

**OFFICER DECISION REPORT - TRO OBJECTION REPORT**

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ADDRESSED TO: Group Manager, Highways & Traffic

PREPARED BY: Traffic Management Team

<b>TITLE OF REPORT:</b>	<b>Bath Western Riverside (revised)</b>
<b>PROPOSAL:</b>	<b>Proposed Bus Gate on Stothert Avenue, and partial One-Way (northbound only) and changes to the parking restrictions in Midland Road, Bath.</b>
<b>SCHEME REF No.:</b>	<b>18-015</b>

**1. STATEMENT**

The delegation to be exercised in this report is contained within **Section 4** of the Constitution under the **Delegation of Functions to Officers**, as follows:

<b>Section A</b>	The Chief Executive, Strategic Directors, Divisional Directors and Heads of Service have delegated power to take any decision falling within their area of responsibility....”
<b>Section B</b>	Without prejudice to the generality of this, Officers are authorised to: serve any notices and make, amend or revoke any orders falling within his/her area of responsibility.
<b>Section D9</b>	An Officer to whom a power, duty or function is delegated may nominate or authorise another Officer to exercise that power, duty or function, provided that Officer reports to or is responsible to the delegator.

For the purpose of this report, in January 2016, the Divisional Director Environmental Services delegated the power to make, amend or revoke any Orders to the Group Manager, Highways and Traffic.

**2. BACKGROUND**

Crest Nicholson is transforming the south bank of the River Avon, a short walk from the City's historic core, into Bath Riverside, a modern residential development. Outline planning approval has been granted for 2000+ homes on the 44 acre site. Construction began in 2011 with the first residents moving in at the end of that year. So far nearly 750 new homes are occupied (205 of which are affordable homes).

As part of the transport strategy for the City it has been a long held ambition to create a sustainable transport corridor through Bath Western Riverside allowing ease of movement for buses, cyclists and pedestrians and in order to promote and support more sustainable transport choices. The outline planning consent for this regenerative development included the provision of a bus gate in Stothert Avenue to assist in achieving this.

The formal consultation, where information was posted on site, in the local press, on the council's website, and at our One Stop Shops, was carried out from the 10<sup>th</sup> to 31<sup>st</sup> October 2018. The following appendix documents were included in the consultation:

**Appendix 1** - Proposed Bus Gate and One Way Restriction.

**Appendix 2** - Proposed Layout of Midland Road/Stothert Avenue, Bath.

There were a total of 18 responses to the consultation, which have been recorded in **Appendix 3**. The responses have been categorised as containing 12 expressions of support and 17 objections to the scheme. 4 suggested alternatives have been put forward, and another 5 responses have asked further questions.

### 3. **ISSUES**

The grounds for objection, suggested alternatives and further questions asked have all been summarised below with the technical responses in italics underneath each one.

#### 3.1 **Objections**

3.1.1 The bridge should only be allowed to be used by pedestrians, cyclists and buses.

**Response:**

*This was considered during the design stages, but it was deemed that this would be too restrictive for traffic movement in the area, in particular access to the various off-street parking facilities provided in the development.*

3.1.2 We should remove motor traffic from the bridge to encourage walking and cycling.

**Response:**

*Consideration was given to making the bridge buses, cyclists and pedestrians only, but this was discounted at the design stages. Measures elsewhere in the development will support walking and cycling, such as contra-flow cycling facilities in Midland Road and an exemption from the proposed Bus Gate restrictions.*

3.1.3 I am surprised to see this significant proposal makes NO reference to cyclists or cycling. I trust this proposal can be reviewed with respect to its "cycling friendly-ness" before the proposal is closed.

**Response:**

*This was an oversight. Contra-flow cycling has been added to the proposed one-way in Midland Road, and cyclists will be exempt from the proposed Bus Gate restrictions.*

3.1.4 As a cyclist who cycles to work at Redbridge House, I use Midland Road twice each day in my commute, as do many of my colleagues at Bath Police Centre. Additionally I also use an employer provided cycle to travel between Midland Road and Manvers Street, plus a few other locations. For these work journeys, the cycle route along Midland Road and Stothert Avenue is an important safer route for me than Lower Bristol Road.

