

NORTH SOMERSET COUNCIL DECISION

DECISION OF: COUNCILLOR MIKE SOLOMON. THE EXECUTIVE MEMBER FOR NEIGHBOURHOODS AND COMMUNITY SERVICES



WITH ADVICE FROM: THE DIRECTOR OF PLACE

DECISION NO: 21/22 DP 499

SUBJECT:

Approval of 20mph and one-way traffic regulation orders for the Hill Road and The Beach improvements, in Clevedon.

KEY DECISION:

YES

REASON:

The decision does not meet the usual criteria for a Key Decision; however we are treating it as such due to the local interest in this project.

BACKGROUND:

The Clevedon Public Realm Improvements are funded by Department for Transport's (DfT) Active Travel Fund. The scheme aims to help deliver the objectives set out below and build upon the changes in attitude to walking and cycling witnessed during the Covid-19 pandemic

- Deliver safe and frequent active travel to enable improved public health
- Tackle the Climate Emergency
- Drive local economic development
- Shape active travel neighbourhoods through an active travel focused planning system

DECISION:

The proposed one-way and 20mph speed limit orders relating to the Clevedon Hill Road and The Beach area are implemented as advertised and the Solicitor to the Council is instructed to seal the Order.

REASONS:

The amendments to the Highway network are designed to facilitate a permanent, segregated, cycle route from the seafront into the retail, business, and dining area at Hill Road. A new one-way system and 20mph limit along The Beach and Hill Road will alter the status of these roads by reallocating street space to segregated cycling and making a safer environment for pedestrians. This will be supported by making the connecting roads in the

seafront and Hill Road neighbourhood area one-way and introducing 20mph zones to facilitate further safety improvements for both cyclists and pedestrians.

The scheme will form one of the end points of the Pier-to-Pier cycle route, linking Clevedon to Weston-super-Mare via the Tutshill cycle path (and associated infrastructure) which is currently under construction.

The scheme also seeks to enhance the area using greening and street trees, as well as installing cycle parking to support cycle ownership for residents. This will help harness and further increase the high levels of walking and cycling in this area and along the promenade.

OPTIONS CONSIDERED:

None

FINANCIAL IMPLICATIONS:

Costs

The cost of the traffic regulation orders is in the region of £5,000.

Funding

The cost of implementing the TROs will be covered by the approved scheme budget allocated from the ATF2 Funding source (KDH112 AT2201).

LEGAL POWERS AND IMPLICATIONS

The Road Traffic Regulation Act (1984) provides the council with the necessary powers to make a Permanent Traffic Order on the public highway

CLIMATE CHANGE AND ENVIRONMENTAL IMPLICATIONS

The scheme seeks to reduce reliance on fossil fuels, car dependency, Improve air quality and the public realm

Through the NSC's procurement process, contractors, and their supply chain are obliged to demonstrate how their work with the Council contributes towards the Corporate priority of reducing carbon emissions and becoming carbon neutral by 2030. NSC's highways teams use electric vehicles whenever possible when visiting or managing on-site schemes. These EVs are part of the NSC fleet which is made up of approximately 50% Ultra Low Emission Vehicles (ULEV) (with plans to increase this percentage)

CONSULTATION

Informal consultation

In March 2021 NSC ran a public consultation on the concept plans and have been collaborating with stakeholders from the earliest stages of the design process.

Key Groups Consulted:

- Local ward members - offering insight from the local community
- Statutory consultees – including emergency services
- Invested interest groups e.g., Clevedon Town Council, Clevedon BID, local accessibility groups
- Operational e.g., local businesses, sailing club, RNLI
- Members of the public – via public consultation, email, and telephone
- Media – website, social media, local press, posters, leaflet drop to local area

We have reviewed the feedback provided and continued discussions with stakeholders, refining the designs. This information, in the form of a “you-said-we-did” is available on the council’s public website.

TRO Publication and Consultation – The subject of this report

The statutory consultation relating to the creation of the one-way and 20mph speed limit orders necessary to enable the scheme commenced on 23rd March 2022 with a closing date for comments of 5pm on Thursday 14th April. Notices of Intent were posted around the affected roads, advertised in the local paper on the first day of the public consultation period, and on the council’s website (with the Statement of Reasons, Notice of Intent, Draft Order and plans available for inspection).

The Notices of Intent were initially advertised with an additional road listed as a one-way street, and with parts of the contact email address obscured on the site notices and website notices. The list of one-way streets was corrected on all documents and the email addresses were corrected on the site notices within 24 hours of their initial placement. Over 21 days remained until the end of the consultation period after the notices were corrected.

Once the Order has been sealed, a Notice of Making will be advertised on NSC’s website and in the local paper within 14 days of the sealing date.

