



20th October 2016

Agenda Item: 6

REPORT OF CORPORATE DIRECTOR - PLACE

**THE NOTTINGHAMSHIRE COUNTY COUNCIL (HUCKNALL TOWN CENTRE)
(PROHIBITION OF WAITING, PARKING PLACES AND RESIDENTS'
CONTROLLED ZONES) TRAFFIC REGULATION ORDER 2016 (4172)**

AND

**THE NOTTINGHAMSHIRE COUNTY COUNCIL (HUCKNALL TOWN CENTRE)
(ONE WAY STREETS, PROHIBITION OF DRIVING, MOVEMENTS AND
ENTRY) TRAFFIC REGULATION ORDER 2016 (4173)**

CONSIDERATION OF OBJECTIONS

Purpose of the Report

1. To consider the objections received in respect of the proposed Traffic Regulation Orders (TROs 4172 and 4173) for the Hucknall Town Centre Improvement Scheme (TCIS) and whether they should be made as advertised.
2. To seek approval to introduce camera enforcement of the town centre bus link.

Background

3. Previous reports have been presented to Transport and Highways Committee in May 2015 seeking approval to compulsorily acquire land and property to deliver the Hucknall TCIS project and in December 2015 provide a scheme update and confirmation of construction costs. This report is to consider objections received to the advertised static and moving traffic orders required in the town centre to deliver the final scheme layout.

Information and Advice

4. A transport improvement scheme in Hucknall to construct a new road between Station Road and Annesley Road has been safeguarded for a number of years. The new road will enable part of the High Street (between Baker Street and Watnall Road) to be pedestrianised creating a high quality, safe and attractive environment to stimulate and regenerate the town centre by attracting inward investment.
5. The new road is 450m long, single carriageway and will be 30mph. It lies north-east of the High Street and the layout is shown on the attached drawings H/JH13379/500B and 501B. The Hucknall TCIS also includes a flood relief culvert (750mm diameter sized pipe) under the new road to alleviate flooding issues within the Thoresby Dale estate and provide additional storage for highway drainage. The current scheme was granted planning approval at the 10th December 2013 meeting of the County Council's Planning and Licensing Committee.

6. The appointed contractor for the Hucknall Town Centre Improvement Scheme commenced construction in January 2016. The transport improvements include a new road constructed between Station Road and Annesley Road, improving public transport with the construction of a bus link between the new road and the Watnall Road / High Street junction and the part pedestrianisation of the Hucknall High Street between Baker Street and Watnall Road. A number of junction upgrades on the highway network including the creation of a signal-controlled junction at Ashgate Road / Station Road will also help reduce congestion within the town. The new road will open to traffic on the 21st November 2016 with the pedestrianised elements of the High Street completed for May 2017.

7. The scheme will bring major changes to the existing road layout in the town centre. This requires changes to the Traffic Regulation Orders (TROs) relating to parking and traffic movements around the town to enable the new network to operate safely and effectively. The proposed changes affect a range of stakeholders including local residents, businesses, road users and visitors to the town. To undertake the consultation over 600 letters were sent out and the restrictions were divided into 4 distinct areas as identified below:

8. **Area 1:**

- Albert Street (between the new road and The Connery)
- Budby Rise / Kersall Gardens / Kneesall Grove / Perlethorpe Drive
- Co-operative Avenue
- Palmer Avenue
- The Connery
- Thoresby Dale
- Titchfield Street (between the new road and The Connery)
- 38 – 42 Woollaton Street (section north-east of the new road)

Area 2:

- Ashgate Road
- Baths Lane
- Bolsover Street
- Lingford Street
- Portland Road
- Station Road
- Station Terrace
- Woodstock Street

Area 3:

- Albert Street (section between High Street and new road)
- High Street (between Watnall Road and Station Road)
- New Bus link between new road and High Road / Watnall Road Junction
- New Road between Annesley Road and Station Road
- Titchfield Street (between new road and High Street)
- Titchfield Terrace
- Woollaton Street
- Vine Terrace

Area 4:

- Annesley Road
- Baker Street
- High Street (between Baker Street and Watnall Road)
- South Street

9. Key elements of the proposed traffic order include:

- High Street (section between Baker Street and Watnall Road) made one-way in an eastbound direction and prohibition of access to all motor vehicles at all times. Access exemptions restrict loading and unloading to after 4pm and before 10am on all days, and for bullion and post office vehicles at all other times. Disabled Blue Badge and Special Access Permit holders are not exempt from the prohibition.

