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23 January 2020

**HEDGE END, WEST END AND BOTLEY LOCAL AREA COMMITTEE**

**Monday, 27 January 2020**

**SUPPLEMENTARY PAPERS ENCLOSED**

Item 7 (a) Upper St Helens Road, Hedge End - Experimental Traffic Regulation Order (TRO) (Pages 3 - 18)

**TO:** Councillors Garton, Asman, Allingham, Corben, Gomer, House, Jurd, Kyrle, Pretty, Tennent, Trace and Bearder

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## HEDGE END, WEST END AND BOTLEY LOCAL AREA COMMITTEE

Monday, 27 January 2020

### UPPER ST HELENS ROAD, HEDGE END - EXPERIMENTAL TRAFFIC REGULATION ORDER

#### Report of the Lead Specialist (Environment)

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#### Recommendations

It is recommended that:

- (1) The Committee having considered the outcome of the public consultation, delegates to the Head of Legal Services the authority to modify the Experimental Traffic Regulation Order (TRO) in Upper St Helens Road, Stockholm Drive, Heath House Lane and Lyons Place, Hedge End, with the following amendments:
  - (a) a reduction in length of “No waiting at any time” restriction of 20 metres on the north-east side of Stockholm Drive resulting in a restriction from the junction with Upper St Helens Road for 10 metres south-eastwards
  - (b) removal of approximately 22 metres of “No waiting at any time” restriction on the south side of Upper St Helens Road between Lyons Place and Stockholm Drive
- (2) The signs and road markings relating to the “No waiting Monday to Friday 10 – 11am & 2 - 3pm” restrictions on the south side of Upper St Helens Road are removed.
- (3) The Committee commissions a review of the existing permanent restrictions on Upper St Helens Road to ascertain if additional kerbside parking can be accommodated to meet existing demands

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#### Summary

Waiting restrictions were introduced on an experimental basis in Upper St Helens Road on 12 November 2018. A number of representations were received following the introduction of the restrictions. This report summarises the responses received and recommends how to proceed.

#### Statutory Powers

Road Traffic Regulation Act 1984; Traffic Management Act 2004.

## **Legal Agreements**

Agency Agreement between Hampshire County Council and Eastleigh Borough Council

## **Strategic Implications**

1. This report relates to the Corporate Plan 2015-2025 objective of 'Creating an excellent environment for all', by removing inconsiderate and obstructive parking.

## **Introduction**

2. Upper St Helens Road is suburban residential road in Hedge End approximately half a mile long; it is a minor unclassified distributor road linking Heath House Lane at its southern end, with Freegrounds Road to the north. Its name changes from Upper St Helens Road to Lower St Helens Road about halfway along. It has a bus service on weekdays operating twice daily in each direction.
3. Over recent years complaints have been received from residents about inconsiderate parking in Upper St Helens Road, Heath House Lane (in the vicinity of its junction with Upper St Helens Road) and Lyons Place (a cul-de-sac of approximately 30 properties, accessed from Upper St Helens Road). A scheme to introduce "No waiting at any time" restrictions in Upper St Helens Road and Lyons Place was introduced in February 2017.
4. Following further complaints and consultation with residents, The HEWEB committee resolved at its meeting on 23<sup>rd</sup> July 2018 to introduce a new scheme of waiting restrictions on an experimental basis, and to review that scheme after 6 months. This experimental Traffic Regulation Order was introduced on 12 November 2018.
5. A drawing showing the existing restrictions and those introduced in 2018 can be found in Appendix 1, and the proposed recommended amendments are shown in Appendix 2.

## **Detail**

6. Initial consultation was undertaken with the statutory consultees, including the emergency services and public transport operators, along with Borough and County Councillors. None of these have made any objection to the proposals.
7. The formal consultation was advertised in the Hampshire Independent newspaper, on the Eastleigh Borough Council (EBC) website, the Hampshire County Council Public Notices Portal and on public notices placed throughout the affected areas on 2 November 2018, with a closing date for receipt of representations of 2 May 2019.