At close of the objection period the Council had received a total of 88 responses:

- 82 Letters of Objection
- 5 Letters of Support
- 1 Letter neutral or other observation

The 88 responses covered a range of topics, which are summarised in the Appendix to this report.

A significant number of the comments received repeated concerns that had been raised during the informal consultation.

RISK MANAGEMENT

Incorporated into the project management documentation for the scheme.

EQUALITY IMPLICATIONS

Have you undertaken an Equality Impact Assessment? Yes.

CORPORATE IMPLICATIONS

The delivery of the scheme supports the Corporate Plan objectives in Health and Wellbeing and Quality Placemaking

APPENDICES

Appendix: Summary of Clevedon TRO consultation responses - March and April 2022


BACKGROUND PAPERS

Information relating to the scheme's development and consultation can be found at the following website.

<https://n-somerset.inconsult.uk/cata/consultationHome>


SIGNATORIES:

DECISION MAKER(S):

Signed:  ... Executive Member for Neighbourhoods and Community Services

Date: 5 May 2022

WITH ADVICE FROM:

Signed:  Assistant Director Neighbourhoods and Transport. In accordance with delegated authority 21/22 DP 216

Date: 5 May 2022

Summary of Clevedon TRO consultation responses - March and April 2022

Categorisation of correspondence received:

Positive:	5
Neutral or other observation:	1
Objections:	82
Total:	88

Summary and tally of comments received (note: each letter or email may cover several themes):

Feedback	Count	Officer response
Support - the scheme will improve safety in the area	4	Noted
Support - the scheme with reduce traffic noise	1	Noted
Support - the scheme will encourage more people to be active	2	Noted
Support - the scheme has environmental benefits	3	Noted
Object - No proven need for works (existing pedestrian zone is wide enough already)	25	The scheme seeks to create a segregated cycle route from the seafront into the retail, business, and dining area at Hill Road. A new one-way system and 20mph limit along The Beach and Hill Road will alter the status of these roads by reallocating street space to segregated cycling and making a safer environment for pedestrians. This will be supported by making the connecting roads in the seafront and Hill Road neighbourhood area one-way and introducing 20mph zones to facilitate further safety improvements for both cyclists and pedestrians. The scheme also seeks to enhance the area using greening and street trees, as well as installing cycle parking to support cycle ownership for residents. This will help harness and further increase the high levels of walking and cycling in this area and along the promenade

Object - Most cyclist use the roads as intended/ use to pass onwards through Clevedon	14	Some cyclists may arrive by car, and others may already be comfortable using the existing infrastructure; however the scheme seeks to enhance and provide for pedestrians and cyclists across the spectrum of users. The is very much a stated ambition of Government at national and local level.
Object - Change to parking orientation reduces community enjoyment of sea front	22	We've maintained some parking facilities at The Beach. Orientation of the existing parking bays have been changed to provide space for the cycleway and to assist businesses in their day to day operation.
Object - impact on local businesses and income (including delivery access)	41	The scheme seeks to provide improvements for delivery access with new dedicated loading bays. The changes are likely to increase footfall which will assist tourism and in turn will be of benefit to local shops and businesses.
Object - one way systems will create faster speed zones (rat runs)	12	This is not considered likely. The changes to The Beach and Hill Road will naturally slow traffic. The other one-way roads are typically very narrow and are unlikely to see changes in driver behaviour. The area will be subject to a new 20mph speed limit.
Object - one way systems will increase traffic to make longer journeys (exiting town centre/ circling for parking, queueing)	29	The overall volume of traffic is expected to remain the same, but will be redistributed onto other roads (e.g. Hill Road will carry more traffic eastbound, however the overall volume of traffic using the road isn't likely to increase). The one-way streets are intended and designed to deter inappropriate displacement of traffic and rat-running. There may be a slight increase in some journey times.
Object - Cycle route not beneficial, too short to be useful	23	The scheme is part of a number of measure to provide a comprehensive cycle facility from Pier to Pier and to encourage new users.
Object - historic impact on sea front and pier setting	13	No historic features will be compromised. Instead, the proposals are considered to be beneficial to the street scene which has previously used generally low quality materials. The design team has worked with NSC Conservation Officers and the Pier Trust who support the scheme.