Response:

*Contra-flow cycling has been added to the proposed one-way in Midland Road, and cyclists will be exempt from the proposed Bus Gate restrictions.*

3.1.5 It is noted that this is a new development where such considerations as constant delivery vehicles should be within the overall design concept and not just a default position of parking on the footpath as occurs in the established streets of Bath. It is unsatisfactory to share the main footpath through the development with motor vehicles.

Response:

*Noted, but this is beyond the scope of the Traffic Regulation Order.*

3.1.6 Introducing traffic over the Destructor Bridge currently during opening hours at the Refuse Facility is impractical as everyone is aware due to the tailbacks of queuing traffic to the facility.

Response:

*The Destructor Bridge must be open to all traffic, as it provides access to and from the development. Consideration was given to making it buses, cyclists and pedestrians only, but this was discounted at the design stages.*

3.1.7 The impact of allowing traffic entering Midland Road from Lower Bristol Road through to Upper Bristol Road will create a short-cut and delays in Lower Bristol Road if a right-turn into Midland Road is permitted. There should be no reason to enter Midland Road unless visiting the Riverside Development.

Response:

*Noted, and this will be monitored and reviewed as necessary.*

3.1.8 Due to the fact that the Midland Road serves as an access road to the civic amenity site and that there is often a very long stream of waiting cars the addition of a bus route will not only add to the congestion but the queuing cars will also inhibit the movement of the bus as there isn't room for a bus lane. To the best of my knowledge the civic amenity site is not due to relocate for several years.

Response:

*Noted, and this will be monitored and reviewed as necessary.*

3.1.9 At the other end, on Victoria Bridge Road the presence of buses will add to the congestion at the junction of Stothert Avenue and Victoria Bridge Road and also at the entry points for Sainsbury's garage and Homebase.

Response:

*It is not considered that the use of Stothert Avenue by buses will cause undue capacity difficulties at other roads or junctions in the area, particularly as the use of Stothert Avenue will be regulated by the proposed Bus Gate.*

3.1.10 It seems short-sighted that everyone living or working on the south side of the river will have to cross to the north side of the river and then cross back to the south side of the river to stay on the south side of the River! I live on the south side, I work on the south side and my children go to school on the south side. Crossing the river at pinch points is something I deliberately and actively avoid. You will also be forcing drivers to enter the clean air zone on the north side of Midland Bridge - which is surely contradictory to all future environmental policies?

Response:

*The proposed one-way is northbound as it was not considered appropriate for additional traffic to be exiting Midland Road onto Lower Bristol Road. Anyone living or working on the south side of the river will be able to return to the development along Midland Road.*

3.1.11 Our main concern is to avoid any increase in motor traffic of any sort along Stothert Avenue and any associated noise that might harm the tranquil atmosphere of this residential area.

Response:

*The use of Stothert Avenue will be restricted and regulated by the proposed Bus Gate.*

3.1.12 We would wish it to be clear that motor cycles should also be prohibited from passing in any direction. The use of a bus gate and associated number plate recognition cameras would seem to enable these restrictions to be enforced. But whatever future arrangements may be finally agreed, we think it important that this restriction should be strictly imposed.

Response:

*It is not currently proposed that motorcycles will be permitted to use the proposed Bus Gate.*

3.1.13 We do not think it necessary for buses to pass along Stothert Avenue at any time as there are currently some seventeen existing bus services along the Upper and the Lower Bristol Roads which stop at the edge of the Riverside Development.

Response:

*In order to facilitate a sustainable development it is essential to reduce, so far as practically possible, the walking distances to bus stops. Making the buses more prominent within the development will also promote them and help increase their usage. Given the current services and timetables we would be looking to re-direct two services along Stothert Avenue, in addition a local bus service would also be desirable for the Riverside Development.*

- 3.1.14 If this order was to be made and the proposed clean air zone was to be implemented then I would have to go along upper Bristol road instead and then try and turn left onto Midland Road, which is a nightmare during peak times, unless something is done about the accessibility from the upper Bristol road junction. How do the police intend on getting in and out of their current base of operation behind the Kia garage if this were to be implemented?

