

18th June 2015**Agenda Item: 7****REPORT OF SERVICE DIRECTOR, HIGHWAYS****THE NOTTINGHAMSHIRE COUNTY COUNCIL (BRIDGE PLACE, BRIDGE STREET, CASTLE STREET, CENTRAL AVENUE, NEWCASTLE AVENUE, NEWCASTLE STREET AND RYTON STREET, WORKSOP)
(PROHIBITION AND RESTRICTION OF WAITING AND LOADING) TRO 1176****THE NOTTINGHAMSHIRE COUNTY COUNCIL (BRIDGE PLACE, BRIDGE STREET AND CASTLE STREET, WORKSOP)
(ONE WAY AND PROHIBITION OF DRIVING) TRO 1175****CONSIDERATION OF OBJECTIONS – TRAFFIC REGULATION ORDERS 2015
(1175 AND 1176)****Purpose of the Report**

1. To consider the objections received in respect of the above Traffic Regulation Orders 1175 and 1176 in Worksop and whether the order should be made as advertised and objectors notified accordingly.

Information and Advice

2. Members will recall that at the Transport and Highways Committee (THC) of 31st October 2013 approval was given to commence a revised consultation and subsequent statutory procedure to develop a permanent Traffic Regulation Order in respect of the pedestrianised lengths of Bridge Street, Bridge Place and Castle Street in Worksop.
3. The proposals follow the use of an Experimental Traffic Regulation (ETRO) along the whole length of pedestrianised sections of Bridge Place / Bridge Street during 2012 when the effects were monitored to determine the impact upon the town and its users. Observations demonstrated that there was a significantly reduced number of vehicle manoeuvres taking place within the pedestrianised area during the experimental period. Whilst at the time it was apparent from site observation and feedback that pedestrian activity was being encouraged several representations were received from holders of Special Access Permits (SAP's) that the changes were causing severe difficulty, in view of concerns a decision was taken to remove the ETRO and revert back to the original prohibitions/ restrictions. The experimental order was in-situ for seven weeks between 22nd May 2012 and 5th July 2012 and upon withdrawal of the ETRO the County Council made a commitment to find a balanced solution to address the issue of traffic using the pedestrian area.

4. The current proposals reflect comments and feedback following the ETRO and the consultation undertaken for the permanent changes to restriction in June 2014. Key findings from the consultation undertaken during 2012 include:
- The majority of respondents agree that traffic in the pedestrianised zone is a concern. Many believe this is exacerbated by abuse of the blue badge system and illegal parking by other drivers in the zone and could be relieved by better enforcement.
 - Most respondents, including the majority of those with a disability, agree that blue badge holders should not be given access to the zone as there is adequate disabled blue badge parking elsewhere within the town.
 - The majority of respondents disagreed with allowing access to SAP's holders. However, the majority of these respondents are not disabled and do not have problems in accessing the facilities of the town. The majority of disabled respondents would prefer access be given to SAP's holders on all non-market days although over half would be happy with access on limited days.
5. The consultation undertaken during June 2014 as part of proposed permanent changes to current Traffic Regulation Orders (TRO's) along Bridge Street, Bridge Place and Castle Street in Worksop. The consultation involved letters to over 500 Special Access Permit holders in Worksop and the wider area, disability groups, market traders, businesses along Bridge Place and Bridge Street plus local councillors. Two exhibition events were also held at the 'The Crossing' on Newcastle Street close to the town centre. A summary of the findings from this consultation were presented to Transport and Highways Committee on 17th July 2014. Numerous comments were made to Officers and key issues raised include:
- The proposed restrictions include areas which contain shops and services used regularly by SAP holders when visiting the town;
 - It was suggested that limited access is maintained on the two sections of pedestrianised areas between the Priory Centre and Newcastle Street;
 - Enforcement is really important and there is confusion around the restrictions;
 - Concerned about impact on blue badge holders.
6. A brief timeline of key tasks carried out as part of this scheme are as follows:

