

**Proposed Decision to be taken by the Portfolio for
Transport and Environment on or after 17 November 2017
Various Roads, Stratford District -
Proposed Waiting Restrictions – Variation 1 & Variation A**

Recommendations

That the Portfolio Holder for Transport and Environment approves that:

1. The Warwickshire County Council (District of Stratford on Avon) (Permitted Parking Area And Special Parking Area) (Waiting Restrictions, On Street Parking Places And Residents' Parking) (Consolidation) (Variation A) Order 2017 be made as advertised.

2. The Warwickshire County Council (District of Stratford on Avon) (Permitted Parking Area And Special Parking Area) (Waiting Restrictions, On Street Parking Places And Residents' Parking) (Consolidation) (Variation 1) Order 2017):
 - High Street, Henley in Arden – Limited Waiting / Residents' Parking. This should be implemented as advertised.
 - Chapel Street, Stratford-upon-Avon – Loading Only / No Waiting Except Buses. Decision deferred pending further consultation.

1. Introduction

- 1.1. Proposals for waiting restrictions and resident permit eligibility in Stratford-upon-Avon and Henley-in-Arden, Stratford were published in the Evesham Observer and the Stratford Observer on the 22nd June 2017, in accordance with statutory procedure. Objections and comments to the proposals have been received.

- 1.2. No objections were received to the following proposals:
 - (i) Changes to permit eligibility, Birmingham Road, Stratford-upon-Avon
 - (ii) Correction of an administrative error, High Street, Henley-in-Arden

- 1.3. The comments and objections that have been received relating to provision of a bus stop on Chapel Street, Stratford-upon-Avon, are discussed below together with reasons for the proposals. The numbers of comments and objections received for each proposal are also given in the corresponding sections.

1.4. The statutory criteria for decisions on making Traffic Regulation Orders are included as **Appendix A**.

1.5. Copies of objections received in **Appendix B**.

2. Chapel Street – Loading Only / Bus Stop

2.1. Sightseeing tour buses around Stratford-upon-Avon are run by Stagecoach. Currently, the buses are routed via Chapel Lane, with an informal short-term pick up and drop off point. In addition, Stagecoach school buses also operate via Chapel Lane.

2.2. Chapel Lane is narrow, with Pay and Display bays located on one side. While it is possible to drive the road unobstructed, safety concerns have been raised about the potential conflict between larger vehicles navigating through narrow spaces and the number of pedestrian movements, especially given that King Edward's School, Stratford, has an entrance directly onto Chapel Lane.

2.3. Stagecoach have indicated that if a bus stop facility were to be provided on Chapel Street allowing pickup and drop off of passengers without restricting traffic flow, the buses could be re-routed so as to not use Chapel Lane.

2.4. To provide such a facility, proposals were advertised for the Loading bay (8am-6pm) currently located outside the Falcon Hotel on Chapel Street to be designated as a part-time loading bay (6am-9am) and part-time bus stop (9am-7pm).

2.5. A plan showing the proposals as advertised is included as **Appendix C**.

2.6. The following tables detail the objections and/or comments received along with the officer recommendations.

Emails/letters	
Total objections	1
Comments from County Councillors	2

Ref	Objections and comments received	Total number of responses containing the comment
A	Increased numbers of children and tourists waiting for buses outside will increase the damage done to the frontage of the hotel – noted during recent renovation works.	1
B	Double decker buses waiting outside the hotel will provide an intrusive view into guests' first floor windows.	1
C	The narrow window for deliveries would not be sufficient – current deliveries occurring all day would either have no dedicated facility to use, or would all be condensed into an early morning period, further disturbing hotel guests.	1

Ref	Officer Comments
A	It is accepted that there could be increased numbers of children and tourists waiting outside the hotel. However, the area is publicly accessible with the frontage of the building right up to the back of footway, so pedestrians on the footway cannot be held solely responsible for any damage. The headmaster of the school has previously been contacted in connection with children waiting in this area and asked to remind pupils not to lean on the old building frontage.
B	Buses use Chapel Street already, and traffic speeds are slow with stationary periods as two-way traffic often operates on a 'give and take' basis to pass parked vehicles. As such, there is already an element of intrusion into these windows. It is accepted that allowing buses to stop at this location would increase this, but as a short-term pick up and drop off point only the additional intrusion is minimal.
C	If the bus stop is designated as "No Waiting Except Buses" instead of the usual "No Stopping" restriction, unless a bus is physically present and occupying the space it would be available for use to load and unload.