Response:

*Midland Road is proposed to be one-way northbound, so the area will be accessible from Lower Bristol Road. The Police have indicated their support for the proposed one-way in Midland Road. All access to the property occupied by the Police in Midland Road will be from Lower Bristol Road.*

- 3.1.15 The level and frequency of a bus service to and from Bath Riverside should be determined by passenger demand from within the development. Given that frequent bus services are already provided on both the Upper and Lower Bristol Roads it is questionable how great a demand there is or will be. In this context we are concerned that the development of a bus service or services could be seen as an opportunity by the bus companies to divert services from the Upper Bristol Road down Midland Road and through Bath Riverside merely as a short cut to avoid congestion of the Upper and Lower Bristol Roads.

Response:

*In order to facilitate a sustainable development it is essential to reduce, so far as practically possible, the walking distances to bus stops. Making the buses more prominent within the development will also promote them and help increase their usage. Given the current services and timetables we would be looking to re-direct two services along Stothert Avenue, in addition a local bus service would also be desirable for the Riverside Development.*

- 3.1.16 There is already a certain amount of traffic in Stothert Avenue: with cars entering and exiting the car parks on the south side; visitor parking on the north side; cars travelling to parking areas in Longmead Terrace and Percy Terrace; as well as deliveries and taxis. Traffic will increase once the Crest Nicholson B40 block of 52 flats, with its car park access on Stothert Avenue, is completed. Bus traffic should therefore be kept to a minimum commensurate with the real needs of residents and visitors for public transport.

Response:

*Noted.*

## 3.2 Suggested Alternatives

- 3.2.1 The design of the road system around Destructor Bridge is not correct, but can be rectified by moving the bus gate to Destructor Bridge. This will convert the high volume rat run you are about to create into a highly efficient route for public transport.

Response:

*The Bus Gate cannot be introduced on the Destructor Bridge as this would not allow an 'escape' for a motorist who had not noticed advance warning signs at the junction of Midland Road and Lower Bristol Road. As a result, it would be very unlikely that the Traffic Penalty Tribunal would uphold a Penalty Charge Notice for any contravention of a Bus Gate on the Destructor Bridge.*

- 3.2.2 A one-way restriction on part of Midland Road would prevent southbound traffic, but allow free flow of any and all traffic northbound from Lower to Upper Bristol Roads.

Response:

*Noted. Routes into and through the development are required to maintain access for local residents and deliveries etc.*

- 3.2.3 How will access to the recycling centre be affected? Personally I think the bridge is going to need 3 lanes, one for queuing vehicles, and one each for north & south bound traffic, but is it wide enough?

Response:

*The Destructor Bridge is not wide enough for 3 lanes. Any queuing associated with the recycling centre will be monitored and reviewed as necessary.*

- 3.2.4 I would like to also bring to your attention the difficulty vehicle drivers, including emergency service drivers, have on the junction of Midland Road and Lower Bristol Road of looking right, due to the signage on the garage forecourt. Can the garage (Kia Allen) be asked to re-site their sign so improving the junction visibility for drivers?

Response:

*This is beyond the scope of this project.*

- 3.2.5 Introducing buses along Stothert Avenue will exacerbate the problem of vehicles parking on the southern footpath of Stothert Avenue. The footpath designed with a low kerb encourages all visiting vehicles to park either partially or fully on the footpath. This creates an obstruction for pedestrians and particularly vulnerable groups. I would strongly suggest the installation of bollards along the length of the southern footpath (prior to introduction of the bus gate) to prevent this dangerous situation.

