

# Committee Report



**KEY DECISION OR FOR INFORMATION:** Key decision over £500k spend/save & impacts more than 2 wards

**COMMITTEE:** Transport and Connectivity Committee

**DATE:** 09 July 2026

**TITLE:** East Bristol Liveable Neighbourhood Full Business Case

**Ward(s):** St George West, Lawrence Hill, Easton, St George

**Officer presenting the report:** Adam Crowther **Job title:** Head of City Transport

**Committee Chair:** Cllr Ed Plowden

**Executive Director lead:** John Smith: Executive Director for Growth & Regeneration

**Proposal origin:** BCC Staff

## **Purpose of Report:**

1. To seek approval to make the East Bristol Liveable Neighbourhood (EBLN) scheme permanent, to enable improvements such as:
  - (a) Optimising road space reallocation (e.g. junction changes that could not be delivered during the trial phase)
  - (b) Installing permanent infrastructure to maximise benefits (e.g. accessibility enhancements, including measures suggested by the West of England Centre for Inclusive Living as part of their audit of the trial scheme, such as more dropped kerbs, tactile paving at crossing points and seating; a full list of their recommendations can be found in the Full Business Case's Appendix B) and eliminate issues that are inherent with temporary infrastructure (e.g. planters being movable, motorists sometimes physically-but-illegally being able to drive on pavements to get around planters)
  - (c) Permanent planting (trees and other permanent planting; noting that the current temporary planters would not be a feature of the final scheme), and associated long-term benefits
  - (d) Other enhanced and additional public realm provision (e.g. improved street lighting)

The illustration below shows an example modal filter (at Beaufort Road) as it is currently alongside how it is proposed to be, to demonstrate the kind of improvements that making the scheme permanent would bring:

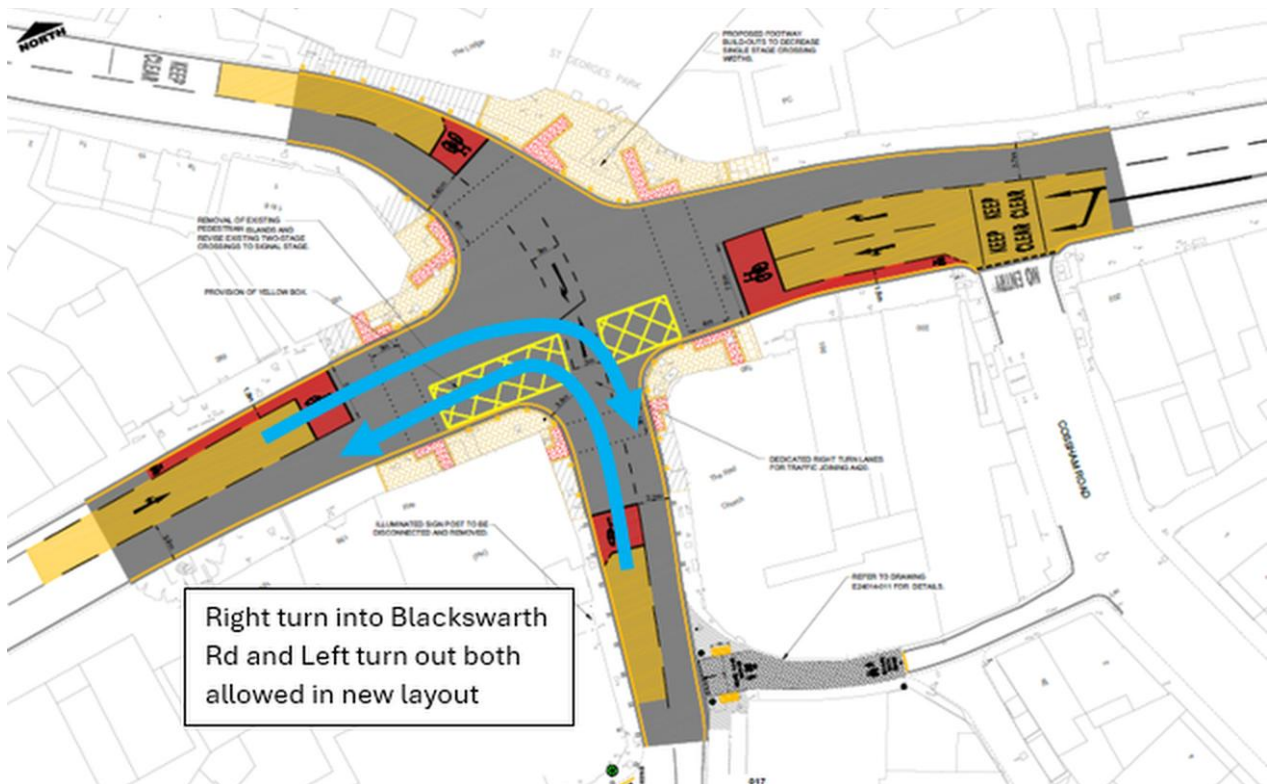


Current temporary layout



Proposed permanent layout

The drawing below shows the proposed permanent layout for the Chalks Road/Church Road junction – where the enabling of further turning movements would simplify routes for vehicles accessing the scheme area and reduce the length of diversions that people might need to drive to reach the strategic road network:



The Full Business Case’s Appendix L contains drawings that show all proposed permanent layouts.

Proposed permanent measures (including those already in place on a trial basis) are as follows:

Location	Design Type(s)
Chalks Road / Church Road	New crossings
Blackswarth Road / Pile Marsh	New crossings
Crews Hole Road / Conham Road	New crossings
Glebe Road	Basic modal filter
The Avenue	Basic modal filter

Beaufort Road / Northcote	Basic modal filter
Wicket Lane	Basic modal filter
Ducie Road Bridge	Basic modal filter
Lincoln Street	Basic modal filter
Victoria Avenue East	Pocket park plus
Ducie Road / Barton Hill Road	Pocket park plus
Barnes Street	Pocket park
Cobden Street	Pocket park
Avonvale Road / Marsh Lane	Bus gate plus
Avonvale Road / Pile Marsh	Bus gate plus
Marsh Lane / Glendare Street	Pedestrian improvements
Derby Street	One ways

2. To seek approval of the Full Business Case (FBC) and its submission to the West of England Mayoral Combined Authority (MCA) for City Region Sustainable Transport Settlement (CRSTS) funding and, subject to MCA approval, approval to accept and spend the funding to make the East Bristol Liveable Neighbourhood scheme permanent.

#### **Evidence Base:**

1. An Outline Business Case (OBC) for the scheme was approved by Cabinet on 4 April 2023, and the Executive Director for Growth and Regeneration approved delivery of trial scheme works on 3 September 2024.
2. A Full Business Case has been produced and is available at Appendix A1. A Benefit-Cost Ratio (BCR) of 4.33 has been calculated (i.e. for every £1 spent on the project, a return of £4.33 benefits can be expected), which is indicative of "very high" value for money under the Department for Transport's framework. Please note: this is a lower BCR than reported for the OBC, but this is an expected change between Outline Business Case and Full Business Case (as more detail and less assumption comes into play, and costs increase). Health-related benefits account for just under 50% of the total benefits, demonstrating the contribution of schemes like this to improving public health.
3. A data monitoring exercise has been carried out (undertaken by an independent organisation and validated by another independent organisation). Please see the Full Business Case's Appendix A for details. Data shows that the trial is broadly meeting its objectives – to reduce traffic cutting through the neighbourhood, boost active travel and public transport use, and reduce overall motor vehicle movements across the area when considering boundary roads and the inner area together. Headlines from the Systra report:
  - *“This Post Implementation monitoring report demonstrates that, in general, the East Bristol Liveable Neighbourhood is delivering the intended local impacts in terms of a reduction in motorised traffic volumes on internal roads without significant impact to most external roads”*
  - *“Volumes of motorised vehicles have generally decreased within the East Bristol Liveable Neighbourhood, on both internal and external roads. HGVs volumes have increased overall; this will continue to be monitored. An overall increase in active travel (walking, wheeling and cycling) is also observed throughout the scheme area as a whole”*
4. A public engagement exercise was undertaken from 29 September 2025 to 7 November 2025. Please see the Full Business Case's Appendix B for details. Feedback was varied:
  - (a) Awareness of the scheme was high at 84%

