

Bath & North East Somerset Council

DECISION MAKER:	Cllr Caroline Roberts, Cabinet Member for Transport	
DECISION DATE:	On or after 1st November 2014	EXECUTIVE FORWARD PLAN REFERENCE:
		E 2646
TITLE:	Terrace Walk Road Space Re-Arrangement	
WARD:	Abbey	
AN OPEN PUBLIC ITEM		
List of attachments to this report:		
Appendix A	- Existing Road Layout, Drawing Nos. TR5500-800-02 and 03	
Appendix B	- Terrace Walk Road Space Re-arrangement, Existing TRO Plan Drawing No. TR5500-TRO-710	
	- Terrace Walk Road Space Re-arrangement, Proposed TRO Plan Drawing No. TR5500-TRO-711	
	- N Parade Coach Parking Arrangements, Existing & Proposed TRO Plan Drawing No TR5500-TRO-712	
Appendix C	- Schedule of Objections and Officer Comments	
Appendix D	- Equalities Impact Assessment	
Appendix E	- Alternative Option - Traffic Flow Reversal Sketch	

1 THE ISSUE

- 1.1 This report considers the responses to the formal advertisement of Traffic Regulations Orders to introduce a number of parking/ loading facilities, as well as parking restrictions within Terrace Walk, York St and North Parade.

The purpose is to improve the functionality of the area for residents, businesses and to accommodate drop-off and pick-up for the sightseeing buses and tourist coaches within this part of the City Centre.

2 RECOMMENDATION

- 2.1 The Cabinet member is asked to agree that the Traffic Regulation Orders are approved in accordance with the advertised scheme.
- 2.2 That dedicated enforcement, through a local event security firm is retained as an additional aid to the Council's Parking Services civil enforcement team to manage the area.

3 FINANCIAL IMPLICATIONS

- 3.1 The cost in implementing new signs and road markings for the scheme will be around £5000. This is budgeted as part of the Transport Improvement Programme and is grant funded.
- 3.2 In addition to the capital costs, the revenue maintenance costs associate with the project, consisting of additional signs and road markings will be incorporated within the existing highways maintenance revenue budget. These will be minimal as much of the work will be replacement rather than addition.
- 3.3 Loading restrictions on Terrace Walk require on-going dedicated enforcement. Current enforcement costs for the scheme around £735/week, which is an annual cost of £38-39k per annum.

4 CORPORATE OBJECTIVES

Creating neighbourhoods where people are proud to live - The provision of a coach drop-off/ pick-up point within close proximity to the major tourist attractions of the Pump Rooms, Roman Baths and Abbey is seen as a key aspect for the city's tourist economy.

However, the emerging Transport Strategy recommends a replacement location to Terrace Walk is sought, that will provide similar access requirements, but improved capacity. This is in addition to a coach park requirement, which could be further from the city centre.

5 THE REPORT

5.1 Introduction

Changes to Terrace Walk were made as part of the Public Realm and Movement Programme for Bath City Centre, following the formal adoption of the Public Realm and Movement Strategy in March 2010.

The principal purpose of the scheme was to relocate coach drop-off and pick-up from Orange Grove to Terrace Walk as part of the High St Public Realm & Highway Improvement Scheme.

It included a number of road space changes in Terrace Walk, Orange Grove, York St and North Parade.

The road space changes made are shown on drawing nos. TR5500-800-02/03 in Appendix A, but are also described below:-

Terrace Walk

- Removal of pay and display parking to accommodate existing tour bus operation;
- Removal of resident parking;
- Removal of motorcycle parking;
- Removal of disabled parking;

- Provision of loading and waiting restrictions on the western side of Terrace Walk between 9.30am and 8.00pm;
- Provision of 3 No coach parking bays;
- Provision of 2 No loading bays.

York St

- Removal of pay and display parking in York St.

Orange Grove

- Removal of 2 No coach parking bays;
- Provision of 2 No disabled parking bays;
- Provision of 1 No loading bay.

5.2 Objections and Comments

The scheme was initially implemented on an experimental basis, which allowed the Council to monitor the changes and consider the many comments and objections received. These are summarised as follows, together with Officer response:-

5.2.1 Loss of Motorcycle Parking

To enable the current layout to be realised, motorcycle parking was removed, with no opportunity to provide elsewhere in the nearby locality at the time of the trial. Following the omission of the taxi rank on South Parade in August 2012, road space is now available to enable the provision of motorcycle parking at the western end of the street and this is expected to be available over the next few months.

5.2.2 Loss of Disabled Bays

The new layout in Terrace Walk required the removal of the two disabled bays in North Parade, adjacent to the Abbey Hotel. These were re-provided locally on the northern side of Orange Grove as part of the trial and the recommendation has been to retain them.

The design amendments provide further disabled parking provision in the form of 2 dual-use disabled/ loading bays at the eastern end of York St, subject to availability.

5.2.3 Reduction/ Loss of Pay & Display and Residents Parking Spaces

The provision of four buses and coach parking in front of the Abbey Hotel has meant the loss of 10 pay and display and resident parking bays. As part of the initial trial, approximately 3 resident parking bays were freed up by taking out pay and display bays in York St.