- Introduce 20mph speed limits on High Street (between Watnall Road and Station Road, Baker Street, (between High Street and junction with Annesley Road), South Street (High Street to outside 17 Yorke Street), Titchfield Terrace (tie in with the change of limit on High Street), Woollaton Street;
 - Baker Street – right turn ban to prohibit north bound traffic turning onto pedestrianised area of the High Street, install a zebra crossing and extending No Loading (peak time) on the east side to tie into the new road;
 - Introduction of a one-way system along Albert Street between the new road and The Connery;
 - Combining Residents' Parking Scheme (RPS) areas together that will allow residents with a valid parking permit to park in any of these RPS areas. Areas to be combined are Albert Street / Titchfield Street / The Connery, Thoresby Dale Area and Bolsover Street;
 - Extend the RPS area to include Co-operative Avenue, Palmer Avenue and remainder of The Connery (added after initial consultation, sufficient residential support for questionnaires);
 - Changing the type of RPS to a 'type 3' which removes the mixture of permit, unrestricted and limited waiting bays and requires a permit to park in the zone – aim to provide greater opportunity for residents and remove non-residential parking;
 - Change times of RPS for the Thoresby Dale area from 24 hours on all days to 8am – 6pm (Monday to Saturday) to bring a consistent approach across the residential area on the east side of the new road;
 - Introduction of resident only parking on Woollaton Street (opposite 38 – 42) and Albert Street (on section between bus link and opposite number 19) in operation at all times (these are not included in the wider RPS area)
 - New bus link – No entry to all vehicles, except buses;
 - Bolsover Street – permanently revoke the one-way system making the road two-way, amend start of RPS scheme to provide limited waiting parking bays near to doctors surgery and permanently make the changes to current layout to enable and manage all required vehicle movements;
 - Introduction of 'No Waiting At Any Times' (double yellow lines) around junction areas and along sections of road to maintain traffic flow.
10. Initial consultation was carried out between 22nd June and 22nd July 2016. Following feedback on the original proposals, the statutory consultation and public advertisement was undertaken between 17th August and 16th September 2016. The second exercise also included a proposal to introduce a residents parking scheme for Co-Operative Avenue, Palmer Avenue and The Connery following requests from residents living on these streets, as part of this questionnaires were sent out to residents affected to ascertain the level of support.
11. The document packages were held at Carillion Tarmac's Public Liaison Office on Annesley Road and County Hall and copies of the notice were erected at a number of locations in the local area. All the residents and business owners within the 4 areas detailed above were consulted directly by letter (over 600) outlining the changes during both rounds of consultation. Via East Midlands also held a drop in consultation event to discuss the proposed changes on the 28th July, this event took place at the Public Liaison Office on Annesley Road and was well attended.

12. The scheme layout for the advertised proposals are shown on the attached drawings numbered H04078/2098/01 to 04 with a wider location plan numbered H/04078/2098/06. Appendix 1 includes a summary of the changes for each of the four areas that were sent out as part of the consultation documentation.

Bus Link Enforcement

13. The bus link will connect the new road to the High Street at the Watnall Road junction. The use of the majority of this link road will be restricted to buses only with appropriate signing in place. Access from the Watnall Road junction will be controlled by traffic signals as the road at this point is not wide enough for one bus in either direction to pass. Two new bus stops will be formed along the link road, one in either direction with shelter and real time information. The bus link will be fully accessible to pedestrians either using the bus stops, or accessing the town centre.
14. As part of the planning conditions, there is a requirement within twelve months of the road being fully opened to vehicular traffic that unauthorised use of the bus only link is reviewed and that should persistent or regular breaches of the movement restrictions be identified, additional traffic management measures should be introduced to discourage such unauthorised use.
15. Through consultation events it was suggested that the issue of enforcement was revisited. Nottinghamshire County Council has the necessary power to enforce the operation of bus lanes with the use of approved static cameras. Such enforcement would be an effective measure to reduce the number of contraventions at any location. The report to Transport and Highways Committee on 21st March 2013 approved the commencement of bus lane enforcement within Nottinghamshire subject to site specific approvals.
16. There is an opportunity to install static cameras as part of the construction works. The enforcement at this site from the opening of the bus link enables safe traffic movements to be controlled and enforced from day 1. It is considered that this will offer every opportunity to establish a regime of zero contraventions from the outset.