8. Owing to a technical omission, the “No waiting Monday to Friday 10-11am and 2-3pm” restrictions were not included in the Experimental TRO. However, since the road markings and signs were installed, the experiment has effectively taken place, and the representations received in relation to those signs and markings are considered in this report.
9. Twelve objections to the scheme were received. Additionally, in June 2019 ward councillors received further representations after the closing date for receipt of objections, these comments are summarised in Paragraph 14.
10. The points raised by local residents in objection to the experimental TRO are detailed as follows, along with the engineer’s response:

Reference	Objections	Engineer’s response
A.	Residents raised the point that Lyons Place already has parking problems; the proposals remove 14 parking spaces on Upper St Helens Rd currently used by Lyons Place residents, owing to insufficient space in Lyons Place to accommodate resident demand. Most of the properties in Upper St Helens Rd have large drives with ample parking; that the proposed restrictions were introduced following complaints from a small number of vocal residents	<p>Correspondence following the introduction of the experimental TRO suggests that this has exacerbated the parking problems within Lyons Place. It is recommended that the length “No waiting at any time” restrictions on the north east side of Stockholm Drive is reduced from 30 to 10 metres.</p> <p>It is further recommended that 20 metres of “No waiting at any time” restrictions is removed from the south-east side of Upper St Helens Road between Lyons Place and Stockholm Drive. This area could accommodate some vehicles from Lyons Place, and would also address the issues raised in point B below.</p> <p>It is noted that several residents in Upper St Helens Road reverse out onto the road from their driveways. These residents should, if possible, reverse into their driveways; this is generally safer and is recommended by the Highway Code (Rule 201).</p>
B.	Two residents of Lyons Place object on the grounds that the experimental restrictions on Upper St Helens Road have exacerbated the already difficult parking issues in Lyons Place. Residents are unable to walk on the footway in Lyons Place, owing to cars parked on the footway on either side of the road. The weekly bin collections are frequently missed because the dustcart is	<p>It is recommended that some short sections of “No waiting at any time” restrictions are removed where this does not impede visibility at junctions. This would allow more vehicles to park on Upper St Helens Road, relieving some of the pressures on parking in Lyons Place, and should assist in reducing vehicle speeds on Upper St Helens Road.</p> <p>It is noted that waiting restrictions were proposed for Lyons Place a few years ago, but not progressed owing to the number of</p>

	unable to gain access.	objections from residents.
C.	<p>Five of the objections are to the “No waiting Monday to Friday 10-11am &amp; 2-3pm” restriction on the south-east side of Upper St Helens Road, between Nos 10 and 30. The restriction is out of proportion to the perceived problem; the business being run from a residential address has now moved away, builders’ vehicles are no longer an issue since nearby developments have been completed and there is no issue with commuter parking.</p> <p>Two of the objectors assert that there was never a problem with commuter parking. The restriction is inconvenient for residents and their visitors (some of whom are elderly) who now have to look for parking much further away, and inconveniencing somebody else.</p> <p>Additionally residents felt that the tall signposts (one post in between every driveway) are visually intrusive, and have devalued properties.</p> <p>A residents believes that the “No waiting Monday to Friday 10-11am &amp; 2-3pm” restrictions were not included in the informal consultation and are contrary to residents’ wishes.</p> <p>The removal of parked vehicles from both sides of the road for such a long stretch has led to an increase in vehicle speeds and Upper St Helens Road is now much quieter following the opening of the new relief road.</p>	<p>In terms of road safety, Upper St Helens Road has a good safety record with one slight injury accident recorded during the five year period 1 April 2014 to 31 March 2019. The causal factors for this collision did not include the presence of parked cars.</p> <p>A speed and volume survey carried out in September 2019 shows that the average weekday volume of traffic over a 24 hour period is approximately 1400 vehicles, and the 85 percentile speed (the speed at or below which 85% of vehicles are travelling) is 32 mph. Anecdotal evidence is that previously vehicles were parked partly on the verge or footway on both sides of the road; this is obstructive to pedestrians and is liable to damage the surface and underlying services.</p> <p>The road is approximately 5.5 metres wide, which is insufficient room to accommodate vehicles parked on both sides wholly on the carriageway. A waiting restriction on one side or other of the road should be sufficient to remove obstructive parking. Prohibiting parking on both sides of this road for long stretches is disproportionate given the residential nature of the road and relatively low traffic volumes, and severely inconveniences residents along a 300 metre stretch of road.</p> <p>Parked cars on one side of the road act as a form of traffic calming; the “give and take” arrangements of vehicles having to wait for oncoming traffic would assist in reducing traffic speeds. Given the relatively low traffic flows on this road, this arrangement would not cause undue congestion or lead to delays of more than a few seconds.</p> <p>The large number of upright signs, and road markings is visually intrusive and adds to clutter on the highway. It is therefore recommended that the “No waiting Monday to Friday 10-11am &amp; 2-3pm” restriction is removed from the south-east side of Upper St Helens Road between Nos 10 and 32.</p>