Statutory Consultation and Public Advertisement on current proposals (permanent TRO Changes)	Between 2 nd December and 9 th January 2015
Consultation Update Report to THC on permanent TRO changes	17 th July 2014
Proposals exhibited at 'The Crossing' on Newcastle Street, Worksop	18 th June 2014 (2pm -7pm) and 21 st June (10am – 2pm)
Initial Consultation (permanent TRO changes)	5 th June 2014 to 30 th June 2014
Report to THC – Seeking approval to undertake consultation on changes to permanent TRO	31 st October 2013
Consultation exercise launched following removal of ETRO	22 nd August 2012
Introduction of Experimental Traffic Regulation Order (ETRO) following approval by Portfolio Holder	22 nd May 2012

Current Restrictions

7. Currently along the pedestrianised sections of Bridge Place / Bridge Street (between entrance to Priory Centre car park and Potter Street) vehicle access is restricted to:
 - Special Access Permit holders (green badge) – access allowed at all times;
 - Loading and disabled (blue badge holders) – access allowed Monday to Saturday before 10am and after 3:30pm and any time on a Sunday;
 - Access to private off street parking spaces - entry allowed Monday to Saturday before 10am and after 3:30pm and any time on a Sunday and exit allowed at all times.
8. The statutory consultation and public advertisement was carried out between 2nd December 2014 and 9th January 2015. The document packages were held at Worksop Library, County Hall in Nottingham and Online at www.nottinghamshire.gov.uk/thecouncil/democracy/have-your-say/consultations. Copies of the notice were erected at a number of locations in the area. The notice was published in the Worksop Guardian, Retford Times and the Rotherham and South Yorkshire Advertiser on the 4th / 5th December 2014. Copies of the consultation letter, notice and plans were sent to all statutory consultees and respondents from the consultation in June 2014 where contact details had been provided.

Proposed Restrictions

9. The proposed arrangements should the scheme be implemented are shown on the attached drawings JB/BridgeSt/01/B (overview) and NJG/Bridge/01 (detailed plan). The proposals are summarised below:

Bridge Street Pedestrianised Area (between Newcastle Street and Potter Street):

- Allow access for special access permit holders (green badge) at all times except market days on this section of Bridge Street (Market Days: Wednesday, Friday and Saturday);
- Allow access for loading vehicles on all days before 10am and after 4pm;
- Does not permit access at any time for disabled blue badge holders.

Bridge Place / Bridge Street Pedestrianised Area – (between Priory Centre car park access and Ryton Street) and Bridge Street Pedestrianised Area (between Ryton Street and Newcastle Street):

- Does not permit access at any time for special access permit holders (green badge);
- Does not permit access at any time for disabled blue badge holders;
- Allows access for loading vehicles on all days before 10am and after 4pm.
- Access to be controlled by physical barrier (for example rising bollards).

Newcastle Street and Newcastle Avenue:

- No Waiting At Any Time (double yellow lines) and No Loading 8am to 6pm on the approaches and exits from the Bridge Street / Bridge Place traffic lights junction;
- Installation of Designated Disabled (blue badge) parking only 8am to 6pm, 3 hour waiting limit, no return within 1 hour.

Bridge Street (side of Civic Square):

- Installation of additional Designated Disabled (Blue Badge) parking only 8am to 6pm, 3 hour waiting limit, no return within 1 hour.

Central Avenue and Ryton Street:

- No Waiting At Any Time (double yellow lines) and No Loading 8am to 6pm on the approaches and exits from the Bridge Street traffic lights junction;

- Installation of Special Access Permit (Green Badge) parking only 8am to 6pm, 3 hour limit, no return within 1 hour.
10. Access to private off street parking spaces (primarily off Bridge Street between Newcastle Street and Potter Street) would be similar to current arrangement with entry permitted to the restricted area before 10am and after 4pm with exit at any time. On market days exiting these areas may be restricted, but this would be no different to the current situation.
 11. To maintain convenient access for disabled people and reduce the impact from the proposed access changes, Nottinghamshire County Council will install a number of designated on-street disabled parking bays in the town centre. These will consist of a mixture of Special Access Permit (Green Badge) and Disabled (Blue Badge) holders only spaces to offer greater opportunity for the more severely disabled people to park and access those services within the existing pedestrianised area. It is intended that these spaces will provide an opportunity for holders of these badges to be able to park as close as reasonably possible to the pedestrianised area without entering it.