Following the omission of the taxi rank on South Parade in August 2012, road space is now available to enable the provision of approximately 6 additional resident parking bays. Overall, this has equated to a net loss of 3 dedicated resident parking spaces and these are expected to be available over the next few months.

5.2.4 Loss/ Reduction in Single Yellow Lines for Blue Badge Holders

Single yellow lines on the west side of Terrace Walk have been removed and replaced with loading and waiting restrictions to allow safe manoeuvre of coaches from Pierrepont St. This has meant that blue badge holders have lost the ability to park along this length of road. Similarly, local people have also found it difficult to drop-off and pick-up small goods.

The proposed design amendments offer additional opportunity for blue badge holders and deliveries in the form of 2 dual-use bays in York St, subject to availability.

5.2.5 Limited Coach Parking Period

Coach operators have expressed that the 10 minute allocated time for coach parking is considered insufficient, particularly for passenger pick-up. This is exactly the same time allocation provided for coach parking in Orange Grove and in the current layout and ensures that the occupation of bays is more frequent, which reduces congestion on the network in the area.

It is recommended that the 10 minute allocation time should be retained.

5.2.6 Existing Loading Bays

The loading bays were provided as a means for deliveries to load and unload outside of the period of waiting and loading on Terrace Walk, i.e. 9.30am until 8pm. Under the new proposal, the hours of use have now been changed to 8am to 7pm, with a maximum use period of 20 minutes.

However, the traffic regulation order allows for use by "Goods Vehicles Only", and doesn't allow adjacent business owners who legitimately wish to load/ unload from their cars.

It is recommended that the loading bays on the western side of Terrace Walk should be changed to allow all vehicles to load/ unload.

5.2.7 Requirement for Additional Loading Bay

Currently, the Abbey Hotel have nowhere for customers/ patrons to drop-off and pick-up and businesses in that locality has nowhere to conduct deliveries.

The proposed redesign recommends an additional 20 minute loading bay outside the Huntsman and Ale House public houses. The proposal also allows deliveries to be made from a dual-use loading bay on the eastern side of York St. Usage is subject to availability.

5.2.8 Not Enough Coach Parking Space

Coach drop-off and pick-up places become oversubscribed at peak periods i.e lunchtime and late afternoon, particularly during busier trading months. 2 coach parking bays are also available along North Parade.

The use of Terrace Walk as a drop off and collection point for coach passengers has been developed to respond to the demand and to provide a location near to the city centre at which visitors can be dropped off and picked up conveniently to visit key attractions such as the Abbey and the Roman Baths and modifies the previous arrangement whereby a limited area of coach parking was available on Orange Grove.

The Authority acknowledges the value of coach-borne visitors to the local economy and is keen to accommodate coach travellers whilst at the same time preserving as far as possible the environmental quality of the city centre. There is currently a lack of available locations for coach management at present but it is envisaged that this situation will change over the next few years and this is an opportunity we are looking at through the emerging Transport Strategy.

Terrace Walk for the current purpose is unlikely to be considered as a permanent solution, instead a coach collection point which can cater for access needs near the city centre, with greater capacity than that provided at Terrace Walk is recommended.

5.2.9 General Pedestrian Safety

A number of complaints have been received with respect to possible issues regarding pedestrian safety, which tends to manifest itself during the peak coach usage periods i.e. around 11am-12.30pm for drop-off and similarly between 3.30pm-5.00pm for pick-up.

This hasn't been particularly evident during monitoring and similarly during the post construction safety audits, but nevertheless should not be dismissed.

There has also been concern over the operation of the Christmas Market, where York St meets Terrace Walk. However this has failed to materialise, as the majority of coaches are booked into the Riverside coach park.

5.2.10 Pollution

Complaints have been received with respect to increased levels of pollution as a result of the influx of tourist coaches.

Pollution monitoring equipment was placed in Terrace Walk for a 5 month period between October 2012 and February 2013.

The data gathered concluded that the average levels at the building facades were $34\mu\text{g}/\text{m}^3$, which did not exceed the national objective of $40\mu\text{g}/\text{m}^3$ for average levels of nitrogen dioxide. However this is not to say that peak pollution levels have not caused a nuisance.

Following complaints, the Council recognised the problem and ensured that coaches were placed away from the building facades and also provided signs requesting coach drivers to switch off their engines when waiting to pick up passengers. As a longer term objective, the Council are also considering fining offenders for not switching off engines whilst stationary, through issuing Penalty Charge Notices (PCN's).

It is also worth mentioning that as engine technology advances, the fuels used have become cleaner, as a result of tougher emission standards.

5.2.11 Congestion on Pierrepont St

Bollards have been placed in the highway on Pierrepont St to create a sterile area to help coaches safely turn into Terrace Walk, but reduces the length of the straight ahead traffic lane. As a result this can create queuing at peak time.

Officers have monitored the impact on traffic, but it is not considered to have an adverse effect on the junction or immediate network.