Objections Received

17. During both rounds of consultation and advertisement period, thirty-five responses were received. Comments received during the public event are not recorded in this report as these were either incorporated into the advertised proposals or covered in objections / comments received in writing through the consultation process. One response was for further information, twenty-two were comments and twelve are considered as outstanding objections. Responses have been sent to comments received, key issues that are considered relevant to the wider scheme and objections include:
- Removal of Restrictions on Duke Street - Three comments were received suggesting the removal of the existing restriction on Duke Street which prohibits all vehicles (except buses and cycles) from exiting Duke Street through the Station Road / High Street / Portland Road junction;
 - A company based on Bolsover Street requested information on the rationale behind the changes to Bolsover Street and considered the two-way layout unsafe due to parked cars

and narrowness of the carriageway plus raising an issue with visibility at the mouth of the Bolsover Street junction with Portland Road;

- Visitor parking passes should be issued on Bolsover Street. The individual also raised concerns about larger vehicles such as camper vans taking up space on the highway network where space is already at a premium;
- Eleven comments highlighted concerns that the changes to the parking arrangements within the town would simply transfer parking onto Co-Operative Avenue, the Connery and Palmer Avenue. A number of comments also went on to state that the situation was exacerbated with the closure of the free car park on Albert Street last year. Requests were subsequently made to the County Council to create a new residents parking scheme for the three streets named above. One individual did however go onto say that they believed that the general concept of a residents parking scheme is discriminatory and represents a huge injustice;
- Requests were made for a RPS on Carlingford Avenue which has reports of intrusive parking.

18. Response to Comments

Duke Street fell outside the remit of this consultation exercise. Alterations to Duke Street may be considered once the town centre scheme has been completed in 2017 and new traffic patterns have been established on the wider road network.

The residents parking scheme is proposed to be changed to a 'type 3' scheme which only has parking for permit holders within the scheme's extents. All residents living within the scheme boundary are eligible to apply for a permit for all vehicles registered at their address and / or 1 visitors permit. The visitors permit can be used on any vehicle and would also be valid in the surrounding residents parking scheme areas such as the Thoresby Dale area. In addition to the permit bays on Bolsover Street there will also be parking bays at the junction with Portland Road that will allow parking for anyone up to 2 hours between 8am and 6pm.

19. Following comments from the initial consultation phase and also feedback from the consultation event the advertised traffic order included an extension to the RPS area to include Co-Operative Avenue, The Connery and Palmer Avenue in operation Monday to Saturday between 8am and 6pm. This would allow residents to continue parking on street but would prevent all day commuter and shopper parking. The inclusion of these streets were on the basis that sufficient support is obtained by undertaking a questionnaire in conjunction with the consultation. The County Council criteria requires a 35% response rate with 65% of respondents in support. Questionnaires were sent to every household within the area that would be eligible with 53% of the properties responding and 67% of respondents in favour of introducing a residents parking scheme for this area. On this basis the RPS can be extended and was included in the advertised proposals.
20. Carlingford Road currently has no RPS. It was not considered appropriate to include in the proposals as it is not directly affected by the TCIS works and whilst it is accepted that there are occurrences of intrusive parking these are due to a number of factors wider than a direct displacement of parked vehicles from streets such as Albert Street and Titchfield Street.

21. Objection – Merging of RPS and Times of Operation

A local resident on Thoresby Dale objects to the proposal to alter the hours of operation for the resident parking schemes in this area from 24 hours on all days to 8am – 6pm Monday to Saturday. The objector considers this will only result in vehicles parking on the estate in the evening because of people's concerns over vandalism and capacity issues at NET and Tesco; this being a key reasoning for the current times of operation. The objector also felt that it is unfair to allow households from neighbouring streets to park on adjacent streets as a consequence of merging the schemes and also raised concerns about emergency access.

A local resident of Albert Street supported the proposal to merge the RPS areas together and the concept that parking should be based on the requirement of a permit. However, they did object to changing the existing times of operation for the schemes to the proposed hours of operation of Monday to Saturday, 8am – 6pm and suggested that all the schemes should be in operation 24 hours a day, seven days a week.

22. Response – Merging of RPS and Times of Operation

Access onto Thoresby Dale will be blocked off to vehicular traffic where it meets Station Road and vehicular access will be via Perlethorpe Drive off the new road as part of the new highway layout. There is also ample parking at both the NET car park and Tesco superstore in the evening removing the need for motorists to park on the Thoresby Dale estate. It is considered that the detour involved will deter vehicles from parking at the end of Thoresby Dale after 6pm and will encourage people parking at the facilities being used rather than residential streets.