<p>D.</p>	<p>A resident commented that they are in need of parking in front of their property for visitors and carers, and would be unable to walk further to access transport. Further parking restrictions would exacerbate existing parking issues and encourage inconsiderate parking over driveways. They felt that perhaps there is a case for minimal parking restriction to prevent car sharers from parking in this road</p> <p>A resident supports Double yellow lines on north side of the road. Single yellow lines on south side are not necessary. Doesn't think commuter parking is an issue – there are very few cars parked on-street in the middle of the day.</p> <p>We should not discourage car-sharing as it reduces congestion and air pollution.</p> <p>A resident suggests a series of approximately 25 metre lengths of double yellow lines along the road at approximately 75 metre intervals. The exact positions to take advantage of driveway positions where parking should not occur. The existing restrictions opposite Lyons Place could be shortened and a new section added halfway between Lyons Place and Heath House Lane. He also suggests double yellows should extend 15 metres into junctions.</p>	<p>The “No waiting Monday to Friday 10-11am and 2-3pm” restrictions allow for parking outside the residents house outside of those hours. Vehicles may stop on “No waiting” restrictions to pick up or drop off passengers. However, given other objections detailed above, it is recommended that this restriction is removed from the scheme (see point B above)</p> <p>The recommendation is to remove the “No waiting Monday to Friday 10-11am and 2-3pm” restrictions on the south-east side of Upper St Helens Road. It is also recommended to reduce some of the lengths of “No waiting at any time” restriction (point A above). “No waiting at any time” restrictions already extend 15 metres into Lyons Place on one side and 29 metres on the other.</p> <p>Stockholm Drive is wider than Lyons Place, and a restriction of 10 metres into the junction from Upper St Helens Road is adequate to protect visibility at the junction.</p> <p>The introduction of additional restrictions in the vicinity falls outside the scope of this report.</p>
<p>E.</p>	<p>Another objector queries the evidence used to formulate the experimental waiting restrictions, suggesting that the restrictions are based on “outdated, non-representative</p>	<p>During the course of the experiment the changing circumstances relating to the traffic levels were observed. the recommendations in this report reflects evidence gathered during the period of the experimental Order.</p>

	and dubious evidence”.	
F.	A resident of Lyons Place objects to the introduction of a short section of double yellow line opposite No 60. They suspect it was requested by a neighbour as it will serve no purpose to the community and the driveway is already protected by a white bar marking. They felt there was no need for double yellow lines which would look even more unsightly than the existing bar marking.	A formal waiting restriction would not normally be proposed to protect access to a single property in a residential street. An access protection marking should be sufficient to highlight the presence of a dropped kerb that should be kept clear of parked vehicles. However, given that Engineers have received no further correspondence in relation to this item, it is recommended that this ;”No waiting at any time” restriction remains in place.