Objections / Comments Received

12. During the initial consultation and subsequent public advertisement in 2014 a total of forty-six responses were received. Twenty-two responses supported the proposals, at least three individuals who supported the proposals confirmed they were holders of Special Access Permits and agreed that something needed to be done to reduce traffic levels in the pedestrian area. A further seven responses neither supported nor objected and made general points about the proposals or wider issues. Comments made include:
 - Situation is dangerous along these sections of road and something needs to be done to address pedestrian / vehicular conflicts;
 - Considers that the proposed disabled parking on Newcastle Avenue / Newcastle Street will cause congestion;
 - Suggested that provision for rear loading is included in the any designated disabled bays to enable wheelchairs / mobility scooters to get in and out of vehicles;
 - Emphasised the need for enforcement and need to stop vehicles using these roads as a through route;
 - Concerns about cyclists in pedestrianised area;
 - Suggests that the proposed restrictions will bring the area in line with other towns nationally where pedestrian zones with no vehicle access seems to work well;
 - Respondent highlights other roads in the wider area that have restrictions in place for historic reasons and considers that the double yellow lines can be changed to provide limited waiting and increase availability of on-street parking along roads include Slack Walk and Robinson Drive;
 - A local business owner on Bridge Street has also commented that whilst in general they support the proposals suggests that as the heart of the retail areas is found between Ryton Street and the Priory Centre then SAP should be permitted here rather than on the section between Potter Street and Newcastle Street and without this those with disabilities will be disadvantaged.
13. From all responses received seventeen are considered as outstanding objections, including two from local businesses. A number of objections have raised similar / consistent points and a summary of issues include:

Opinions

- It is suggested that full access is maintained one day a week for SAP holders;

- One objector thought these issues had been settled previously when the experimental restrictions were removed and it is vehicle access that is required not more parking spaces at top and bottom of the hill;
- Whilst disabled bays are provided on Bridge Place the respondent is that there are always full based on experience and considers that alternatives are not available. Also in general car parking is always busy and the respondent tends to go elsewhere due to parking and traffic issues;
- Concerned about impact on blue badge holders whose limited access it removed;
- Issues relate to cyclists and people abusing the situation by not displaying badges, and it is suggested that situation is left unchanged but carry out significant and sustained enforcement to ensure on those entitled to use the area are using it;
- Some respondents did not consider vehicles using this area under current restrictions to be a problem.

Consequences

- Respondents have suggested restrictions will affect local businesses;
- Objectors who are SAP holders, object to not being able to drive and park along the proposed restricted sections as this will prevent them from parking outside shops that they visit regularly and are unable to walk from the alternative spaces proposed;
- Some objections have quoted that the Council is against disabled people and want to make life difficult for people who need help, further to this some objections state that the restrictions and proposals are causing worry and upset;
- Objectors have raised issues that the proposals are removing their ability to continue with independence and the option of visiting the area;
- Issues with mobility and restrictions will cause concern and difficulty accessing shops they need to visit. A number of respondents have questioned how they get access to key shops that are within the restrictions such as Wilkinson's, B&M, Halifax, Santander and WH Smith. Many objectors state that these are the most used shops and there are within the area contained in the new restrictions;
- An objector stated that they had never used a mobility scooter and doesn't think it is suitable due to their medical conditions that would make operating the controls difficult;
- The proposed parking is close to the traffic lights on Central Avenue shouldn't be done as this is too narrow for single vehicle movements and the proposal to allow parking on the pavement at this junction should not be allowed;

Other

- Another person suggested that people wouldn't object to paying a parking fee if they still had the same access;
- It has been suggested that Priory Car Park should be free parking and has raised issues that pedestrian access back to this car park is difficult due to slopes in the area;
- The town has seen a gradual reduction in parking such as for new bus station and library, furthermore the increase in the use of residents' only parking has had an impact on available parking;
- Ryton Street is already used by disabled drivers on the double yellow lines, bays should be marked out and market vehicles need to be removed and not allowed to park incorrectly blocking bays;
- Following completion of the public advertisement, an objector who attended the exhibitions in June requested further public meetings;

14. A formal objection has been received from a business on Bridge Street, it is suggested that the proposals will have a detrimental effect on disabled blue badge holders who do not hold

a SAP badge and require access to the business. The business considers that patients brought by car will not be able to access the practice and is of the view that very few elderly and others with health problems would be able to walk from proposed spaces and back again. The business is of the opinion that the elderly and those handicapped by health and mobility problems would be disenfranchised by the proposals as they cannot visit this optician. An option suggested by the optician is for vouchers to be provided by the business that enables parking legally for customers to access the business by vehicle (effectively a permit for service users without a Special Access Permit).