The RPS scheme will continue to remain effective between 8am -6pm (Monday to Saturday) as proposed and changing the times of Thoresby Dale to match adjacent streets enables a consistent approach that helps with enforcement. It is considered that this arrangement on the east side of the new road gives greater opportunity for flexibility of use overnight and also on Sundays when demand for both resident and visitor parking is usually at its greatest in this residential area.

The wider Hucknall TCIS includes an emergency access route onto the Thoresby Dale estate close to Station Road, this is managed by the introduction of vehicle deterrent paving.

23. Objection – Extension to Residents Parking Scheme Area

A resident of Co-operative Avenue is objecting to the proposals and considers that they have had to accept the further extension to the RPS area and the only purpose is to generate income. The resident considers that the problem will not be resolved by the proposals and will deter shoppers from the town centre.

Ashfield District Councillor Morrison has also objected as a District ward member and as a local resident. Key issues raised include that the scheme will not guarantee a parking space, no provision has been made for work vehicles and households should be able to apply for multiple visitor permits at no additional costs. In addition he raised the issue that there is no evidence to show that a permit scheme reduces accidents, congestion or illegal parking.

24. Response – Remove Residents Parking Scheme Restrictions

The decision to extend the RPS onto Palmer Avenue and Co-operative Avenue was as a direct result of requests from residents due to concerns over displaced public parking from nearby streets. The inclusion of the proposals was subject to wider support and

questionnaires sent to all affected residents achieved both the required response rate and level of support.

A RPS does not offer any guarantees as to space or location, but will provide an improved opportunity to park. A visitor permit can be used for works vehicles. Where kerb space is insufficient visitor permits are limited to one per household and multiple applications are assessed on a case by case basis. Once the new road is open and all the revised restrictions are in place further assessments can be carried out to assess whether there is space and demand for additional visitor permits. The proposed restrictions will be in place between 8am and 6pm so outside of these hours vehicles can park without a permit subject to availability.

Charges applied to residents parking permits is a requirement of the Authority and on 25th February 2010 the council's budget included a recommendation that a charge should be made for permits issued for use in residents' parking schemes. The charge is to cover the administration and management of the permit scheme and the direct costs of the permits. Parking permits cost £25 each and are usually valid for 12 months, with 100% discount concessions for Blue Badge Holders and residents 75 years old and over. Properties can also purchase a visitor permits at a cost of £25 each; these are not specific to the vehicle. Detailed information on permits was provided as part of the questionnaire process and can be re-sent to individuals on request.

25. Objection – Removal of Free Parking Bays.

A resident of The Connery objected about the loss of the free car parking spaces on the Connery, the resident has requested that at least two free car parking spaces be kept as part of the scheme to assist with visitor parking.

26. Response – Removal of Free Parking Bays.

The proposed permit scheme for this area is a type 3 so all parking provision on this road will require a permit with existing parking bay markings removed as they are no longer needed. A visitor's permit to park on this street will be available to residents at a cost of £25 per annum.

27. Objection – Removal of Parking Bays On Bolsover Street

A resident on Bolsover Street claimed that residents were not consulted on the various parking alterations that were introduced in December 2015 yet local businesses were and objects to the proposals. The objector has requested that the parking bays outside 29-37 Bolsover Street are reinstated and suggests that the business that was originally accommodated as part of the Traffic Order has now moved premises and consequently there are now no Heavy Goods Vehicles using Bolsover Street that resulted in a number of parking bays being removed to allow safe movement of these large vehicles entering and exiting their business premises.

A further objector considers that the parking outside their property on Bolsover Street should not have been removed and has caused considerable inconvenience. The objector requests that the single yellow lines introduced instead to allow parking outside their property after 6pm. They also had concerns about visibility when entering and exiting Bolsover Street since the street was made two-way under a Temporary Traffic Regulation Order back in December 2015 in readiness for the Hucknall Town Centre Improvement scheme works.

A further resident of Bolsover Street was also concerned about the removal of parking bays on the street in general and didn't consider the road was wide enough to be made two-way. Concerns were also raised about visitors being unable to park on the street.

28. Response – Removal of Parking Bays On Bolsover Street

The Temporary Traffic Regulation Order for Bolsover Street was introduced in December 2015 and was publicly advertised. Consultation requirements for temporary orders are different to permanent orders and it was always intended that further detailed consultation with residents and all road users would take place. The factory that was referred to within the response is still trading from Bolsover Street and continues to receive HGV deliveries on a daily basis so it is not possible at this time to reinstate parking bays outside numbers 29-37.

The parking bays were removed to facilitate delivery vehicles safely turning in and out of the factory entrance opposite the parking bays in question. It is not possible to consider introducing a single yellow line outside these properties because deliveries for the factory are not time specific.