Ref	Additional Comments
A	<p>An alternative solution has been identified – this involves shortening the length of double yellow lines at the junction of Chapel Street, shortening the existing loading bays outside the Falcon Hotel and further up the road outside Music Matters, with a separate bus stop provided approximately 10 metres further north than the original proposals.</p> <p>The bus stop would then be located outside a brick-built section of the hotel, far less susceptible to damage than the more historic section, with less used hotel rooms and windows offering superior sound insulation. The amount of pay and display parking spaces available would be unchanged.</p> <p>A plan showing the revised proposals is included as Appendix D.</p>

Local Member Comments
Councillor Rolfe and Councillor Fradgley have liaised with representatives from the Falcon Hotel, and have offered support for the alternative solution outlined above.
Officer Comments
Amendments to the proposed Traffic Regulation Order would require further consultation. Specifically, there are a number of businesses potentially affected by the changes to size and layout of loading bays.

Recommendations
It is recommended to defer a decision on the proposals as advertised, pending formal consultation and re-advertising of the revised proposals.

3. Further Officer Comments for Consideration

3.1. Due to renovation work at the hotel, the locations of both the loading bay / bus stop as advertised and the alternative solution identified are currently inaccessible due to scaffolding and hoarding. As per the hotel's original renovation schedule, this was due to have been removed by the likely time of implementation of these proposals. However, due to additional work following the discovery of more severe damage than originally thought, these works are now likely to be ongoing until late 2018.

3.2. Three Pay and Display bays are therefore to be temporarily suspended for the duration of these works to provide a bus stop facility while both of the possible permanent solutions are inaccessible.

4. Background Papers

None

5. Financial Implications

5.1. All work will be carried out within the existing 2017/2018 budget allocations.

	Name	Contact details
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This report was circulated to the following elected members prior to publication.

Councillors Chattaway, Clarke, Singh Birdi, Shilton and Horner

Statutory Criteria for Decisions on Making Traffic Regulation Orders and Parking Orders

1. The Road Traffic Regulation Act 1984 enables the Council to implement Traffic Regulation Orders (TROs) for one or more of the following purposes:-
 - (i) avoiding danger to persons or traffic;
 - (ii) preventing damage to the road or to buildings nearby;
 - (iii) facilitating the passage of traffic;
 - (iv) preventing use by unsuitable traffic;
 - (v) preserving the character of a road especially suitable for walking and horse riding;
 - (vi) preserving or improving amenities of the area through which the road runs;
 - (vii) for any of the purposes specified in Section 87(1)(a) to (c) of the Environment Act 1995 in relation to air quality.
2. TROs are designed to regulate, restrict or prohibit the use of a road or any part of the width of a road by vehicular traffic or pedestrians. Permanent TROs remain in force until superseded or revoked.
3. TROs must not have the effect of preventing pedestrian access at any time, or preventing vehicular access for more than 8 hours in 24, to premises on or adjacent to the road. This restriction does not apply if the Council states in the order that it requires vehicular access to be limited for more than 8 hours in 24.
4. The Road Traffic Regulation Act 1984 also enables the Council to make orders authorising the use of part of a road as a parking place without charge, for the purpose of preventing or relieving congestion, and enables the Council to make orders designating parking places on highways with a charge. In determining what parking places are to be designated, the Council shall consider both the interests of traffic, and those of the owners/occupiers of adjoining property and in particular:-
 - (i) The need for maintaining the free movement of traffic;
 - (ii) The need for maintaining reasonable access to premises; and
 - (iii) The extent to which off-street parking is available in the neighbourhood.
5. In deciding whether or not to make any order, the Council is required to have regard to the matters set out in section 122 of the 1984 Act. Section 122(1) requires the Council to exercise the functions conferred on it by the 1984 Act as (so far as practicable, having regard to the matters specified in Section 122(2)) to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians), and the provision of suitable and adequate parking facilities on and off the highway.
6. The matters to which the Council must have regard are:-

- (i) The desirability of securing and maintaining reasonable access to premises;
 - (ii) The effect on the amenities of any locality affected, and the importance of regulating and restricting the use of roads by heavy commercial vehicles so as to preserve or improve the amenities of the areas through which the roads run;
 - (iii) The national air quality strategy prepared under Section 80 of the Environmental Protection Act 1995;
 - (iv) The importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles;
 - (v) Any other matters appearing to the Council to be relevant
7. Therefore, whilst the overall objective of the Council must be to secure the expeditious, convenient and safe movement of vehicular traffic, this will sometimes need to give way to the objectives in Section 122(2), and a balance has to be achieved between the overall objective and the matters set out in Section 122(2).



