

BRISTOL CITY COUNCIL

**DOWNS COMMITTEE
22nd APRIL 2013**

Report of: Service Director, Environment and Leisure

Title: Traffic Study Working Group

Ward: N/A

Officer Presenting Report: Robert Westlake, Downs Ranger

Contact Telephone Number: 0117 9736210

RECOMMENDATION

- That this Committee accept the recommendations detailed in the report of the traffic working group.
- That the traffic working group is retained to oversee the implementation of recommendations detailed in the report.
- That the working group monitors the effectiveness of any recommendations that are implemented and reports twice yearly to this Committee.

Summary

The significant issues in the report are:

In April 2012 the Downs Committee agreed to the formation of a working group to consider all aspects of traffic movements around the Downs.

This was in response to a Friends Group (FO+DAG) initiative who had previously raised concerns that traffic issues and their impact on the Downs were escalating.

Advice has been sought from Traffic Managers and N/P Traffic Coordinators. If the Committee is minded to accept the recommendations detailed in the report it will be forwarded to Traffic Officers and Neighbourhood Partnerships for consideration, consultation and inclusion in future schemes.

The working group acknowledges the work of FOD+AG member Brian Sprosen in the preparation of the documentation and the finalising of the report.

1. Policy

Public Sector Equality Policy.

2. Consultation

a) Internal

Richard Bevan, Manager, Parks Estates, Play, Cemeteries & Crematoria.
Andrew Gordon Estates Management team leader
Tony Whitlock, Principal Accountant.
Mark Spurduty, Area Traffic Manager

b) External

Mandy Leivers, Avon Gorge and Downs Biodiversity Education Officer.
Jack Penrose FOD+AG
Brian Sprosen FOD+AG

3. Context

DOWNS COMMITTEE TRAFFIC SUBGROUP Final Study Report at 5th March 2013

Executive Summary Conclusions

Protection of the environment

- Current policing of parking on the Downs roads considered effective.
- Occasional mass parking encroachment on rare summer days not a major problem.
- Parking on the Downs by the Zoo should be monitored and alternatives explored.
- The erosion of roadside edges needs to be addressed. Upper Belgrave Road and the bus stop on Saville Road specifically highlighted. Rocks and wooden stakes recommended.
- Bristol Water to be requested to carry out remedial work to road damage of Parry's Lane extension.

Maximisation of access

- Time limits for parking on Roman Road recommended.
- Disabled parking bays at café and Sea Walls proposed.
- Impact assessments for the introduction of Resident Parking Zones (RPZ) considered essential.
- Introduction of RPZ's likely to pressure parking around the Downs and limited parking periods (up to 4 hours) may have to be considered on most adjacent roads.
- Reversal of yellow line from café side of Stoke Road to Downs's side recommended failing that a zebra crossing from Downs to café to be considered.
- Footpath crossing on Ladies Mile to be given greater pedestrian visibility.
- Consideration (by a separate working group) to be given to the development of a dedicated cycle path from Clifton/ Suspension Bridge via the Promenade and Ladies Mile to Sneyd Park / Stoke Bishop.

- Clear signage of shared pedestrian/cycle use on Westbury Road pavement recommended.
- Close Clifton Down Road from opposite Litfield Place and junction with B3129. Relocate ice cream van; create Coach parking space and cycle path.

Improve traffic flow

- Use of single or double yellow lines to create Intermittent parking road markings on Stoke Road, Rockleaze, Downleaze and Upper Belgrave Road.
- Monitor impact of bus lane between Henleaze Road and White Tree roundabout.
- Egress from Westbury Road onto Clay Pit Road to be improved.

Interests of stakeholders and residents

- Liaison with Neighbourhood Partnerships to be further developed.
- Joint working on Traffic Regulation Orders to achieve cost savings.
- Valuable consultation and advice received from Highways Department officers.

Highest Priority for Remedial Action

- Establish a requirement for promoters of further RPZs in Redland, Clifton and Henleaze, as part of the start-up procedure, to undertake a thorough impact assessment relating to parking on the Downs.

