

Report to Norwich highways agency committee

Item

21 July 2016

Report of Head of city development services

8

Subject Britannia Road area consultation and recommendations

Purpose

To consider the results of the statutory consultation on traffic and parking management proposals for the Britannia Road area.

Recommendation

That the committee:

- (1) notes the consultation representations and officer response;
- (2) agrees to implement the proposed traffic calming measures, and the waiting restrictions detailed within the report and shown on the Plan in Appendix 2
- (3) asks the head of city development to complete the necessary statutory procedures associated with implementation of these works.

Corporate and service priorities

The report helps to meet the corporate priority to provide a safe, clean and low carbon city and the service plan priority to implement the Local Transport Plan and the Transport for Norwich Strategy

Financial implications

£23,000 from the Community Infrastructure Funding Levy (Neighbourhood funds)

Ward/s: Crome

Cabinet member: Councillor Bremner – Environment and sustainable development

Contact officers

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Bruce Bentley	Principal Transportation Planner	01603 212445
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Background documents

None

Report

Background

1. At the March 2016 meeting of the Norwich Highways Agency Committee traffic and parking management proposals for the Britannia Road area were agreed for statutory consultation.
2. The consultation was carried out between Friday 20th May to Friday 14th June 2016, and details of the representations received, together with officer responses are provided in Appendix 1.
3. An officer also attended the meeting of the Mousehold Conservators on Friday 17th June 2016 to hear member views from this committee; these are also included in Appendix 1.
4. As a result of the consultation it is recommended that some amendments are made to the proposed waiting restrictions to accommodate more on-street parking in the evening. An amended plan is included in Appendix 2.
5. The Council has had legal advice that if the Committee agrees to implement waiting restrictions that are of lessor impact than were originally advertised , this does not require re-advertisement, and may proceed directly to 2nd advert for implementation.

Consultation

6. 193 letters were sent to residents of the consultation area that included the entire length of Britannia Road, Vincent Road and Mons Avenue. Letters were also sent to the Britannia Café, Governor of HMP Norwich and emails to all registered sports groups that use the Heath playing fields.
7. 35 representations were received within the consultation period , these are summarised in Appendix 1
8. Overall there was consensus in support for traffic calming but concerns about loss of on-street parking for residents particularly in the evening when residents return home.
9. Members of Mousehold Conservators expressed their views by email, see Appendix 1. There is support in principle to the proposals, but concerned about growing parking pressures in the Heath car park.. It is feasible that a short stay time limit could be applied to the Heath car park, but that the cost of civil parking enforcement would need to be funded. As members of the Mousehold Conservators did not wish to charge for parking on the Heath, parking enforcement could not be funded and therefore the car park will remain free of charge. Overnight parking will continue to be discouraged.

Discussion

10. The Britannia Road area has a number of activities that generate traffic and parking issues. These include residents' parking, visitors to the Heath and its playing fields, visitors to the popular Britannia Café and some commuter and football parking.

11. The trigger for funding for Community Infrastructure Levy (CIL) was anti-social driving and noise associated with parking on the Heath car park.
12. Traffic calming has been proposed to improve compliance with the existing 20mph speed limit, as a result it is hoped that anti-social driving will be deterred including visits by drivers with modified vehicles who tend to have loud sound systems who congregate on the Heath car park evenings and overnight. A safety audit has confirmed that the provision and spacing of traffic calming is acceptable and fit for purpose. Objections to the specific locations of road humps are not considered substantive to warrant amendments to be made to their siting or number.
13. Waiting restrictions have been proposed to compliment the proposed traffic calming to achieve improved road safety and traffic flow. In response to the consultation two sections of double yellow line are proposed to be amended as single yellow lines (no waiting 9am to 5pm on any day; no restriction at other times) and a 'no waiting at any time' restriction on the grass verges adjacent to the Britannia Barracks building.
14. Should funds allow in the future a footway could be constructed on the grass verge, or if a new pedestrian access is provided to the Britannia Café this can be accommodated without having to make further changes to the scheme as proposed.