- (b) The scheme and its perceived benefits elicited polarised opinion among residents
  - (c) 46% said they opposed the scheme, 48% said they supported or neither supported or opposed the scheme (with 30% supporting and 18% neither supporting or opposing), and the remaining 6% said they didn't know
  - (d) When looking at the perceived benefits, many measures showed an even split between positive and negative responses, with far fewer respondents selecting neutral compared to the benchmarking survey
  - (e) Almost one in three residents were in support for the scheme, and support was especially high among higher social grades
  - (f) Many also saw the benefits of the scheme, with 38% saying it had a positive impact on the safety of walking and cycling, and 29% on the number of vehicles travelling through
- Please also note that there continues to be engagement with, and provision of grants to, local businesses.
5. An outline of changes that have been made to both the trial scheme layout and proposed permanent scheme designs as a result of the data monitoring and public engagement exercises (and subsequent liaison between the Chair of the Transport and Connectivity Committee and ward councillors, the MP for Bristol East and Bristol Labour) can be found at Appendix A2.
  6. A supplementary data monitoring exercise has been completed, to assess the impact of the above-mentioned trial scheme changes, and also to provide a review of the existing monitoring report and an update on bus patronage. The resulting report can be found at Appendix A3. Findings indicate that the changes are broadly doing what they were expected to, and that traffic patterns are changing in response. The data is at an early stage so it is likely that changes will evolve further over time. Bus patronage continues to grow, particularly on the corridor as a whole.
  7. Additional bus gate exemptions have been put in place - for residents living on 14 streets in the vicinity of the Pilemarsh bus gate (in recognition of issues that can only be resolved there, by way of changes to the Blackswarth Road/Church Road junction, if the scheme is made permanent); and for blue badge holders living outside of the scheme area who are registered at the Wellspring Surgery. 108 people have been granted these new exemptions as of end of May 2026. Details of the pre-existing exemptions (for blue badge holders, vehicles with a disabled tax class and professional carers working in residents' homes), along with details of the support on offer for low income households and children with a personal travel budget, can be found here: [Bus gate exemptions and travel offers for low income households](#). A grand total of 525 people have been granted exemptions as of end of May 2026. The exemptions policy is under review (separately from the project, since it is a wider strategic matter, but public engagement findings are certainly informing that review).
  8. The scheme's Equality Impact Assessment (published February 2026) can be found at Appendix B. This is the fifth time the assessment has been undertaken, since 2022 - it was previously updated ahead of the trial scheme being implemented, and prior to that in advance of three individual historic rounds of public engagement.
  9. The Committee should note (in addition to the information presented in the Engagement report, including the accessibility audit undertaken by the West of England Centre for Inclusive Living) receipt of:
    - (a) The "Halt the East Bristol Liveable Neighbourhood" petition referred to here: [\(Public Pack\)Urgent Item - Petition Debate : Halt the East Bristol Liveable Neighbourhood Agenda Supplement for Transport & Connectivity Policy Committee, 23/10/2025 17:00](#)

- (b) The “Implement Liveable Neighbourhoods” petition referred to here: <https://democracy.bristol.gov.uk/mgEPetitionDisplay.aspx?ID=289>
- (c) The “An Analytical Review of the East Bristol Liveable Neighbourhood Implementation in Light of the Lambeth Judicial Review” report linked to here: <https://www.bristol247.com/wp-content/uploads/2025/06/An-Analytical-Review-of-the-East-Bristol-Liveable-Neighbourhood-Implementation-in-Light-of-the-Lambeth-Judicial-Review-Google-Docs-1.pdf>
- (d) East Bristol Open Roads Campaign Group Presentation: [Copy of 2.Presentation of EBLN failures and evidence. Print & email version.pdf - Google Drive](#)
- (e) East Bristol Open Roads Campaign Group: [data Foi response\\_260624\\_163218.pdf - Google Drive](#)

WECA have also commissioned an independent review of the East Bristol Liveable Neighbourhood, which will be published if it is made available in time for this meeting. Failing that, Committee will still make its decision, and the Review can inform the WECA Mayor’s decision in due course in the event that Committee approves making the scheme permanent.