11. Examination of correspondence prior to the decision to implement restrictions appears to be limited to a small number of residents of Upper St Helens Road making multiple complaints that cars parking at the kerbside have reduced road safety. However, there is no supporting evidence of injury accidents on record. There has been one recorded injury accident over the five year period 1 April 2014 to 31 March 2019. This resulted in a slight injury; the presence of parked cars is not given as a causal factor.
12. A speed check was carried out in September 2019, by means of an automatic traffic volume and speed counter located adjacent to lamp column 6, just to the north of Lyons Place. The 85<sup>th</sup> percentile speed in the south-westbound direction is, at 33mph, above the speed limit. The 85<sup>th</sup> percentile speed in the north-east direction is 30 mph. Removal of some of the waiting restrictions along this stretch of road will allow some kerbside parking to take place, and should assist in reducing vehicle speeds and reduce the inconvenience for residents having to search for parking places some distance from their homes. Observations during the evening and early morning show that there is a demand for on-street parking overnight, which is likely to be by residents. At the times of these observations, all the “No waiting Monday to Friday 10-11am & 2-3pm” areas were fully occupied, along with frequent contraventions of the “No waiting at any time” restrictions along Upper St Helens Road between the junction of Lyons Place and Stockholm Drive and on Stockholm Drive.
13. There appears to be no empirical evidence that commuter parking is taking place, and there are no nearby centres of employment nearby to attract commuter parking. Residents have stated that up to four cars regularly parked in the road belong to people sharing a car to a workplace some distance away. However, car sharing is to be encouraged as it is more sustainable than several single occupancy vehicles and there is no evidence that this results in any obstructive or unsafe parking practices.;



14. Following the closing date for receipt of representations (2 May 2019), one of the ward councillors has forwarded representations from eight residents, seven of whom are in favour of retaining the current restrictions. An email supporting the restrictions was received by Engineers in August 2019.

### **Financial Implications**

15. The costs of the TRO and associated signs and road markings are funded from the annual TRO budget (E510 80 00000 F450), at a cost of approximately £4000. The experimental TRO will expire on 2 May 2020 if a decision is not made to make it permanent, amend or withdraw it. Withdrawing the Order or allowing it to lapse would require the waiting restrictions to be removed from the roads. Any new proposals would then require a new Traffic Regulation Order to be advertised, which would incur additional costs in terms of staff time, advertisement expenses and road markings that were not included in the original estimate for the work.

### **Risk Assessment**

16. If a decision regarding the outcome of the TRO is not made, the TRO will lapse and the waiting restrictions introduced in this scheme would need to be removed from Upper St Helens Road, Lyons Place and Stockholm Drive. This would be a costly exercise, and is likely to be unacceptable to some residents, as the previous issues with obstructive and inconsiderate parking would be likely to reoccur. Making a new experimental Order would be liable to a Legal challenge because there would be no valid reason for the experiment.

### **Equality and Diversity Implications**

17. The Equality Act is relevant to the decision and an Equality Impact Assessment (EqIA) has been carried out and attached as Appendix 3 to the report. In summary the EqIA shows that:
  - The waiting restrictions will assist in improving access for pedestrians, including wheelchair and pushchair users, by removing obstructive parking from the footway on Upper St Helens Road.

### **Climate Change and Environmental Implications**

18. The proposals should not increase Greenhouse Gas/CO<sub>2</sub>, or damage ecology or the environment. There may be a reduction in CO<sub>2</sub> emissions because motorists will have more opportunities to park at the kerbside than at present as motorists will travel less distance to find an alternative location to park.

## Conclusion

19. The recommendation is to authorise the Head of Legal Services to modify the experimental Traffic Regulation Order as outlined in the report. If the committee determines that the “No waiting Monday to Friday 10-11am and 2-3pm” restriction should remain in place, this would be included within the modification to the Experimental TRO.
20. The recommended amendments will address some of the objections to the scheme, whilst maintaining access and preventing obstructive parking.