DOWNS COMMITTEE TRAFFIC SUBGROUP

Final Study References:

- A. Downs Committee (D/C) Traffic Subgroup: Study Process 24/07/12.
- B. Traffic study – Downs Area Subdivision List: 23/08/12.
- C. D/C Traffic Subgroup Interim Status Report at 2nd January 2012: 20/12/12

Annexes:

- 1 Minutes of 24th July meeting dated 30/01/13
- 2 Minutes of 22nd August meeting dated 05/02/13
- 3 Minutes of 25th September meeting dated 30/01/13
- 4 Minutes of 30th October meeting dated 30/01/13
- 5 Minutes of 27th November meeting dated 30/01/13
- 6 Minutes of 19th December meeting dated 3/01/13

Introduction

At the April 2012 meeting, the Downs Committee (D/C) setup a traffic subgroup to consider traffic issues across the Downs. The subgroup was required to present the final study report to the Downs Committee at the 22nd April 2013 meeting.

Current Subgroup Members:

Robert Westlake (RW)	Downs Ranger
Barbara Janke	Councillor
Anthony Brown (AB)	Merchant Venturer
Richard Bevan (RB)	Park Estates, Play, Cemeteries & Crematoria Manager
Brian Sprosen (BS)	FOD+AG

Agreed Guiding Principle

Initially the traffic subgroup developed and validated a study process, Reference A. This aimed to ensure that plans and policies developed through the study activities would satisfy objectives according to agreed criteria. The resulting Down's Traffic Study Plan defines a process that, within the defined Down's boundaries and related road networks would aim to:

- Protect the current and future Down's natural environment in the spirit of the 1861 Downs act.
- Maximise access to the Down's at all times for all our citizens.
- Improve traffic flow to minimise adverse environmental impact.
- Proceed with due regard for the interests of stake holders and residents

Downs Area Subdivision List

The physical characteristics, environmental status, user utilisation and impact vary markedly throughout the Downs area. To allow for this variability, for the purpose of the traffic subgroup study, the Downs area was subdivided into 5 subareas in which the study process was logically applied. The meeting dates with roads comprising each subdivision are shown below:

1	Stoke Road (+ Roman Road) + Rockleaze & Downleaze	24 th July
2	Upper Belgrave Road & Clifton Down (Zoo)	22 nd August
3	Ladies Mile & Circular Road	30 th October
4	Westbury Road & Saville Road	27 th November
5	Clifton	19 th December

Preparation of Final Report

For all minutes of meetings from 24th July meeting to date

- Review status of all action items and significant entries requiring further subgroup action.
- For each action item / significant entry identify where formal costed remedial action is required either by BCC or the Neighbourhood Partnerships (NPs).
- For each action item / significant entry record where rectification would be covered by existing maintenance or secretarial capacity.

Action Item and Significant Entries Review

Note: The tables below provide abbreviated versions of the information provided at the related entry in the related minutes of meeting. So for example, the abbreviated August entry 4.3 Roman Road parking options, shown below, cross references to the same entry in the full entry in the August 22nd minutes of meeting.

Status Review based on Minutes of 22nd August Meeting

Action Items Requiring BCC or NPs Costed Remedial Action

Item	Topic	Minutes of Meeting	Action by
4.1	Stoke Road pedestrian safety	<ul style="list-style-type: none"> It was considered that the single yellow line, recently introduced, on the café side of the road, running from about Ladies Mile to Roman Road, was, for pedestrian safety reasons, on the wrong side of the road and needs to be changed to parking on café side. Introduction of the single yellow line has increased traffic flow and controlled safe pedestrian crossing will be required. 	Traffic Officers
4.2	Stoke Road	Disabled Parking: It was agreed that the provision should be made for Disabled Parking, 2 bays on Stoke Road, outside the café.	Traffic Officers
4.3	Roman Road parking	Introduce 4 hour parking limit between 0700hrs and 1700hrs.	Traffic Officers
5	Rockleaze & Downleaze	Objective is, whilst maintaining resident's on-street parking, to improve traffic flow and minimize congestion caused by major on-Downs activities. Options for consideration and evaluation could include: <ul style="list-style-type: none"> Intermittent parking road markings. On Down's side of Rockleaze and Downleaze, provide yellow line parking control opposite entrance of Ivywell and Julian Roads junctions. 	Traffic Officers

Action Items Where Existing Capabilities can Resolve the Problem

Item	Topic	Minutes of Meeting	Action by
B	Extract from the NP3 Transport Working Group Report Dated 20 June 2012.	S106 (Rockleaze, Downleaze and Circular Road) – Additional parking restrictions have been requested by the Downs Committee and bus operators. It was suggested that passing places should be included in Circular Road. Cost of £3K for consultation and subsequent TRO.	NP3