Proposed waiting restrictions and recommended amendments

Location/description	Reason for proposals and recommended amendments
Parking bay: 7 car spaces Britannia Road Adjacent to HMP Norwich (opposite Heath car park)	<p>The parking bay will be available for anyone to use at any time, for any length of time. Useful for visitors to the Heath, café or by residents.</p> <p>This parking bay will be marked out on the carriageway to deter parking on the grass verge. This should act as a traffic calming feature by narrowing the road.</p>
Bus parking bay (bus parking for up to 30mins 9am to 5pm on any day except Christmas Day) & double yellow lines Britannia Road (Adjacent to Britannia Café) (3 car spaces evenings)	<p>The bus parking bay will enable the tourist bus (or any other bus wishing to layover) to park for up to 30minutes.</p> <p>The provision of a bus parking bay and adjacent double yellow line will enable the tourist bus to pull in and turn in safety without obstruction by parked vehicles.</p> <p>The bus bay will be operational 9am to 5pm on any day, with no restriction at other times. This will enable parking evenings and overnight.</p> <p>The adjacent double yellow lines are necessary to allow the</p>

Location/description	Reason for proposals and recommended amendments
and overnight)	bus to reverse, and also acts as a passing place for general traffic at any time.
<p>Single yellow lines (No waiting 9am to 5pm on any day except Christmas Day)</p> <p>Britannia Road (Two lengths i) approx 20 metres adjacent to the Britannia café and ii) approx 20 metres Britannia Barracks)</p> <p>8 car spaces evenings and overnight.</p>	<p>These two sections of single yellow lines will ensure that pedestrians have space to walk in greater safety during the day,. Should future resources be made available there would be space on the grass verge for a footway, that previously has been obstructed by parked vehicles.</p> <p>This is an amendment to the original proposals that previously was double yellow lines.</p> <p>Parking will be allowed evenings and overnight, of benefit to visitors to the café and local residents</p>
<p>Double yellow lines</p> <p>Britannia Road Adjacent to Playing fields and Heath</p>	<p>To ensure adequate width of carriageway for safe passage of two way traffic and provision of space for pedestrians.</p> <p>Where the double yellow lines are located adjacent to Britannia Café this will enable space to be provided for any new entrance to the café and the provision for any hardstanding footway should this be delivered in the future.</p>
No parking on the verge at any time	To ensure that the grass verge is not obstructed by parked vehicles, to allocate space for pedestrians.

Recommendations

15. Given that there was majority support from the consultation for the proposed traffic calming it is proposed to be implemented as advertised; this includes the road hump notice and proposed amendment of the extent of the 20mph zone on the Britannia Road slip road.
16. In response to consultation representations regarding the loss of on-street parking it is proposed to replace two sections of double yellow lines with single yellow lines (no waiting 9am to 5pm on any day except Christmas Day), as detailed in Plan XXX in Appendix 2.
17. Members are now asked to approve these proposals for implementation.

Appendix 1

Consultation representations and officer response

Issue summary	Number of instances cited	Officer response
Concern about loss of on-street parking space on Britannia Road near Heath	28	<p>Noted; proposals amended to accommodate 11 car parking spaces evenings and overnight from 5pm to 9am daily</p> <p>The provision of waiting restrictions is considered necessary to achieve overall scheme objectives of safer movement of traffic and reduced traffic speed. The grass verge is intended to be reserved for pedestrian use most of the daytime.</p> <p>The scheme as proposed already has a dedicated parking bay for 8 car spaces at any time.</p>
Support for traffic calming	9	Support noted
Concern about amount of parking pressure associated with Britannia Cafe residents suggested that the car park to the rear of the café should be given to the customers of the café.	11	<p>Noted: outside of scope of project</p> <p>The Britannia Café is a social enterprise run in partnership with HMP Norwich. Planning permission was not required for the Cafe</p> <p>It is understood that the Governor of HMP Norwich does not wish to encourage public use of the Knox Road car parks as these are used by staff and visitors to HMP Norwich.</p> <p>A controlled parking zone for the residential parts of Britannia Road and Vincent Road would be the most effective means of preventing parking associated with the Heath or commuters. This is not included in this proposal, but could be considered again in the future should resources allow and local opinion is supportive. The current proposals seek to manage parking in the vicinity of the prison</p>