Phil Mitton
Engineer, Parking Management
Communities Group
Traffic and Road Safety
PO Box 43 Shire Hall
Warwick
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By First Class Post
5th July 2017

RECEIVED	07 JUL 2017
COMMUNITIES GROUP	
LEADERSHIP TEAM	

Your Ref.:
Our ref: SJH001/RMP/JGC

Dear Phil

CHAPEL STREET, STRATFORD ON AVON - PROPOSED CHANGES TO LOADING BAY

Thank you for your letter of 22 June 2017 to our clients, St James Hotel Developments Ltd, seeking views on the proposed alterations of the use of the highway immediately outside the Falcon Hotel, a Grade II* Listed Hotel in the centre of Stratford-on-Avon which is synonymous with the town and its heritage.

As you may be aware following two years of consultation with the Council and Heritage England the relevant consents have been secured for a £19.5 million refurbishment and expansion of the hotel. This work will include a large amount of restoration work in order to preserve and ensure the ongoing function of the Grade II* listed building as a viable hotel that meets today and tomorrow's visitor expectations. Construction has begun at the hotel to deliver these proposals and is likely to last for some 18 months. The substantial level of investment being undertaken illustrates our client's intention to not only improve and rejuvenate the building, but to raise the profile of Stratford on Avon as a whole by increasing and modernising its tourist offer. As a result of this investment, with an average take up rate of some 78% each night, there are likely to be between 142 and 183 guests staying at the hotel and up to 200 members of the public dining in the hotel's new restaurants and bar areas. It is in this context, and that of both the Council's adopted Core Strategy and evolving Neighbourhood Plan, that we provide comments on the content of your letter.

The adopted Local Plan for the period 2011-2031 strongly supports in a raft of policies which actively encourage the continued growth of tourism in the area and the multiplier this has on the local economy. The Falcon Hotel, due to its unique situation and internationally acknowledged heritage status, positively contributes to this aspiration for the town to continue to be successful.

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At a more local level, the emerging Neighbourhood Plan of 2017 has within it five key policies that directly relate to your proposal. These include:

Policy E3 – Promoting Employment Associated with Culture, Media and Tourism

This policy outlines that tourism is of critical importance to the economy of both Stratford on Avon and the district as a whole. Therefore, we suggest that a more wide-ranging debate relating to options should be discussed before moving to the suggested solution, which will inevitably fetter the use of the hotel.

TC Project 1 - Town Centre Strategic Partnership

This policy seeks to establish a town centre partnership to consider changes such as the one you are proposing in a more holistic manner. We have strongly supported this initiative and have suggested that, as one of the most important hotels in the town centre, our client would be pleased to be one of the key stakeholders as they have an intimate knowledge in the measures required to improve visitor experience in the town, including: perception, footfall and spend, and therefore would be a positive member of the partnership.

TC Project 7 – Coaches in the Town Centre

Our client has supported this project and offered to help and liaise between the hotel operator, coach operators and the Town Centre Strategic Partnership required to deliver the project. In these circumstances, we consider that the changes you are seeking our views on are premature as they conflict with the emerging strategy.

TC Project 9 – Parking in the Town Centre

Our client has supported the objectives of this project, as whilst some attractions have travel plans and many people travel by rail or coach to the town, the town will always need to support more localised car based trips by tourists and residents of the area.

Policy BE10 – Designated Heritage Assets

We have strongly supported the broad provisions of this policy and the acknowledgement that the cultural heritage of Stratford on Avon is worthy of conservation, and that proposals which enable the appropriate and sensitive restoration of listed buildings should continue to be supported.