Response:

*Noted. This suggestion will be raised with the site developers, Crest Nicholson.*

- 3.2.6 Stothert Avenue has an existing problem with cars, taxis, delivery vans and postal vans stopping temporarily on the pavement on the south side of the road and damaging the pavement and in particular the water covers. It would be helpful if bollards were placed along the pavement to stop this practice. If that were to be done, however, vehicles would stop on the road itself and thus make the roadway rather narrow. This is a further reason why buses should not be permitted to travel along this road, unless it would not be for more than one every couple of hours and in one direction only.

Response:

*Noted. This suggestion will be raised with the site developers, Crest Nicholson.*

3.3 Questions

- 3.3.1 I raise the question of whether a new bus route is needed. The aspiration of a rapid transit route sounds to me like a dream as there are no dedicated bus lanes at this end of the Upper or Lower Bristol Roads - is this the start of much bigger strategic transport plan?

Response:

*In order to facilitate a sustainable development it is essential to reduce, so far as practically possible, the walking distances to bus stops. Making the buses more prominent within the development will also promote them and help increase their usage. Given the current services and timetables we would be looking to re-direct two services along Stothert Avenue, in addition a local bus service would also be desirable for the Riverside Development.*

- 3.3.2 I anticipate that there will be concern from Stothert Avenue residents regarding the locations of bus stops as there does not seem to be any provision on the existing street layout. A bus stop on Victoria Bridge Road would cause severe congestion and would only be 100m from the existing bus stop on the other side of Sainsbury's garage.

Response:

*Bus stop positions have yet to be identified. Appropriate consultation will be carried out with local residents and other interested parties before any decisions are made.*

- 3.3.3 Maybe it might be fair (and ecological) for residents of Corinthian to have a permit to cross the one-way zone at the south end of Midland Road?

Response:

*It is not practicable to permit vehicles (other than the emergency services) to contravene a no-entry or one-way.*

3.3.4 Could you please confirm that the bus gate allows cyclists?

Response:

*Cyclists will be exempt from the proposed Bus Gate restrictions.*

3.3.5 Could you confirm when the minor amendment will be done for the cycle contra-flow for the proposed one way near the police station?

Response:

*Contra-flow cycling has been added to the proposed one-way in Midland Road.*

3.3.6 The publicity for the recent local exhibition on the scheme stated that “only buses, taxis, cyclists and pedestrians will be permitted to travel between Stothert Avenue and Midland Road”. The information on your website refers only to a “bus gate”. Can you please ensure that taxis and motorcycles are allowed to use this route, as well as buses?

Response:

*The Traffic Regulation Order for the proposed Bus Gate includes exemptions for buses, pedal cycles, taxis, any vehicle with the authority of a police constable in uniform, and any fire brigade, ambulance or police vehicles. There is no exemption for motorcycles.*

#### **4 SOURCE OF FINANCE**

The works are being funded by the developer of the site, Crest Nicholson.

#### **5. MEMBERS' COMMENTS**

Ward Members:

##### **Councillor June Player**

Councillor Player requested a site visit with Neil Terry, Principal Traffic Engineer, in order to discuss the proposals in more detail. No comments have been received since the site meeting on Monday 28th January, so it is assumed that Councillor Player supports the proposals has no objection to the proposed TRO's.

##### **Councillor Colin Blackburn**

No comments received

Cabinet Member for Transport and Environment:

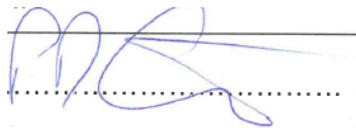
**Councillor Mark Shelford**

I am content with the Recommendation. However I would like this to be formally reviewed at the 12 Month point.