15. A further business is objecting saying the loading times are too restrictive as delivery arrival times are sometimes outside of their control with deliveries in bulk that are of a heavy nature. The business suggest that they already encounter issues with market and other vehicles due to large trailers blocking access, footfall, visibility and access to their premises that is causing a reduction in income. They consider that the restrictions will hamper footfall and affect business.

Response to Objections / Comments Received

16. The proposals have been devised following a number of rounds of consultation with a wide range of stakeholders including holders of Special Access Permits who are directly affected by the restrictions. In addition the Experimental Traffic Regulation Order provided an opportunity to assess the impact of restrictions along all the pedestrianised sections from Potter Street to Bridge Terrace at access to Priory Centre. Whilst the ETRO was in place it was apparent from feedback and site observations that pedestrian activity was encouraged, representations were made that the restrictions were causing severe difficulty. It is considered that the current proposals provide a balance in removing vehicle manoeuvres, encouraging pedestrian activity and minimising the impact from the proposed access restrictions by providing designated on-street disabled parking bays in the town centre. The proposed scheme provides a total of 17 spaces for Blue badge holders and 24 spaces for SAP holders.

Within the town centre, Bassetlaw District Council provide 'shopmobility' that is a free mobility scooter hire service available to anyone who has limited mobility. The mobility scooters can be booked and picked up from the shopmobility centre in the Priory Centre Car Park on Bridge Place. In addition as part of the new bus station it is intended to provide an additional satellite facility where scooters can be collected from.

17. Bridge Place / Bridge Street (between Priory Centre car park access and Ryton Street) and Bridge Street (between Ryton Street and Newcastle Street)

The proposals to remove SAP holder access to these sections of roads generated the most comments and outstanding objections. These sections of highway are level and Bridge Street (between Ryton Street and Newcastle Street) is approximately 75m in length and Bridge Place / Bridge Street (between Priory Centre car park access and Ryton Street) is 94m.

These two specific pedestrian areas contain a number of stores which tend to be the ones that SAP holders primarily visit based on comments received; respondents with more severe mobility issues have asked how they will get access to these stores. Specific examples include stores such Wilkinson's, Iceland and WH Smith, banks (Santander and Halifax) and opticians. To try and reduce the impact of the restrictions the County Council proposes to introduce designated parking bays for SAP holders only on sections of Central Avenue and Ryton Street. Parking (during the restricted hours) would only be allowed in bays if SAP are displayed and will prevent general parking or from disabled blue badge holders. These bays will be located on the road cutting through the two restricted sections

of Bridge Street and are between 15 metres and 90 metres from the end of the restricted area accessed via Central Avenue or Ryton Street.

18. Special Access Permit Holder Parking along Central Avenue / Ryton Street

Currently Central Avenue and Ryton Street are one-way and two bus shelters are located on Ryton Street as part of the regular bus services around the town centre. Objections have raised a number of issues with providing designated parking bays along sections of Ryton Street and on the approaches to the traffic lights along Central Avenue; these include road width, traffic flows, reducing width of pavements to provide parking and people with disabilities getting in or out of vehicles with passing traffic.

It is considered that these locations provide a safe and suitable alternative and will not significantly add to congestion at these locations. The southern side of Ryton Street is already utilised by blue badge holders (who are entitled to park on double / single yellow lines without parking restrictions for up to 3 hours). These bays will be designated for use by SAP holders only during the hours of operation.

As a result of the new bus station on Newcastle Street the stops on Ryton Street will no longer be required and it is proposed that once the bus station is opened then the existing bus stop markings will be converted for SAP holders parking, this will provide additional parking capacity. The new bays proposed for Central Avenue are again proposed post bus station opening, at these locations sufficient footway width can still be maintained as this route will no longer form part of scheduled bus services.