5.3 Stewarding System & Coach Welcome Facilities

Consideration should be made to operate a stewarding system for coaches using the drop-off/ pick-up bays, particularly during peak periods of the year. This would ensure that passengers are directed to the city's tourist attractions and that coaches don't over stay within the parking bays. It would also ensure a consistent turnover and help reduce congestion during peak times.

It is recommended that stewards are used during the months of May/ June/ July/ August/ September and November/ December between 10.00am and 5.30pm each day.

A welcome facility for coach and coach drivers at the Riverside Coach Park (or similar future site), should be considered, to provide drivers somewhere to rest and eat between excursions.

5.4 Public Realm Improvement Scheme

A further piece of work is planned to improve the area of Terrace Walk/ Grand Parade in terms of its public realm, which will include an additional pedestrian phase at the western side of the Terrace Walk/ Pierrepont St junction; pedestrian build-out at the northern side of Terrace Walk; temporary signals equipment replaced by permanent equipment and road resurfacing. Consideration of this work is to be made within the 2015/16 capital programme.

6 RISK MANAGEMENT

The report author and Lead Cabinet Member have fully reviewed the risk assessment related to the issue and recommendations, in compliance with the Council's decision making risk management guidance.

The risk assessment for this project has indicated that there is a significant risk that if alternative locations for coach drop-off and pick-up are not considered within the vicinity of the Pump Rooms, Roman Baths and Abbey, there is potential for damage to local businesses and tourist economy in the city.

7 EQUALITIES

7.1 An Equalities Impact Assessment has been carried out for this scheme, see Appendix D.

8 RATIONALE

The recommendations outlined, will provide a balanced approach for coach drop-off and pick-up in the area, whilst protecting local businesses, residents and the tourist economy for the city.

This will protect the public realm, improve operation in those streets and minimise impact upon the public transport and the highway network in the area.

9 OTHER OPTIONS CONSIDERED

9.1 Following suggestions, consideration has also been given to a layout with a reversal of traffic flow through North Parade and Terrace Walk (see sketch drawing in Appendix E), which:-

- 9.1.1 will allow nearside loading for tour buses on the Abbey Hotel side;
- 9.1.2 provides a loading bay for deliveries within the south west corner of Terrace Walk, for use by the Abbey Hotel and other businesses;
- 9.1.3 would require reduction in length of the delivery bay on the northwest side of Terrace Walk to accommodate right turning coaches out of Terrace Walk into Pierrepont St (s/bound);
- 9.1.4 would alleviate the difficulties of left turning coaches into Terrace Walk from Pierrepont St;
- 9.1.5 will reduce road space to accommodate the tracks, but only allow sufficient space for 2 x 15m coaches;
- 9.1.6 would require realignment of the kerbline on the south side of Bog Island to accommodate the 15m coach bay, which may require structural works;
- 9.1.7 would increase the effective width of the uncontrolled pedestrian crossing point on the south side, which will require an additional pedestrian phase within the junction. This will have an adverse impact upon the capacity of the Pierrepont St/ North Parade junction and immediate road network;

- 9.1.8 could cause coaches to queue through the junction in anticipation of an available space at peak periods, potentially compromising the junction capacity and local network;
- 9.1.9 would cause visibility problems for vehicles waiting to turn right from Pierrepont St to North Parade, where coaches are waiting to turn right into Terrace Walk from Grand Parade;
- 9.1.10 could cause a collision, as vehicle design tracks suggest that coaches waiting to turn right from Grand Parade into Terrace Walk, compromise the swept path of a similar size vehicle turning left from Grand Parade into N Parade.

Whilst the proposal has some benefits, there are a number of deficiencies and as a result the Highway Authority is unable to recommend this option.

10 CONSULTATION

Ward Councillor; Cabinet members; Parish Council; Overview & Scrutiny Panel; Staff; Other B&NES Services; Service Users; Local Residents; Community Interest Groups; Stakeholders/Partners; Other Public Sector Bodies; Section 151 Finance Officer; Chief Executive; Monitoring Officer.

Traffic Regulation Orders for the scheme were advertised on street and through local media from the 31st July to 21st August 2014.

Discussion and consultation with key-stakeholders has also been on-going since June 2011.

11 ISSUES TO CONSIDER IN REACHING THE DECISION

11.1 *Customer Focus; Sustainability; Human Resources; Property; Corporate Health & Safety.*

12 ADVICE SOUGHT

12.1 The Council's Monitoring Officer (Divisional Director – Legal and Democratic Services) and Section 151 Officer (Divisional Director - Finance) have had the opportunity to input to this report and have cleared it for publication.

Contact person	Simon Thomas, Tel. No. 01225 395160
Sponsoring Cabinet Member	<i>Councillor Caroline Roberts</i>
Background papers	Cabinet Report (9 th November 2011) – Public Realm and Highway Improvement Scheme, High St: Options for Orange Grove and Terrace Walk Single Member Decision Report E2272 (23 rd April 2012) - Public Realm and Highway Improvement Scheme, High St. Terrace Walk Observation Document.
Please contact the report author if you need to access this report in an alternative format	