**Alternative options considered:**

1. An option would be to not proceed with the project, but while the risk of adverse publicity and objections at TRO stage and a broader risk of protest activity in the event that it is decided to make the scheme permanent should certainly be noted, this option is not recommended. Bristol City Council has an objective of reducing personal car miles by 40 per cent by 2030 to meet climate targets, and liveable neighbourhoods are key to achieving council transport, health and sustainability targets and to realising Bristol’s longer-term Transport Strategy. The following cost implications should also be noted:
  - (a) The risk of revenue reversion, for all unfunded CRSTS spend (i.e. all spend excluding the £1,009,846.90 previously released by WECA, via DN CRSTS066) up to the point of the decision – alternative funding would need to be identified to cover this (circa £2m)
  - (b) The cost of removing the trial scheme and winding the project down. Options for removing interventions and returning streets to their previous layouts would need to be developed, costed and brought back to Committee for a decision, and related works could not be funded through CRSTS. Relevant proposed changes on the ground to deliver the selected option would also then be subject to statutory consultation
2. Another option would be to reduce or otherwise alter the scope of the scheme, but this is also not recommended. Detailed design work has certainly been informed by feedback and findings (and wherever specific concerns are raised in relation to the scheme, the project team has an ongoing role in reviewing and responding to those to provide assurance wherever possible), but officers do not believe that any further changes are required to the scheme. The proposed scope (as per the FBC) has been identified as being the most viable option in terms of meeting the scheme’s aims and delivering benefits, and any significant deviation could compromise those outcomes and potentially its overall viability. It is also important to note that any significant deviation would certainly result in very significant delays and associated cost increases, while designs and documents were reworked and relevant processes repeated. Where any potential calls for the removal of specific bus gates or other elements might be concerned, please note that:

- In order to be effective, it is essential that schemes of this nature are comprised of a whole continuous area – in order to maximise elimination of “rat runs”, encourage local trips using more sustainable modes, minimise traffic displacement, maintain a holistic zone with safe active travel routes, and maximise public realm provision as well as clean air and quiet street benefits
- The CRSTS programme is for delivery of strategic-level schemes, not small-scale localised ones. As such, the EBLN scheme was designed and submitted to the DfT as part of the CRSTS programme to deliver area-wide benefits in line with DfT guidance for Low Traffic Neighbourhood (LTN) schemes. Point closures are typically key to achieving the aims and objectives of LTNs, and as with all schemes that are subject to approval by Active Travel England and their area check tool, they must be comprehensive and effective
- Where the Avonvale bus gate specifically is concerned, drawings are provided in Appendix A2 to illustrate the impact that its removal would have on routes

### **Officer Recommendations:**

That the Committee for Transport and Connectivity:

1. Approves the Full Business Case (FBC) and its submission to the West of England Mayoral Combined Authority (MCA) for City Region Sustainable Transport Settlement (CRSTS) funding and, subject to MCA approval, approves the acceptance and investment of the funding to make the East Bristol Liveable Neighbourhood scheme permanent.
2. Approves the acceptance and investment of match funding in relation to this project (noting that this may include use of a greater amount of Section 106 funding if this becomes available during the project’s lifecycle; or use of alternative match funding, in the event that S106 contributions reduce and/or other sources become available), subject to the overall approved budget envelope.
3. Authorises the Executive Director for Growth and Regeneration in consultation with Chair of the Transport and Connectivity Committee to approve a greater amount of Section 106 funding should this become available or alternative match funding if appropriate.
4. Authorises the Executive Director for Growth and Regeneration in consultation with Chair of the Transport and Connectivity Committee to take all steps required to submit the full business case to the MCA and to deliver the permanent scheme (subject to further detailed design work, internal quality assurance processes and applicable statutory consultation).

Contractual:

1. Authorises the Executive Director for Growth and Regeneration in consultation with Chair of the Transport and Connectivity Committee to take all steps required to accept and spend the funding including to procure and award contracts which may be over the key decision threshold, to deliver the permanent scheme, in line with the maximum budget envelope outlined in this report.
2. Authorises the Executive Director for Growth and Regeneration in consultation with Chair of the Transport and Connectivity Committee to invoke any subsequent extensions/variations specifically defined in any awarded contracts, which may be over the key decision threshold, in line with the maximum budget envelope outlined in this report.

### **Corporate Strategy alignment:**

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The East Bristol Liveable Neighbourhood permanent scheme supports the following commitments:

1. Creating liveable neighbourhoods is key to the corporate aim of creating “healthy neighbourhoods”.
2. The scheme makes it “greener and safer to travel into and around Bristol”.
3. The scheme supports the priority of “accelerating climate action and nature recovery”.