Concerns have been raised regarding the contravention of proposed parking bays. However, parking during restricted times in the proposed bays without displaying the appropriate SAP green badge may result in the issue of a Penalty Charge Notice.

19. Bridge Street between Newcastle Street and Potter Street

To keep impact to a minimum the proposed restrictions maintain Special Access Permit (SAP) holders' provision on Bridge Street between Newcastle Street and Potter Street on non-market days. For SAP holders this is the same as current restrictions on non-market days with a slight benefit as loading is restricted until after 4pm which provide an additional 30 minutes for SAP holders before delivery vehicles are entitled to use the area. This section is approximately 250m in length and on an incline from Newcastle Street up towards Potter Street. The restrictions will mean that blue badge holders will be unable to access this area at any time; currently they can before 10am and after 3.30pm. In order to provide alternative provision and reduce the impact for blue badge holders it is proposed to install designated on-street parking on Newcastle Street and Newcastle Avenue and in an area adjacent to the Civic Square near the Potter Street junction. Through recent consultation some respondents have stipulated that they are both SAP and blue badge holders, therefore the restrictions for this section would not affect them. If people only have a disabled (blue badge) but have particular mobility difficulties then subject to eligibility can apply for a SAP through the County Council, which would provide access to this area.

20. Disabled (Blue Badge) Parking along Newcastle Street

During the consultation issues were raised around vehicles parking close to the Bridge Street / Newcastle Street junction (particularly at the side of the Queens Head) saying it caused congestion and safety concerns. Other objectors have also suggested that the designated disabled parking bays further along Newcastle Street and Newcastle Avenue in the proximity of Bridge Street are likely to cause congestion and be unsafe for users of these bays.

The location of the proposed on-street designated disabled blue badge holders have been selected to maximise the length and availability of parking. In order to prevent parking on existing double yellow lines opposite these parking bays loading restrictions are proposed on the south side of Newcastle Street between Bridge Street and Queen Street and on approaches and exits from the traffic signal controlled junction at the side of the Queens Head. This will prevent congestion occurring due to parking on both side of the junction and provides sufficient width for two-way traffic along Newcastle Avenue and Newcastle Street. This has been considered along with the changes to traffic movements into Queen Street proposed as part of the new bus station.

A respondent suggested the use of double red lines at the Bridge Street / Newcastle Street junction, these are not authorised for use outside London. However, the current proposals include for a loading ban on the approaches to the Newcastle Avenue / Newcastle Street / Bridge Street junction between 8am and 6pm and this restriction together with double yellow lines will have the same effect as double red lines and prevent anyone parking there within the restricted times. The loading restrictions at the end of bays will also enable provision for rear loading for vehicles parked at the end of each bay.

21. Enforcement

Enforcement has been raised through general comments and by objectors; this includes issues with cyclists using the pedestrian areas.

For Bridge Place / Bridge Street (between Priory Centre car park access and Ryton Street) and Bridge Street (between Ryton Street and Newcastle Street) enforcement of vehicle access between 10am and 4pm (subject to exceptions such as emergency vehicles) will be minimal as the scheme proposals include the installation of automatic rise and lower boards. These will be installed at the entrance points to the pedestrianised areas / one-way sections and the bollards will automatically rise at 10am and lower at 4pm providing access for loading outside of these hours. The bollards will be monitored by CCTV as part of the town centre system maintained and managed by Bassetlaw District Council. It is not anticipated that the District Council will be lowering bollards on demand unless for an emergency or maintenance activities. The pedestrian areas are all one-way and no bollards are proposed at the exit points so no issues should be encountered for any vehicles within the restricted zone leaving the area.

Enforcement outside of these times will be in line with current practices. In these cases enforcement of parking / waiting offences is carried out by Civil Parking Enforcement Officers and moving offences by the Police. This will also apply to Bridge Street between Potter Street and Newcastle Street which will be in line with current practices. As SAP holder access is maintained at all times (except Market Days) along this section it is considered that the use of automatic bollards at this location is not suitable as it would require either all SAP holders to have a pass that operates the bollards or would require manually intervention to lower bollards on request via CCTV operators. In addition, the removal of access to vehicles other than SAP holders or loading (within the restricted access) will help provide a clear and consistent message that helps road users understand the restrictions and enforcement. Whilst there is a risk that contravention may still occur, new restrictions will be published on site and the County Council will work with the District Council to advise and inform road users of the restrictions.