**6 RECOMMENDATION**

It is recommended that the objections:

		Place "X" below.
a)	Be not acceded to and the Order as advertised be made.	
b)	Be acceded to in full and the proposal be withdrawn.	
c)	<p>Be acceded to in part and the following adjustments, being of minor significance; be included in the Order to be sealed.</p> <p><i>The length of the one-way restriction on Midland Road is to be shortened, and include contra-flow cycling, as shown in <b>Appendix 4</b>.</i></p> <p><i>The Bus Gate on Stothert Avenue is to include an exemption for pedal cycles and taxis, as also shown in <b>Appendix 4</b>.</i></p> <p><b>Appendix 5</b> shows the revised overall layout of the scheme, including the parking restrictions and reduced one-way section.</p>	X



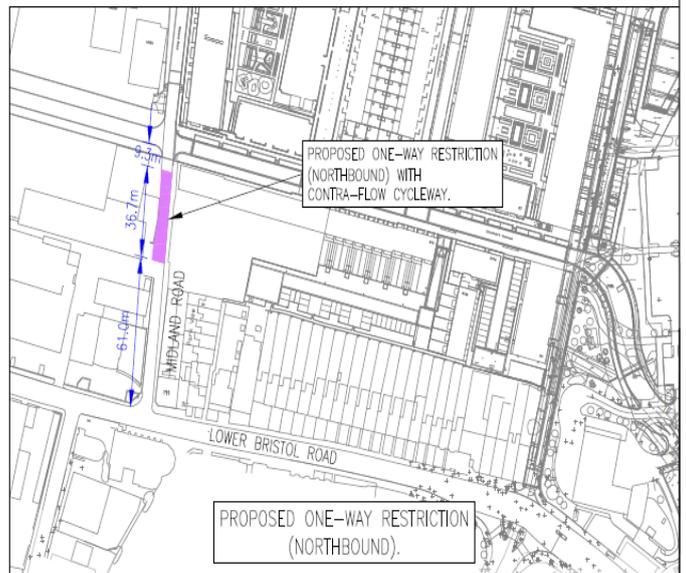
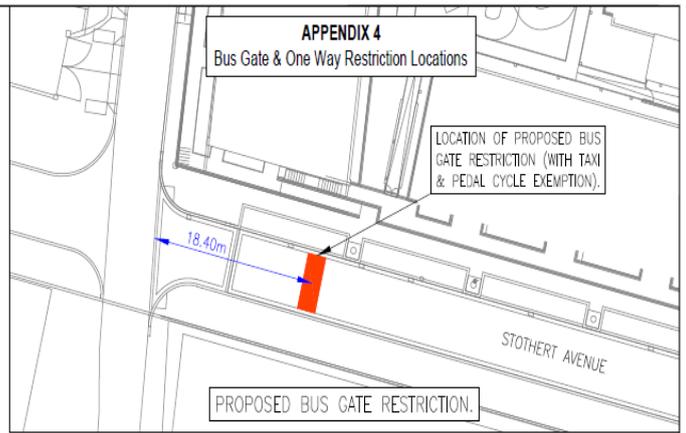
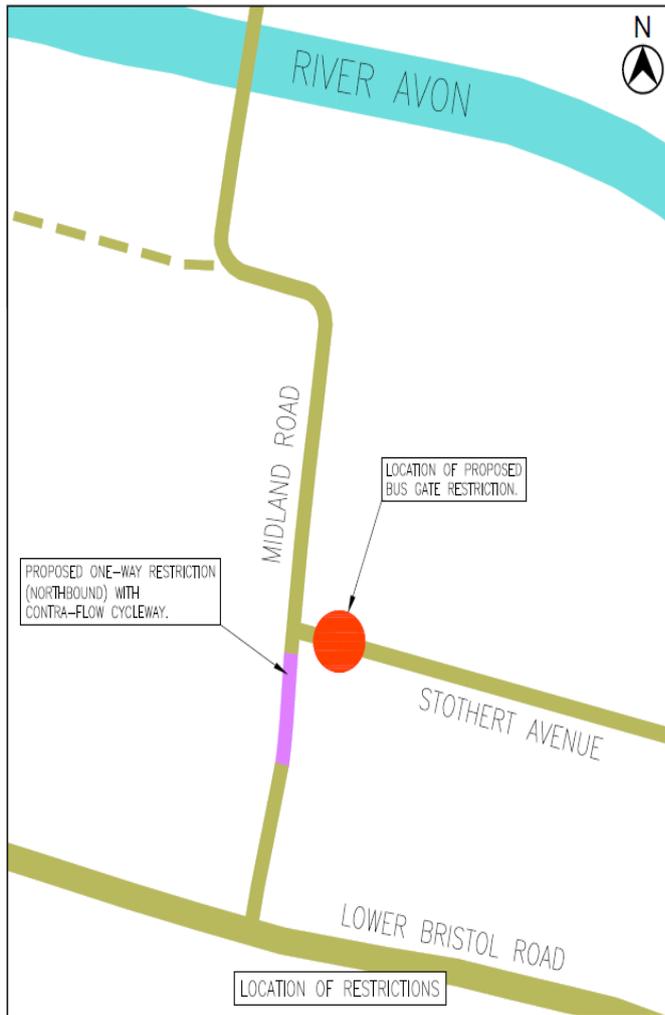
Signature:

Paul Garrod  
Traffic Management & Network Manager

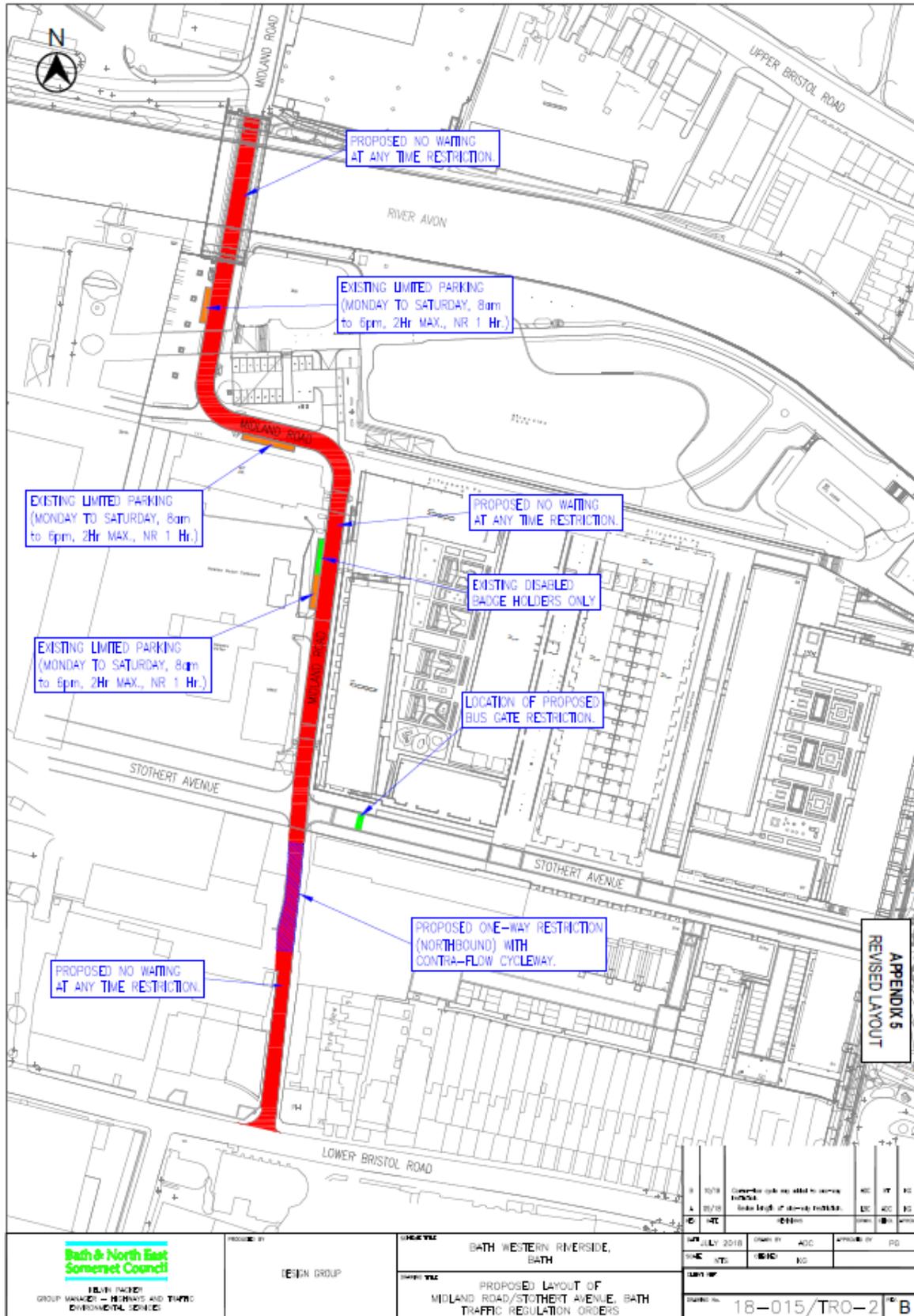
Officer contact:	Neil Terry
Tel no:	01225 394413