Issue summary	Number of instances cited	Officer response
Concern that grass verge is not suitable for pedestrians (gradient/muddy)	3	<p>Noted; ideally a footway would be constructed to enable pedestrians to walk on an asphalt surface, but there is insufficient budget for this. However, removing parking from the verge would enable this to be done in the future.</p> <p>If we have any budget available after the substantive work is complete it may be possible to regrade the grass verge to enable it to be used more easily by pedestrians as part of the project</p>
<p>Objection against traffic calming humps on the residential section of Britannia Road</p> <p>(noise/vibration/danger/loss of parking)</p>	8	<p>Noted; no change proposed to scheme as advertised</p> <p>The road humps that will be used in most of the locations are standard designs used across Norwich and Norfolk. These achieve reduced traffic speed with a gentle humped profile and do not result in adverse effects. Parking will be possible on all of the humps except for the flat top hump near Number 1 Britannia Road.</p> <p>As a scheme package the overall effect will be less traffic noise and pollution as vehicles will drive at a steady 20mph. Overall traffic levels should decrease as some drivers over time will choose to avoid using a traffic calmed route and will choose the primary road network instead.</p> <p>Several respondents objected to the road narrowing at the proposed crossing near Number 1 Britannia Road as there is a length of double yellow line required to protect a passing place. The flat top hump in this location is highly desirable as the footway ends at this point and the entrance to the Britannia café gate is located here. It will enable pedestrians to cross to and from the Heath in greater safety and act as a gateway feature to the residential part of Britannia Road that should further deter vehicles entering this part of the street. (especially visiting coaches or boy-racers who may attempt to do laps of the area at night)</p>

Issue summary	Number of instances cited	Officer response
Concern about parking capacity of the Heath car park	3	<p>Mousehold Heath is owned by the city council and managed by the Mousehold Conservators which was formed by an Act of Parliament as an independent governing body for the Heath in 1884 Consequently all decisions about the layout and usage of the Car park lie with the Conservators</p> <p>At present the car park is informally laid out with no parking bays or any restriction on length of stay other than a prohibition on overnight parking that is not subject to enforcement or access control. The car park is used by visitors to the Heath, but its anti-social use triggered this project and increasingly is used by customers of the Britannia Café and some commuters to the city centre and football supporters on matchdays.</p> <p>The view of Mousehold Conservators that the car parks on the Heath should not urbanise the appearance of the Heath and should be free of charge for users. Mousehold Conservators do see the benefit of having a time limit on parking in the car park, but to enable the cost of civil parking enforcement would require a revenue cost to be funded. Without a charge on parking, there is no available budget for civil parking enforcement and there can be no enforceable time limit on parking</p>
Lack of traffic calming on Vincent Road	3	<p>Vincent Road is of such a short length that traffic calming on this section of road is not essential and that the 90 degree bend in the road is sufficient. DfT requirements for adequately spaced traffic calming measures. Resources have been focussed on the entire length of Britannia Road, including the residential and non residential sections. The non residential section of Britannia Road does not have a footway, and so traffic calming here is of high priority.</p>
Request for barrier control or gate on Heath car park	1	<p>The provision of a parking barrier or gate would be the responsibility of the Mousehold Heath Conservators and would require a gatekeeper to control access every night of the year and there is no revenue budget to do this</p>

Issue summary	Number of instances cited	Officer response
Request for more policing of anti-social behaviour on Heath car park at night	1	<p>Noted: a police matter</p> <p>Norfolk Constabulary are aware of the issues associated with the Heath car park and carry out patrols when resources allow them to do so.</p>
Concern about the enforcement of the 20mph speed limit	1	<p>Noted; 20mph speed limits are designed to be self-enforcing.</p> <p>The use of traffic calming measure installed according to Dept for Transport 20mph zone guidance will support compliance with the extant 20mph speed limit.</p>
Bollards are necessary to prevent joy riding of vehicles onto the Heath	1	The design of the proposed crossing point near 1 Britannia Road will be reviewed to ensure that vehicles may not drive over onto the Heath.
Suggestion for relocated / additional road hump near Number 59 Britannia Road	1	There is not available budget for an additional hump and relocating th nearest hump towards Number 59 Britannia Road this would mean that the spacing of the humps No longer met DfT guidelines
Promotion of better parking by residents (to maximise space available for on-street parking)	1	The Council does not mark out individual spaces as this would reduce the total amount of parking and be a maintenance liability. Articles have been published in 'Citizen' magazine urging residents to park efficiently
Permit parking is required for the residential parts of Britannia Road and Vincent Road to tackle commuter parking and houses in multiple occupation with multiple cars per household	3	<p>Noted; outside of scope of project</p> <p>Currently, there are no plans to extend the CPZ into this area, but will consider again in future. Permit parking was offered to residents within the past 5 years but there was not majority support for it.</p>