Status Review based on Minutes of 25th September Meeting


Action Items Requiring BCC or NPs Costed Remedial Action

Item	Topic	Minutes of Meeting	Action by
4	Upper Belgrave Road	Objective is, whilst maintaining resident's on-street parking, to improve traffic flow and minimize congestion. Options for consideration and evaluation could include: <ul style="list-style-type: none"> Where the road curves, place substantial rocks to prevent parking on grass where appropriate. Where road is straight, mark Downs edge with single yellow line and add intermittent parking road markings. On Down's side of road provide yellow line parking control opposite entrance to Pembroke Road. 	Traffic Officers

5	Clifton Down	<p>It was agreed that:</p> <ul style="list-style-type: none"> • The FOD+AG will monitor the effectiveness of the Zoo's parking operations for cars and coaches. • The Zoo management team to take action to ensure that vehicle parking and departure procedures minimize the risk of disrupting traffic flow on Clifton Down Road. 	FOD+AG Zoo.
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Status Review based on Minutes of 30th October Meeting

Action Items Requiring BCC or NPs Costed Remedial Action

Item	Topic	Minutes of Meeting	Action by
3	Down's Area Subdivision 3, Ladies Mile	<p>A complaint had been directed to the Parks Department regarding the danger caused by parked cars to pedestrians where the path from Worrall Road crosses Ladies Mile.</p> <p>It is proposed that the number of parking bays be reduced using white zig-zag road markings or a box labelled KEEP CLEAR are alternative no parking signs.</p>	 <p>Highways Department</p>
4.4	Circular Road at Sea Walls	<p>Disabled Parking It was agreed that 2 disabled parking bays be established at Sea View.</p>	Traffic Officers

Action Items Where Existing Capabilities can Resolve the Problem

Item	Topic	Minutes of Meeting	Action by
4.1	Circular Road at junction with Fountain Hill	Trim vegetation at junction of Fountain Hill/Circular Road to improve sight lines, particularly for vehicles exiting Circular road and turning right into Fountain Hill.	Downs Ranger
4.3	Circular Road near BBQ area	Investigate cause of flooding of highway on Circular Road near the BBQ point. The Downs Ranger confirmed that there is no drainage at this location and will take action to correct this problem.	Downs Ranger

Status Review based on Minutes of 27th November Meeting

Action Items Requiring BCC or NPs Costed Remedial Action


Item	Topic	Minutes of Meeting	Action by
3	Control of Cycling on the Downs	It was agreed that positive action is needed to combat offensive cyclists. BCC Cycling City team was requested to propose measures aiming to keep cyclists off the Downs and pedestrians on the Downs, but there was no response.	Advice required from Cycling City
6	Parry's Lane + Parking Extension	Recommend that the Downs Committee obtain a commitment from Bristol Water to reinstate the road surface and grasslands when work on site is complete	Downs Committee

Status Review based on Minutes of 19th December Meeting

Action Items Requiring BCC or NPs Costed Remedial Action

Item	Topic	Minute of Meeting	Action by
1	Impact of new RPZs on Downs traffic & parking	Establish a requirement for promoters of further RPZs in Redland, Clifton and Henleaze, as part of the start-up procedure, to undertake a thorough impact assessment relating to parking on the Downs, and report findings to D/C. Traffic Officer (JD), an expert in that RPZ field, supported the requirement to protect the Downs from RPZ encroachment. D/C to be included in the consultation process that would be completed for turning Redland, Clifton and Henleaze into RPZ.	Downs Committee Traffic Officers
2	Control of Cycling on the Downs	Ref. D/C 19 th Nov Public Statement Cyclists on the Downs. Positive action is needed to combat offensive cyclists: BCC Cycling City team was requested by RW to propose measures aiming to keep cyclists off the Downs and pedestrians on the Downs. There was no response to the request.	Cycling City Team.
3	Westbury Road	Establish a joint pedestrian footpath / cycle path, with cycle path next to road, on Westbury Road, from Blackboy Hill, through White Tree roundabout to Badminton School. Note: In December FOD+AG cycling rep assessed the state and width of the current combined cycle pedestrian path In January completed a survey to	Nick Pates, Walking and Cycling Officer. FOD+AG