Whilst these two documents provide a rounded setting in which to make decisions, it cannot be reinforced too greatly that the town is globally important for its relationship to William Shakespeare. Indeed, each year the Falcon Hotel attracts up to some 52,100 visitors to the town – many of which are from the Far East and the United States of America. This equates to some 900 coaches loading and unloading hotel guests each year. According to published figures as each visitor on average spends some £58 (in addition to their accommodation costs) this equates to an injection of more than £3million into the local economy each year. As you are only too aware what attracts tourists to the area are the tight medieval streets, the rich diversity of architectural heritage all for which positively contributes to the character of the area. Consequently, it is the very heritage that residents

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love and visitors come to see that creates the highway safety issues that were reported in the Stratford Herald on 29 June 2017. Indeed, it is notable that whilst Chapel Street has been artificially reduced in width by the introduction of designated car parking, delivery and bus stops, it is still the widest street in the immediate locality particularly when it is compared to the dimensions, proximity to guest's bedrooms and resident's homes and the use of Scholars Lane.

In reality, whilst the loading bay has been designated for at least a decade, over the years our client has increasingly noted that school buses have been informally using the loading bay as a bus stop. This has caused a dramatic increase in children waiting outside the hotel entrance for their buses to arrive. Indeed, increasingly our client has noted that whilst waiting the children lean against the historic fabric of the Falcon Hotel, and, especially those wearing heavy backpacks, have caused the fragile medieval leaded glazing to crack. Equally, the fragile stone plinth has been damaged to such an extent that the hotel is now discussing with the Council's Conservation Officer the repair of the entire ground floor front facade of the Grade II* listed building.

A further point of concern is that whilst the coaches that bring tourists to and from the hotel are normal single decked vehicles, the school buses and sightseeing buses are more generally double decker buses. If the loading bay becomes a formal bus stop then this raises two further issues for our client. Firstly, the occupants of the double decker buses will have direct views from the bus, over the narrow pavement, directly into the hotel guest's bedroom windows. This results in an unacceptable loss of privacy. Secondly, historically the hotel has displayed a large hanging sign. Whilst this has been temporarily removed so the structural timbers can be repaired, if double decker buses seek to park in this space then they are likely to further damage the hanging sign and possibly the timber bracket as they manoeuvre in and out of the space.

Whilst the school children are not the sole contributors to the damage that has been caused to the ground floor fabric of the Grade II* listed building, the dimensions of the pavement at this busy pedestrian area serve to magnify the conflict between school children, hotel guests, tourists and local residents. This situation frequently causes conflicts between those wishing to wait on the narrow pavement and those wishing to travel along Chapel Street and more particularly those that wish to turn down the even narrower, one way street Scholars Lane.

The expanded hotel will require additional deliveries above and beyond those that were required for its former operation. Consequently, the narrow window for deliveries suggested in your letter is not likely to prove to be adequate and would almost inevitably disturb the hotel guests that occupy the single glazed front bedrooms of the hotel, particularly, as it would mean that the deliveries that are currently spread over the entire day, would need to be condensed into such a short period of time that it would be impracticable. Furthermore, Scholars Lane is a narrow one-way street with hotel guests on one side, separated from the highway by an even narrower footpath, and residents on the other side. Whilst occasional deliveries have taken place off this lane, and Scholars Mew care home is serviced from it, the route is entirely inappropriate to be the main point from which hotel

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deliveries are undertaken during the hours the loading bay is proposed to be used as a bus stop.

In these circumstances, our client **cannot support** the proposed change to the commercial premises long established loading bay on Chapel Street into a combined bus stop and out of hours loading bay. Instead, we suggest that, in line with emerging policies of the Neighbourhood Plan, that stakeholders have a meeting to discuss a range of options. One of these could be, as discussed with Councillor Kate Rolfe, converting the Loading Bay at the end of Chapel Street (outside Music Matters) to pay and display, retaining the 'Loading Only' space (Dr C P Grey Opticians, near to HSBC bank) to service the shops in this area, and retain the 'Loading Bay' which is in line with the end of the Tudor element of the Falcon Hotel then outside 4 Chapel Street the area could be used as the stop for the Hop on Hop off tourist bus. This option would involve no loss of Pay and Display spaces would allow commercial premises in the area to continue to operate and, importantly in this location, the bus stop would cause less congestion than in the position currently proposed as it would avoid the road narrowing on the corner of Chapel Street, Church Street, Scholars Lane and Chapel Lane.