Issue summary	Number of instances cited	Officer response
Concern that proposals will urbanise the rural appearance of Britannia Road near the Heath	6	<p>Noted; the proposals will not lead to excessive use of highway signage. the double yellow lines alongside the Heath car park on Britannia Road will open up vistas of the Heath at all times and all the parking and signage will be adjacent to the built edge of the road alongside the café. There will no additional signage for the 20mph speed limit, nor any signs on the flat top road hump. No hump signs are needed as this is designed as a 20mph zone that negates the need to use such signage.</p>
Request for footway along Britannia Road near HMP Norwich.	1	<p>Project funding cannot included footway costs but feasible in future. The scheme is future proofed in that if a budget is available that a footway could be constructed without any further changes required to the waiting restrictions.</p>
Request for gate to café to be closed and new entrance constructed further along.	2	<p>Noted; outside of scope of project</p> <p>The City Council as Planning Authority has been dialogue with the Britannia Café and HMP Norwich with regard to creating a new pedestrian access to the café.</p>
Concern about tourist bus use of Britannia Road.	2	<p>Noted; no amendment to scheme as advertised</p> <p>It is entirely appropriate for the tourist bus to access the major viewpoint of the City, and is an important part of the growing visitor economy of the It is preferable that the bus turns around in the road rather than proceeds along the narrower residential parts of Britannia Road. We have worked closely with the operator of the Norwich Sightseeing bus to ensure that that their requirements for a bus stop/layover bay to be provided for and a safe turning facility is provided using waiting restrictions.</p>

Issue summary	Number of instances cited	Officer response
Taxis pick up and dropping off staff to the café cause noise and pollution	1	<p>Noted; the objector was concerned that the proposed scheme will make this issue worse as it will displace taxis from near the café gate and be near his house affecting his quality of life with taxi engines left running at 7am and 11pm daily.</p> <p>There are lengths of double yellow line near the café gate and parking spaces and taxis can use these to pick up and set down passengers.</p>
Lack of parking for users of sports pitches	1	<p>Noted: the scheme proposes a double yellow line on the entire length of Britannia Road adjacent to the playing fields.</p> <p>The rationale for this is two fold, to give space for pedestrians to walk along the road where there is no footway, and to enable two way traffic to pass by when there are sports pitches in use.</p> <p>The opposite side of the road will not have any new waiting restrictions and this should provide sufficient parking for users of the playing fields.</p>
Proposals will not stop anti social driving in the Heath car park (e.g. handbrake turns).	1	<p>Noted; this is outside of the scope of this project and cannot be funded.</p> <p>However the traffic calming has been designed to make Britannia Road and the Heath car park less attractive for boyracers to do laps of the area at night</p>