Report Reference: **18-015**

Date: 22<sup>nd</sup> January 2019



<p>Bath &amp; North East Somerset Council</p> <p>HEALTHY PAVED GROUP MANAGER HIGHWAYS AND TRAFFIC ENVIRONMENTAL SERVICES</p>	<p>PROPOSED BY</p> <p>DESIGN GROUP</p>	<p>LOCALITY</p> <p>BATH WESTERN RIVERSIDE BATH</p>	<p>CONTRACT TITLE</p> <p>PROPOSED BUS GATE AND ONE WAY RESTRICTION TRAFFIC REGULATION ORDERS</p>	<table border="1"> <tr> <td>8</td> <td>10/18</td> <td>Contra-flow cycle way added to one-way restriction</td> <td>ACC</td> <td>NT</td> <td>RG</td> </tr> <tr> <td>4</td> <td>03/18</td> <td>Change length of contra-flow restriction</td> <td>ESC</td> <td>ACC</td> <td>RG</td> </tr> <tr> <td>10</td> <td>01/18</td> <td>REVISION</td> <td>STAN</td> <td>TRG</td> <td>RG</td> </tr> </table>	8	10/18	Contra-flow cycle way added to one-way restriction	ACC	NT	RG	4	03/18	Change length of contra-flow restriction	ESC	ACC	RG	10	01/18	REVISION	STAN	TRG	RG	<table border="1"> <tr> <td>DATE</td> <td>JUNE '18</td> <td>DRAWN BY</td> <td>ACC</td> <td>APPROVED BY</td> <td>FG</td> </tr> <tr> <td>SCALE</td> <td>NTS</td> <td>CHECKED</td> <td>RG</td> <td></td> <td></td> </tr> <tr> <td>CLIENT REF.</td> <td colspan="5">TTTRO1023</td> </tr> <tr> <td>PROJECT NO.</td> <td colspan="5">18-015/TRO-1</td> </tr> <tr> <td></td> <td></td> <td></td> <td></td> <td></td> <td>B</td> </tr> </table>	DATE	JUNE '18	DRAWN BY	ACC	APPROVED BY	FG	SCALE	NTS	CHECKED	RG			CLIENT REF.	TTTRO1023					PROJECT NO.	18-015/TRO-1										B
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**Bath & North East Somerset Council**  
 JULIAN PATERSON  
 GROUP MANAGER - HIGHWAYS AND TRAFFIC ENVIRONMENTAL SERVICE

PREPARED BY  
 IEBN GROUP

CLIENT  
 BATH WESTERN RIVERSIDE, BATH

PROJECT TITLE  
 PROPOSED LAYOUT OF MIDLAND ROAD/STOTHERT AVENUE, BATH TRAFFIC REGULATION ORDERS

DATE	JULY 2018	DRAWN BY	ADC	APPROVED BY	PG
SCALE	1:100	DATE	18/07/18	DATE	18/07/18
STATUS	REVISED	REVISION	1	REVISION	1
PROJECT NO.	18-015/TRO-2	DATE	18/07/18	DATE	18/07/18