We thank you for the opportunity to provide comments and look forward to being kept up-to-date on the evolution of solutions for the area. If we can assist in any way, please do not hesitate to contact me at your earliest convenience.

Yours sincerely

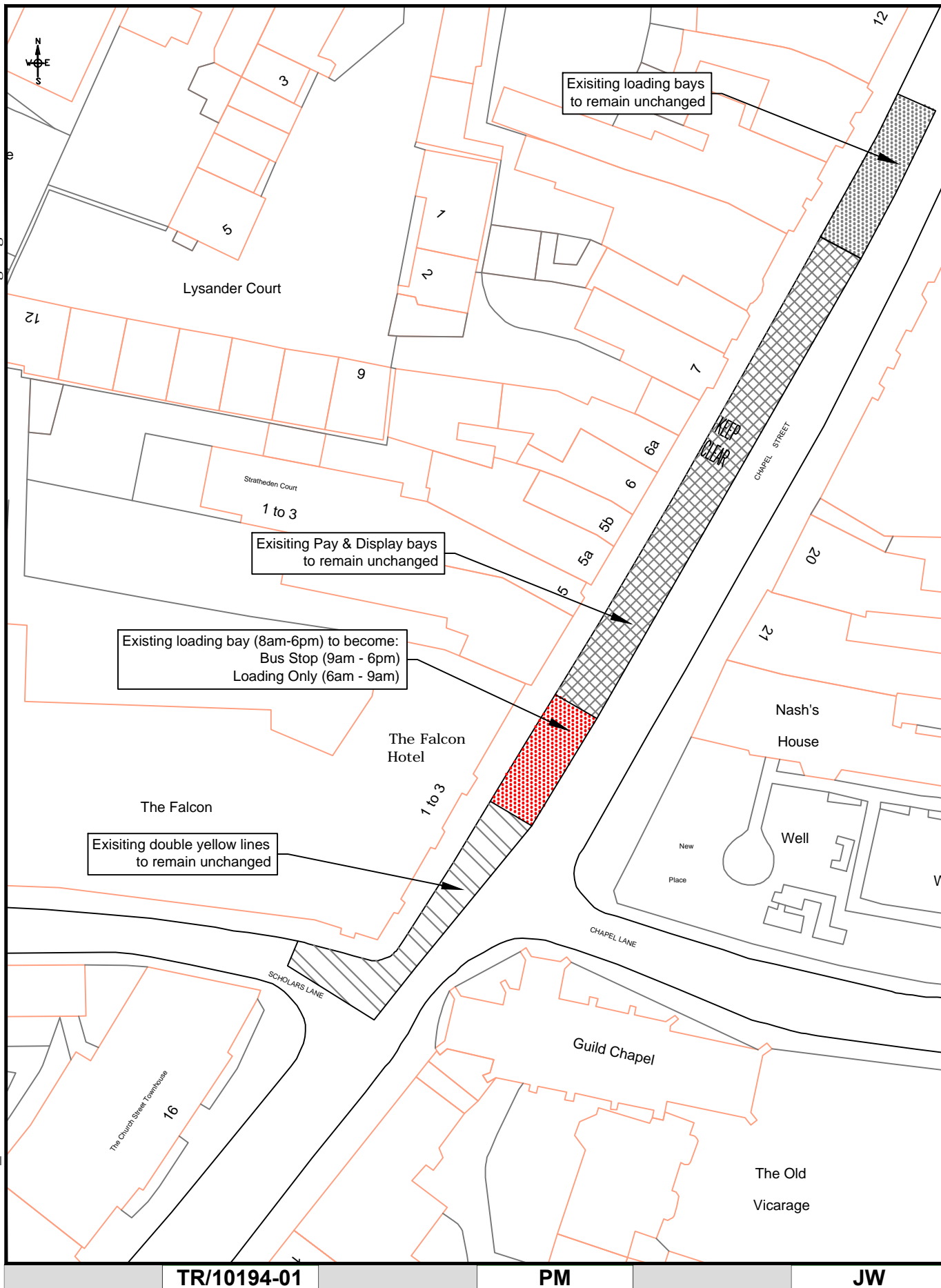
Robert Purton
Partner

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cc: Councillor Kate Rolfe
Will Tasker, St James Hotel Developments Limited
Jason Mayglothing, Falcon Hotel General Manager