Comments from Mousehold Heath Conservators

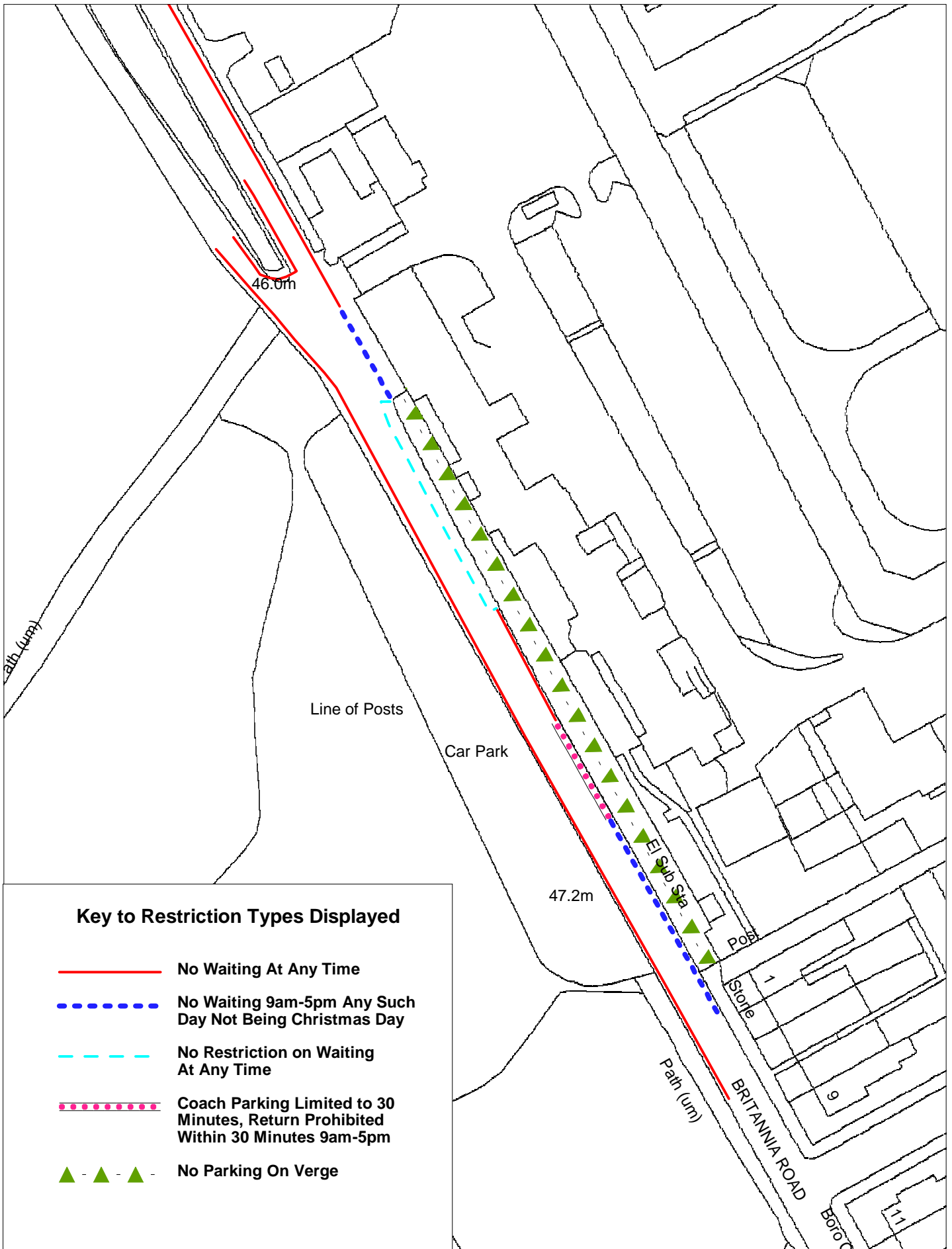
Mousehold Heath Conservators considered the proposed highway scheme for traffic and parking management in the Britannia Road area at its meeting on 18 March 2016.

The proposals seek to achieve better compliance with the 20mph speed limit; reduction in anti-social use of the Britannia Road car park; improved safety for pedestrians; protection of verges from parking and new crossing point; better provision for the tourist bus.

Due to budget limitations it has not been possible to undertake any works directly to the heath car park to control anti-social use.

The comments made by Conservators on the proposed scheme were as follows:

- It was considered that work in the vicinity of the car park, should initially focus on the changes to the road layout and that the Conservators consider any future changes to the car park once this was complete so as to understand what impact these may have on the car park.
- Concern was expressed regarding the (consequence of implementation and) enforcement of the proposed double yellow lines, with one member suggesting that it may simply 'move the problem on', and could result in greater wear and tear on the car park.
- Members discussed future options to control parking in the car park including charges and introducing a time limit for parking. The introduction of charges was not favoured.
- Members also discussed measures to tackle anti-social behaviour including the use of speed humps and CCTV



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Proposed waiting restrictions: Britannia Road area

SCALE	1 : 820
DATE	07/07/2016
DRAWING No.	
DRAWN BY	