Object - impact during works	1	It is inevitable there will be short-term disruption during the period of the construction works. The Contractor will use best practice to ensure the disruption is kept to a minimum, and where practical the residents and general public will be kept informed as the works progress
Object - impact on residents in one way areas (e.g. parking near home, reduction in parking available, accessing homes)	22	The scheme creates a net increase in on-street parking spaces.
Object - will create wider issues with parking as visitors expand into side roads/ parking on both sides of narrow one way roads	25	The area, as a whole, will gain car parking spaces through the addition of new spaces on Elton Road. The Beach will be enhanced as a visitor destination through fewer parked cars. Hill Road parking remains the same with new improved designated loading facilities for shops and disabled spaces at regular intervals. The scheme will also improve signing and awareness of the under-used Hawthorns Car Park nearby.
Object - most visitors arrive by car/ scheme will reduce car visitor numbers	12	The area, as a whole, will gain car parking spaces through the addition of new spaces on Elton Road. The Beach will be enhanced as a visitor destination through fewer parked cars. Hill Road parking remains the same with new improved designated loading facilities for shops and disabled spaces at regular intervals. The scheme will also improve signing and awareness of the under-used Hawthorns Car Park nearby.
Object - safety concerns for pedestrians/cyclists on shared sea front area, including pedestrian crossings	19	The scheme has been designed in line with national best practice, and the project has been subjected to Safety Audit process. Pedestrians will have priority when crossing cycleway.
Object - safety concerns with (2 way) cycle lanes on narrow one way systems	14	The scheme has been designed in line with national best practice, and the project has been subjected to Safety Audit process.
Object - just an excuse to use funds (EU or otherwise)/ waste of funds	10	The scheme conforms with Government and Local Policy.

Object - impact on older residents getting to sea front (using public transport or other)	7	The scheme will improve access for all pedestrians, with slower speeds and improved crossing facilities. Public Transport provision where currently none at pier. Improved cycle facilities will help to protect vulnerable pedestrians on the Promenade which cyclists currently use.
Object - impact on Sailing club - particularly on busy event days	3	More space provided than currently have, access improvements and improved waiting restrictions will benefit the sailing club.
Object - changes would make cause delivery/waste vehicles to block traffic completely/ impact emergency services	9	Six new dedicated loading bays have been included in the design for both Hill Road and The Beach. Waste vehicles may cause delays, however the affected lengths of road are relatively short and delays will be minimal.
Object - safety concerns on parallel parking on sea front	12	The scheme has been the subject to a Safety Audit during the design stage. A margin strip has been provided between the parking and the cycle lane. Further Audits and monitoring will take place when the scheme is complete. The existing drive-in-reverse-out parking arrangement does not conform with current design guidance.
Object - scheme doesn't benefit local demographic (elderly, care home residents, those that need to use cars for access/ mobility issues, etc)	17	The scheme will improve access for all pedestrians, with slower speeds and improved crossing facilities. Local care homes were consulted during scheme preparation.
Object - Further engagement/ consultation with community needed	8	We consulted extensively on draft proposals in April 2021 and the scheme was amended in several ways with excellent local input and knowledge from residents and businesses. The scheme is backed by local councillors, Clevedon Business Improvement District (BID), the Pier Trust. Many other interested parties have been engaged in the development of the scheme and are in favour of the amended improvement.
Object - additional cycle parking not considered	1	New cycle parking is to be provided

Object - more public transport needed (electric buses?) to bring visitors to Clevedon from surrounding areas	2	The council works with our commercial partners to encourage new bus services. However, this is a commercial decision, and is demand driven. The council has recently been awarded an unusually large amount of funding from Department for Transport to enhance the district's bus services.
Object - cars do not travel fast on these roads	1	The 20mph limit is intended to manage speeds on some of the faster roads (e.g. Bellevue) but also serves as a reminder to drivers that consideration should be given to more vulnerable road users in this busy area.
Support - please extend 20mph to full length of Hill Road	1	Noted - beyond scope of current scheme
Object - changes to parking should be offset by residents parking scheme	4	Historically there have been no residents' parking zones in North Somerset but that is now changing and the first scheme being installed this year at Leigh Woods alongside a pay and display scheme. Following Leigh Woods, the next priority will be to introduce a residents' permit scheme in WSM to work alongside the on-street parking charges that already apply there. We will then look to offer improved parking management schemes in other locations. Any future residents' parking permit proposals will be consulted on with local residents at length and they are not a part of this proposal.
Object - changes to Gardens Road are unnecessary - not a cycle route (uphill) and parking needed for residents	2	The change to the one-way system on Gardens Road is intended to facilitate easier and quicker access to the road, once Bellevue Road becomes one-way also. Otherwise, a detour would be necessary. The proposal does not affect the parking capacity of the road.
Object - parking needs to encompass Blue badge parking	1	A number of bays for disabled badge holders will be provided on both Hill Road and The Beach. Furthermore, disabled badge holders are entitled to park without restriction in the short-stay parking bays. Greater turn-over of users of those bays (achieved by introducing a time limit) will provide greater availability of these spaces.