Specific policy outcomes include:

1. Walking to be safer, more pleasant, more accessible, and the first choice for local journeys/ combination with public transport for longer journeys.
2. Cycling to be safer, simpler, more accessible and convenient, either as an option for a whole journey or as part of a journey combined with public transport.
3. Impact of motorised traffic on local centres to be reduced, creating better public spaces that are more accessible by walking, cycling and public transport.
4. Neighbourhoods to be safer places (e.g. liveable neighbourhood schemes show a reduction in driver speeds and road collisions).
5. Key facilities and services to be more accessible to citizens who don't have cars.

### **City Benefits:**

1. Reduction of through traffic.
2. Improvements to walking and cycling infrastructure.
3. Reduced inequalities in residents' ability to access sustainable transport options.
4. Encouragement of active travel, and associated health benefits.
5. Enhanced performance of bus services.
6. Reducing negative environmental impacts and improving resilience to climate change.
7. Extensive greening (trees and other permanent planting).

### **Consultation Details:**

1. An engagement exercise was carried out in early 2022, to understand what people value or would change about their neighbourhood and map existing barriers to a more liveable neighbourhood: [East Bristol Liveable Neighbourhood codiscover engagement report](#)
2. In late 2022 detailed community aspirations were gathered using a design toolkit to help to shape the proposed scheme: [East Bristol Liveable Neighbourhood Codevelop Engagement report Executive summary](#)
3. In mid-2023 information was shared with the public about the proposed temporary scheme (including a map).
4. Statutory consultation in relation to the temporary scheme was undertaken January to February 2024. An objection report was published in March 2024.
5. There was extensive engagement throughout implementation of the temporary scheme. Active Travel England used the scheme as a case study for good practice (published February 2025): [Best Practice Guide to Consultation and Engagement](#); and an independent review of the scheme (published September 2025) concluded that “engagement aligned broadly with national good practice”: [A rapid review of East Bristol Liveable Neighbourhood](#)
6. A full public engagement exercise (including a perception survey and telephone/door-to-door polling) was carried out between 29 September and 7 November 2025. A related report can be found at the Full Business Case's Appendix B.

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7. If Committee agrees to make the scheme permanent, there would be statutory consultation on specific Traffic Regulation Order (TRO)-dependent elements of the scheme (e.g. extension of double yellow lines/waiting restrictions to improve vehicle access and movements; introduction of one-ways on Derby Street to prevent queue-jumping).
8. Some further informal targeted community engagement would also be planned, to inform final layouts for sections of the public realm areas at two locations where there is an appropriate level of flexibility for this (Victoria Avenue and Ducie Road).
9. Post-project monitoring and evaluation would include surveys and case studies.
10. Alongside installation of the trial scheme, the Arts Development team delivered large surface public artworks and facilitated the 'activation' of public realm areas. A second programme of art and cultural activities could potentially be delivered following completion of the EBLN project, by the Arts Development team, subject to funding for that being identified, and this would involve further engagement with communities across the area.
11. There have been suggestions for additional improvements (e.g. removal of historic build-outs and additional traffic calming measures to improve bus punctuality on Avonvale Road) and measures (e.g. new crossings on Crews Hole Road/Troopers Hill Road) that could be delivered in and around the EBLN area, which this project would be unable to deliver owing to time, resource and budget constraints. Delivery of such measures could be considered by the City Transport service in due course, based on monitoring findings following delivery of this scheme.

#### Background Documents:

1. OBC Cabinet report and decision:  
<https://democracy.bristol.gov.uk/ieListDocuments.aspx?CId=135&MId=10188>
2. Delegated approval of trial scheme delivery:  
<https://democracy.bristol.gov.uk/ieDecisionDetails.aspx?ID=2269>

<b>Revenue Cost</b>	N/A	<b>Source of Revenue Funding</b>	N/A
<b>Capital Cost</b>	<p><b>£10,102,033.97</b></p> <p>Please note:</p> <ul style="list-style-type: none"> <li>• Figure includes all spend to-date (and the £1,009,846.90 already approved and released, via DN CRSTS066)</li> <li>• Figure also (as of February 2026) includes £542,001.26 of historic (2021-23) IF/TCF spend</li> </ul>	<b>Source of Capital Funding</b>	<p><b>IF/TCF (spent 2021-23): £542,001.26</b></p> <p><b>CRSTS: £9,398,962.53 (total) / £8,389,115.63, (excluding the £1,009,846.90 already approved and released, via DN CRSTS066)</b></p> <p><b>S106 (match): £161,070.18</b></p>
<b>One off cost</b> <input checked="" type="checkbox"/> <b>Ongoing cost</b> <input type="checkbox"/>		<b>Saving Proposal</b> <input type="checkbox"/> <b>If yes - existing or new saving?</b> Choose an item. <b>OR Income generation proposal</b> <input type="checkbox"/>	

