Strategy and Engagement Manager
Meeting date: 13 January 2020			
Report deadline: 27 December 2019*		Members Questions deadline: 13 December 2019	
Budget proposals (for coming year)	Consider views of the Budget Scrutiny Working Group on the budget proposals for the coming year	Discussion paper	Chair, Budget Scrutiny Working Group
Meeting date: 24 February 2020			
Report deadline: 12 February 2020		Deadline for Members Questions: 29 January 2020	

Overview and Scrutiny Committee work plan – 2019/20

Meeting date: 30 March 2020			
Report deadline:		Deadline for Members Questions:	
The Cheltenham Trust (TCT)	Presentation from Laurie Bell (CEX since May 2019) on performance over her first year	Presentation and discussion	Laurie Bell, Chief Executive (TCT)
Meeting date: (Tuesday) 26 May 2020			
Report deadline:		Members Questions deadline:	
Meeting date: 22 June 2020			
Report deadline: 10 June 2020		Members Questions deadline: 27 May 2020	
End of year performance review	Consider performance and comment as necessary	Discussion paper	Richard Gibson, Strategy and Engagement Manager
Meeting date: 27 July 2020			
Report deadline:		Members Questions deadline:	

Overview and Scrutiny Committee work plan – 2019/20

Items for future meetings (a date to be established)			
Gloucestershire 2050	Update on Gloucestershire 2050	Verbal update	The Leader
Network Rail, GWR & British Transport Police	Representatives of relevant organisations to attend O&S	Discussion	Network Rail, GWR and BTP
NHS – integrated locality board	Update on integrated locality board	Presentation and questions	tbc
Gloucestershire Joint Health and Wellbeing Strategy	Consider the draft strategy		
Safer Gloucestershire	Officers queried whether the committee would like a presentation from Safer Gloucestershire, the county community safety partnership dealing with crime and disorder		
Marketing Cheltenham	Perhaps the committee would like to hear from Marketing Cheltenham at some point about what they have done and what they have planned?	Autumn?	

Annual Items		
Budget proposals (for coming year)	January	Chair, Budget Scrutiny Working Group
Draft Corporate Plan	February	Richard Gibson, Strategy and Engagement Manager
End of year performance review	June	Richard Gibson, Strategy and Engagement Manager

Overview and Scrutiny Committee work plan – 2019/20

UBICO annual report	July	Ubico and Cabinet Member
Scrutiny annual report	September	Democracy Officer
Update on motions	September	Relevant Officer
Quarter 2 performance review	November	Richard Gibson, Strategy and Engagement Manager
Publica annual report	tbc	Dave Brooks (Chair) and David Neudegg (MD)

Briefing sessions/seminars

Briefing sessions/seminars			
Car Parking Strategy	A joint seminar with GCC arranged at the request of Overview and Scrutiny	3 September 2019	Mike Redman, Director of Environment
CBH Masterplan	A member seminar arranged at the request of the O&S Committee (DSU to make necessary arrangements and to communicate to members nearer the time)	11 October 2019	Paul Stephenson and Peter Hatch (CBH)

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