Object - local businesses and residents do not want this/ do not feel heard	20	<p>We consulted extensively on draft proposals in April 2021 and the scheme was amended in several ways with excellent local input and knowledge from residents and businesses. The scheme is backed by local councillors, Clevedon Business Improvement District (BID), the Pier Trust. Many other interested parties have been engaged in the development of the scheme and are in favour of the amended improvement.</p> <p>We expect that the scheme will result in an increase in local shopping trips and visitor numbers from the public realm enhancements and those using the Pier to Pier Way and coastal walking route.</p>
Object - cycle tourists already increase traffic and parking volume	1	The scheme will help to encourage visitors to cycle from further afield, as part of the pier to pier route. Visitors who arrive by car will be signed to local car parks.
Object - locals not consulted	12	We consulted extensively on draft proposals in April 2021 and the scheme was amended in several ways with excellent local input and knowledge from residents and businesses. The scheme is backed by local councillors, Clevedon Business Improvement District (BID), the Pier Trust. Many other interested parties have been engaged in the development of the scheme and are in favour of the amended improvement.
Object - removal of total number of parking spaces	13	The area, as a whole, will gain car parking spaces through the addition of new spaces on Elton Road. The Beach will be enhanced as a visitor destination through fewer parked cars. Hill Road parking remains the same with new improved designated loading facilities for shops and disabled spaces at regular intervals. The scheme will also improve signing and awareness of the under-used Hawthorns Car Park nearby.

Object - financial cost does not benefit residents/business of Clevedon	4	We expect that the scheme will result in an increase in local shopping trips and visitor numbers from the public realm enhancements and those using the Pier to Pier Way and coastal walking route. The enhanced Public realm will benefit the public generally
Object - one way system will force HGV traffic into unsuitable roads	2	We do not consider that this is likely.
Object - there is a lack of parking currently	8	The area, as a whole, will gain car parking spaces through the addition of new spaces on Elton Road. The Beach will be enhanced as a visitor destination through fewer parked cars. Hill Road parking remains the same with new improved designated loading facilities for shops and disabled spaces at regular intervals. The scheme will also improve signing and awareness of the under-used Hawthorns Car Park nearby.
Object - Buses won't be able to access seafront/ will have issues negotiating area	6	The scheme has been designed to accommodate buses. The area will continue to be served by the X6 and X7 first bus services along with the anticlockwise two-hourly 54 bus. The main design changes are the addition of a new bus stop outside the Pier and the removal of two northbound bus stops on Bellevue Road and Hill Road (which are becoming one-way). Residents from north Clevedon (Dial Hill) will continue to be served. Southbound access to Clevedon town centre will be generally unaffected by the changes because they will maintain the movement south east along Hill Road and Bellevue Road. Those northbound passengers wishing to visit Hill Road will need to get off at Wellington Terrace (approximately 220m from Hill Road which is within the acceptable walking distance guidance and via the gentlest incline The change to the services increases the coverage to other business and attractions along the seafront, leaving services in either direction within an acceptable walking distance. The buses are roughly every half hour in each direction reduced to hourly in the evenings. There is also an anticlockwise two hourly supported service (the 54) which will be unaffected.

Object - environmental impact of traffic use changes (forcing longer journeys, rerouting via hilly roads)	9	A very slight increase in some journeys lengths and times is likely. However the scheme objectives are clear and in line with Central Government Policy.
Object - Money would be better spent elsewhere in Clevedon	12	The scheme is being funded by the Department for Transport and is ring-fenced for these improvements. The improvements will help us address climate change, develop public health improvements and help aid the economic recovery. Funding for potholes is a separate allocation, managed by our Highways team.
Neutral - 20 mph limit but not one way routing	1	<p>The one-way system should help reduce conflict between road users and simplify traffic flow. Introducing one-way streets on The Beach and Hill Road helps to provide more space for loading, parking in more appropriate places as well as pedestrians and cyclists. With lower traffic speeds (20mph) and multiple new crossing points, it will make a safer and more pleasant environment for everyone, especially more vulnerable road users such as children and the elderly. Using the reclaimed road space, wider footpaths and more seating will help make the area more attractive and aid economic recovery. Across the area, northbound and southbound flows are approximately equal. Flows on Hill Road and The Beach are approximately equal. Therefore, combining the northbound flows onto The Beach and southbound flows onto Hill Road should see total flows on these roads maintained largely as they are now or reduced slightly as through traffic will use Elton Road more and find other alternatives through the area dissipating traffic volumes. Westbound flows on Alexandra Road (currently very low) may increase slightly due to traffic from Linden Road heading towards Wellington Terrace naturally preferring this route. Eastbound flows may increase if generally southbound traffic is deterred from using Hill Road due to its changed character. If the increased flows on Alexandra Road cause any problems (which we think unlikely) we can consider changing the parking restrictions.</p>