#### Professional comments section:

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## 1. Finance Advice:

The purpose of this report is to seek approval of the Full Business Case (FBC) to make the East Bristol Liveable Neighbourhood (EBLN) scheme permanent, and to approve and draw down CRSTS funding for full delivery. This scheme is a CRSTS scheme and sits within the council's CRSTS allocation determined in the recent rebase lining of the programme by the Mayoral Combined Authority (MCA).

The council has funding of £1.55 million confirmed for development of the trial scheme and this FBC. As of 27 March 2026, the council has however already spent £3.2 million, with the value expected to be approximately £3.5 million prior to completion of the FBC. The unfunded balance is being temporarily funded by the Clean Air Zone (CAZ) operational surplus, as approved at February 2026 Transport and Connectivity Committee, based on the estimated overspend at the time.

If this FBC is not to be taken forward, revenue reversion would take place, and the CAZ funding would need to be used to fund the difference between the amount spent and the grant funding approved to date. The Service has no permanent approval to use CAZ funding for this, and should the revenue reversion occur, the Service will need to either de-scope other CAZ funded programmes in order to fund this or find savings elsewhere to offset. The Service has no authority to overspend and is not allowed to create a General Fund pressure.

Should the scheme get approved, total cost of the scheme (including spend to date) is estimated at £10.102 million, with approximately £9.941 million to be funded by the MCA (TCF feasibility funding plus CRSTS funding). The remaining £0.161 million is to be funded from section 106 contributions held by the council. Factoring in the money already spent and the section 106 contributions, the council is requesting approximately £6.4 million from the MCA for delivery of the permanent scheme. This is inclusive of a 25% contingency of costs not yet incurred.

The project needs to be delivered within the Budget envelope, and any overspends should be managed within the allocated contingency.

**Finance Business Partner:** Vivi Sargioti, Finance Business Partner – Growth & Regeneration, 2 June 2026

## 2. Legal Advice:

The report seeks approval to make the EBLN scheme permanent subject to approval of the full business case and bid for funding. If the bid for funding is successful, any procurement process to spend the funding must be conducted in line with the Procurement Act 2023 and the Council's own procurement rules. Legal services will advise and assist officers with regard to the conduct of the procurement process and the resulting contractual arrangements.

In relation to the statutory consultation on specific Traffic Regulation Order dependent elements of the scheme process, the consultation responses must be conscientiously taken into account in finalising the decision. There must also be clear evidence that the decision maker has considered the consultation responses, or a summary of them, before taking the decision.

The Public Sector Equality duty requires the decision maker to consider the need to promote equality for persons with "protected characteristics" and to have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity; and iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it.

The Equalities Impact Assessment is designed to assess whether there are any barriers in place that may prevent people with a protected characteristic using a service or benefiting from a

policy. The Committee must take into consideration the information in the assessment before taking the decision.

**Legal Team Leader:** Husinara Jones, Team Manager/Solicitor 1 June 2026

**3. Implications on IT:** I can see no implications on IT arising from this report.

**IT Team Leader:** Alex Simpson – Lead Enterprise Architect – 24 October 2025

**4. HR Advice:** There are no HR implications evident.

**HR Partner:** Celia Williams, HR Business Partner, 10 November 2025

## APPENDICES

<b>Appendix A – Further essential background / detail on the proposal</b>	<b>YES</b>
<b>Appendix B – Equality Impact Assessment (EqIA)</b>	<b>YES</b>
<b>Appendix C – Environmental Impact Assessment (EIA)</b>	<b>YES</b>
<b>Appendix D – Decision Risk Assessment.</b>	<b>NO</b>
<b>Appendix E – Exempt Information</b>	<b>NO</b>
<b>Appendix F – Details of consultation carried out - internal and external</b> (please note: details of public engagement can be found at Appendix A)	<b>NO</b>
<b>Appendix G – Options appraisal matrix</b>	<b>NO</b>
<b>Appendix H – Business case / financial analysis</b> (please note: business case can be found at Appendix A)	<b>NO</b>