APPENDIX C

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PM

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Portfolio Holder Decision Session - Nov .2017
Proposed Waiting Restrictions - Stratford Var.1
Revised Loading Bay / Bus Stop - As Advertised

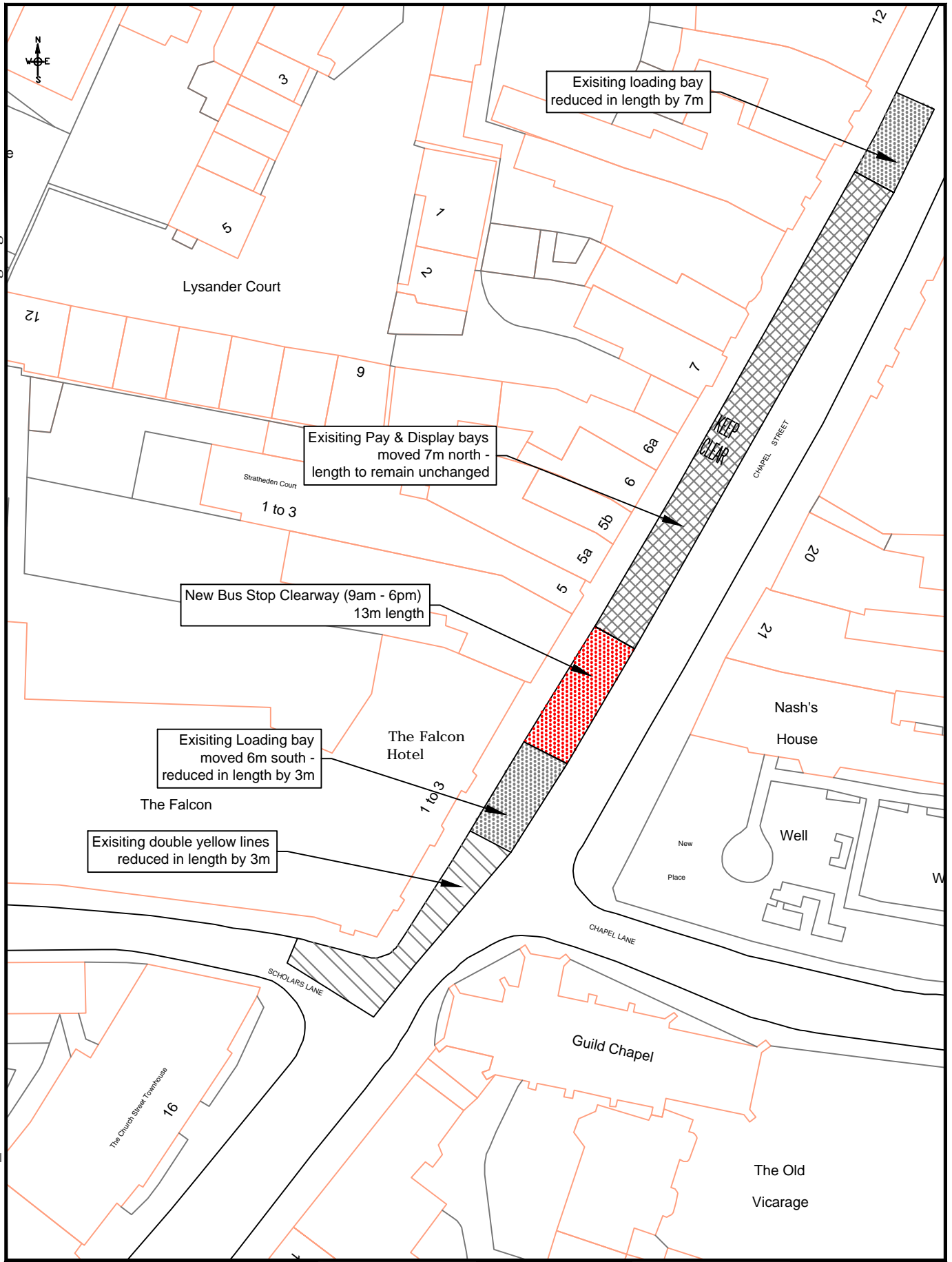
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Traffic & Road Safety

APPENDIX D

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Portfolio Holder Decision Session - Nov .2017 Proposed Waiting Restrictions - Stratford Var.1 Revised Loading Bay / Bus Stop - Revised

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