Item	Topic	Minute of Meeting	Action by
		provide an indication of cyclist and pedestrian usage of the path.	
4	Saville Road	Denis Burn, Chair of Bristol University, who on advice from the Bursar, considered that the bus stop should be removed and Saville Road reinstated by the end of the current academic year.	To be monitored by Downs Ranger
5	Parry's Lane + Parking Extension	Recommend that the Downs Committee obtain a commitment from Bristol Water to reinstate the road surface and grassed areas when work on-site is complete.	Downs Committee
6	Clay Pit Road	Egress from Westbury Road to Clay Pit Road needs to be improved.	Highways Department
8	Bridge Valley Road Junction	The committee recorded grave concerns regarding the danger presented to all users of the complex five way offset junctions. It was accepted that this was a very serious issue and that a formal redesign process would be required to solve the problems at the Bridge Valley Road junction.	Traffic Officers
9	Clifton Promenade Road	Traffic officers to be requested to explore possible changes that could introduce safer cycling on the Promenade. Traffic Officers (JB) will conduct a The Promenade site visit in the new year and report his findings to the Traffic Study subcommittee.	Traffic Officers
13	Future for cycling on the Downs.	It was agreed that a more positive approach to cycling on the Downs was required. To promote this view it was proposed that a project be established to build a shared cycle/pedestrian path running from Clifton / Suspension Bridge via the Promenade and Ladies Mile to Sneyd Park / Stoke Bishop.	Separate Downs Committee working group.

14	Clifton Down Road from opposite Litfield Place and junction with B3129.	<ul style="list-style-type: none"> • Close this stretch of the road at Litfield Place end. • Replace the ice cream van with purpose built (with power) ice cream and quality recreational food concession. • Create parking for one or more coaches. • Create cycle path linking Promenade cycle path to Clifton Bridge path. 	 <p>Traffic Officers</p>
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Conclusions

- a) The study was conducted in accordance with Reference A: Traffic Subgroup Study Process dated 24/07/12.
- b) The physical Downs area covered by the study is defined by Reference B: Traffic Study- Downs Area Subdivision List dated 23/08/12.
- c) Each of the defined 5 Downs subdivision areas was allocated to a monthly meeting, during which it was subjected to a review in accordance with the study process.
- d) The study process identified 20+ cases where either remedial action is required or a Down's user facility would be improved.
- e) In each case an action item identified the person or group selected to undertake the action required.

Recommendations

It is recommended that:

- a) The Downs Committee retains the current Traffic Subgroup to monitor and report on the progress of the completion and effectiveness of remedial actions in accordance with the action plan outlined below.
- b) It is further recommended that, to maintain continuity, the Traffic Subgroup meets at regular intervals (e.g. 2 months) and submits detailed progress reports to the Downs Committee at the autumn and spring meetings.
- c) Apart from the Urgent and Long-term Projects listed below, it is recommended that all other action items be completed and implemented within 6 months of issue of this report.

Urgent Action Required

Urgent actions should be completed and implemented within 3 months of issue of this report.

- a) Reference page 7 item 1. Establish a requirement for promoters of further RPZs in Redland, Clifton and Henleaze, as part of the start-up procedure, to undertake a thorough impact assessment relating to parking on the Downs.
- b) Reference page 6 item 3: Ladies Mile: Reduce parking bays to increase pedestrian visibility of traffic where path from Worrall Road crosses Ladies Mile,
- c) Reference page 7 item 3: Westbury Road Establish joint pedestrian foot / cycle path.

Long-term Projects

Long-term actions should be completed and implemented within 1 year of issue of this report.

- a) Reference page 8 item 8. Bridge Valley Road Junction development.
- b) Reference page 8 item 13. Establish "Future Cycling on the Downs" Working Group tasked with conducting feasibility study leading to the required project management plan.

Other Options Considered.

No other options considered.

5. Risk Assessment.

No Risk Assessment has been carried out.

6. Public Sector Equality Duties.

6a Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following "protected characteristics" : age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the equality Act 2010.
- ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --
 - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
 - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to- tackle prejudice; and -- promote understanding.

6b) Not Applicable.

7. Legal and Resource Implications

Legal

The Clifton and Durdham Downs (Bristol) Act 1861 provides that the Downs should remain as a place for the resort and recreation of the citizens of Bristol, and that a committee should be appointed to manage them. The recommendations of this report are within the powers conferred by this statute.

Financial

(a) Revenue:

None

(b) Capital

None

Financial advice provided by Tony Whitlock, Principal Accountant

8. Land

The land is under the control of the Downs Committee.

9. Personnel

Not applicable

Appendices: None

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

A Downs Committee (DC) Traffic Sub-Group Study Process: 24/7/12

B Traffic Study Downs Area Sub- Division List: 23/8/12

C D/C Traffic Sub-Group Interim Status Report at 2nd January 2012 20/12/12