The northern end of Bolsover Street has had to be permanently closed off in preparation for the construction works. Unfortunately Bolsover Street could not be incorporated into the new traffic signal arrangement at the junction of Station Road / New road on safety and capacity grounds. This meant Bolsover Street, as a cul-de-sac, has to be two-way. The junction with Portland Road already has 'No Waiting At Any Time' (double yellow line) restrictions in place to improve visibility and safety for motorists and pedestrians.

Residents will be eligible to apply for one visitor permit and 2 hour limited waiting parking bays are provided on Bolsover Street at the junction with Portland Road with further on-street provision close by.

29. Objection – Bolsover Street

A resident on Bolsover Street objected to the proposals and requested that the area outside their property is provided with a parking bay. The objector also suggests that the yellow lines outside no. 6-8 and 15-17 on Bolsover Street should be permanently removed and converted into parking bays because these areas are no longer used for vehicular access.

30. Response – Bolsover Street

The RPS is being amended to a 'type 3' so all parking within the zone will require a permit. Limited waiting bays are continuing to be provided on the end of Bolsover Street close to the junction with Portland Road to provide short term provision for visitors to the Doctors surgery and other services in the proximity.

The request for alterations to the parking bay outside 15-17 Bolsover Street has been accommodated however the yellow lines outside 6-8 remain as it provides a clear access point to the rear of a number of properties at this location.

Other Options Considered

31. Other options were considered which related to the types of restrictions, times of operation and extents. Proposals have been modified to take into account comments received during consultation.

Comments from Local Members

32. County Councillors Alice Grice, John Wilmott and John Wilkinson have been involved with the consultation events. No direct responses to the consultation documents were received.

Reason for Recommendation

33. The recommendations represent the most appropriate action to balance competing requirements, meet the needs of local residents and to facilitate the safe operation of the highway. As with the rest of the road network the changes will be monitored and further amendments may be undertaken if shown to be required.

Statutory and Policy Implications

34. This report has been compiled after consideration of implications in respect of crime and disorder, finance, human resources, human rights, the public sector equality duty, safeguarding of children and vulnerable adults, service users, sustainability and the environment and ways of working and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Financial Implications

35. The project is being funded from a number of sources and the overall project costs including land are £13.433m. The works required to implement the traffic order are included in the package order agreed and being delivered by Carillion Tarmac procured through the Midlands Highway Alliance (MHA) Medium Schemes Framework 2 of which Nottinghamshire County Council is a member.

Crime and Disorder Implications

36. Nottinghamshire Police has raised no objection to the proposals, comments from the Police were that the 20mph speed limit referred to in paragraph 9 should be self-enforcing.

RECOMMENDATIONS

It is **recommended** that:

- 1) The Nottinghamshire County Council (Hucknall Town Centre) (Prohibition Of Waiting, Parking Places And Residents' Controlled Zones) Traffic Regulation Order 2016 (4172)

and The Nottinghamshire County Council (Hucknall Town Centre) (One Way Streets, Prohibition Of Driving, Movements And Entry) Traffic Regulation Order 2016 (4173) is made as advertised and objectors notified accordingly.

- 2) Approval be given to the enforcement of the new bus link with cameras.

Tim Gregory
Corporate Director – Place

Name and Title of Report Author

Mike Barnett – Team Manager Major Projects and Improvements (Via East Midlands Limited)

Constitutional Comments (SJE 30/09/2016)

37. This decision falls within the Terms of Reference of the Transport & Highways Committee to whom responsibility for the exercise of the Authority’s function relating to traffic management has been delegated.

Financial Comments (GB 29/09/2016)

38. The financial implications are set out in paragraph 35 of this report.

Background Papers

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972. All relevant documents for the proposed scheme are contained within the scheme file which can be found in the Major Projects and Improvements Team at Trent Bridge House, West Bridgford.

Transport and Highways Committee Papers:

- Hucknall Town Centre Improvement Scheme – Update and Confirmation of Construction Cost – 10th December 2015;
- Hucknall Town Centre Improvement Scheme - Update and Compulsory Purchase Orders (Highways Act 1980) – 21st May 2014;
- Hucknall Town Centre Improvement Scheme – Compulsory Purchase Orders - 9th January 2014;
- Hucknall Town Centre Improvement Scheme, Update Report – 18th October 2012.

Electoral Division and Members Affected

Hucknall ED
Hucknall ED
Hucknall ED

Councillor John Wilkinson
Councillor Alice Grice
Councillor John Wilmott