Current restrictions do not permit cycling along the pedestrianised sections of Bridge Street and Bridge Place. This element of the restriction will be maintained and enforcing any contravention is the responsibility of Nottinghamshire Police as it is a moving offence.

Off-Street Car Parking

The County Council does not have responsibility for the provision of off-street car parking. In Worksop there are 12 designated car parks operated by Bassetlaw District Council, each car park provides disabled parking bays that are free for disabled blue badge holders for up to three hours.

The Priory Shopping Centre provides and manages in own car parking, disabled parking bays are provided but fees are payable. Decisions regarding charges at this location are made by the centre's management company.

Other Options Considered

22. Other options that are more restrictive have been considered and put in place as part of the Experimental Traffic Regulation Order during 2012. The extent and type of designated parking bays have been reviewed and amended to reflect comments received between the initial consultation and public consultations.
23. There are numerous permutations of restrictions which may be proposed, it is considered that those presented in this report provide a balanced solution which reflect the view expressed through the various consultations including the ETRO period.

Comments from Local Member

24. The member for Worksop West is in support of the proposal.

Reasons for Recommendations

25. The proposals have been devised in an attempt to address issues of pedestrian / vehicular conflict and to reflect the wishes of the wider community as stated via the consultation exercise carried out in 2012 and further consultation has indicated a mixture of support and objections for the revised proposals. Whilst, objections are outstanding it is considered that alternative provision is provided for the restricted sections and access is maintained to the section of Bridge Street which is the least accessible due to its length and gradient. It is considered that the proposal represents a scheme which seeks to balance the needs of all users of the town centre.

Statutory and Policy Implications

26. This report has been compiled after consideration of implications in respect of crime and disorder, finance, human resources, human rights, the NHS Constitution (Public Health only), 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 which have been identified as a serious issue in the town.

Equality Implications

27. The Council has a duty to provide a fair service to all users of the town. However, the Equality Act 2010 requires public bodies 'to advance equality of opportunity between people who share a protected characteristic and those who do not'. Disability is a protected characteristic. Therefore the Council has a duty to make reasonable adjustments so that disabled people can continue to use the facilities of the town.

28. As the revised scheme is developed and consultation undertaken, their needs will continue to be assessed and are incorporated into a revised equality impact assessment that is included as an appendix to this committee report. Previous equality impact assessments are available on request.

Financial Implications

29. Funding provision has been made from the 2015/16 Integrated Transport Measures block and will cost in the region of £40,000 to include the installation of automatic rise and lower bollards.

RECOMMENDATION/S

It is RECOMMENDED that:

The Nottinghamshire County Council (Bridge Place, Bridge Street, Castle Street, Central Avenue, Newcastle Avenue, Newcastle Street And Ryton Street, Worksop)
(Prohibition And Restriction Of Waiting And Loading) Order 2015 (1176)

The Nottinghamshire County Council (Bridge Place, Bridge Street And Castle Street, Worksop)
(One Way and Prohibition of Driving) Order 2015 (1175)

Is made as advertised and objectors advised accordingly.

Neil Hodgson
Service Director (Highways)

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Title of Report Author
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Constitutional Comments (SLB 22/01/2015)

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

Financial Comments (GB 21/01/2015)

31. The financial implications are set out in paragraph 29 of the report.

Background Papers

All relevant documents for the proposed scheme are contained within the scheme file which can be found in the Major Projects and Improvements section at Trent Bridge House, Fox Road, West Bridgford, Nottingham.

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.

Associated reports include:

Report to Transport and Highways Committee Meeting: 17th July 2014
Report to Transport and Highways Committee Meeting: 31st October 2013
Report to Transport and Highways Portfolio Meeting: 7th February 2012
Report to Transport and Highways Portfolio Meeting 16th April 2012
Report to Transport and Highways Committee 12th July 2012

Electoral Division(s) and Member(s) Affected

Worksop West	Councillor Kevin Greaves
Worksop East	Councillor Glynn Gilfoyle
Worksop North	Councillor Sybil Fielding
Worksop North East and Carlton	Councillor Alan Rhodes