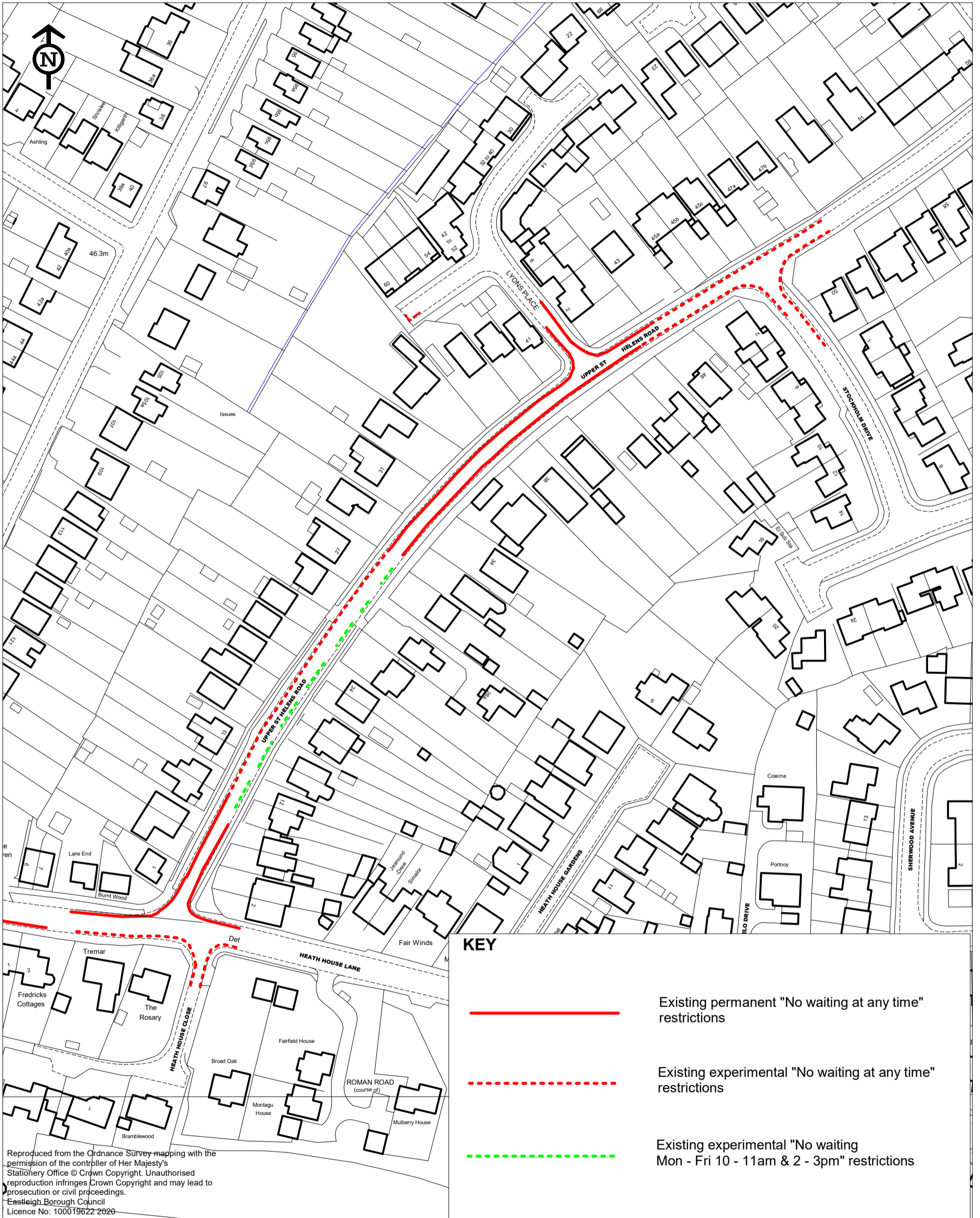
BARBARA THOMAS  
TRAFFIC MANAGEMENT ENGINEER

Date: 03 January 2020  
Contact Officer: Barbara Thomas, Traffic Management Engineer:  
e-mail: barbara.thomas@eastleigh.gov.uk  
Appendices Attached: 3

### LOCAL GOVERNMENT ACT 1972 - SECTION 100D

The following is a list of documents which disclose facts or matters on which this report or an important part of it is based and have been relied upon to a material extent in the preparation of this report. This list does not include any published works or documents which would disclose exempt or confidential information.

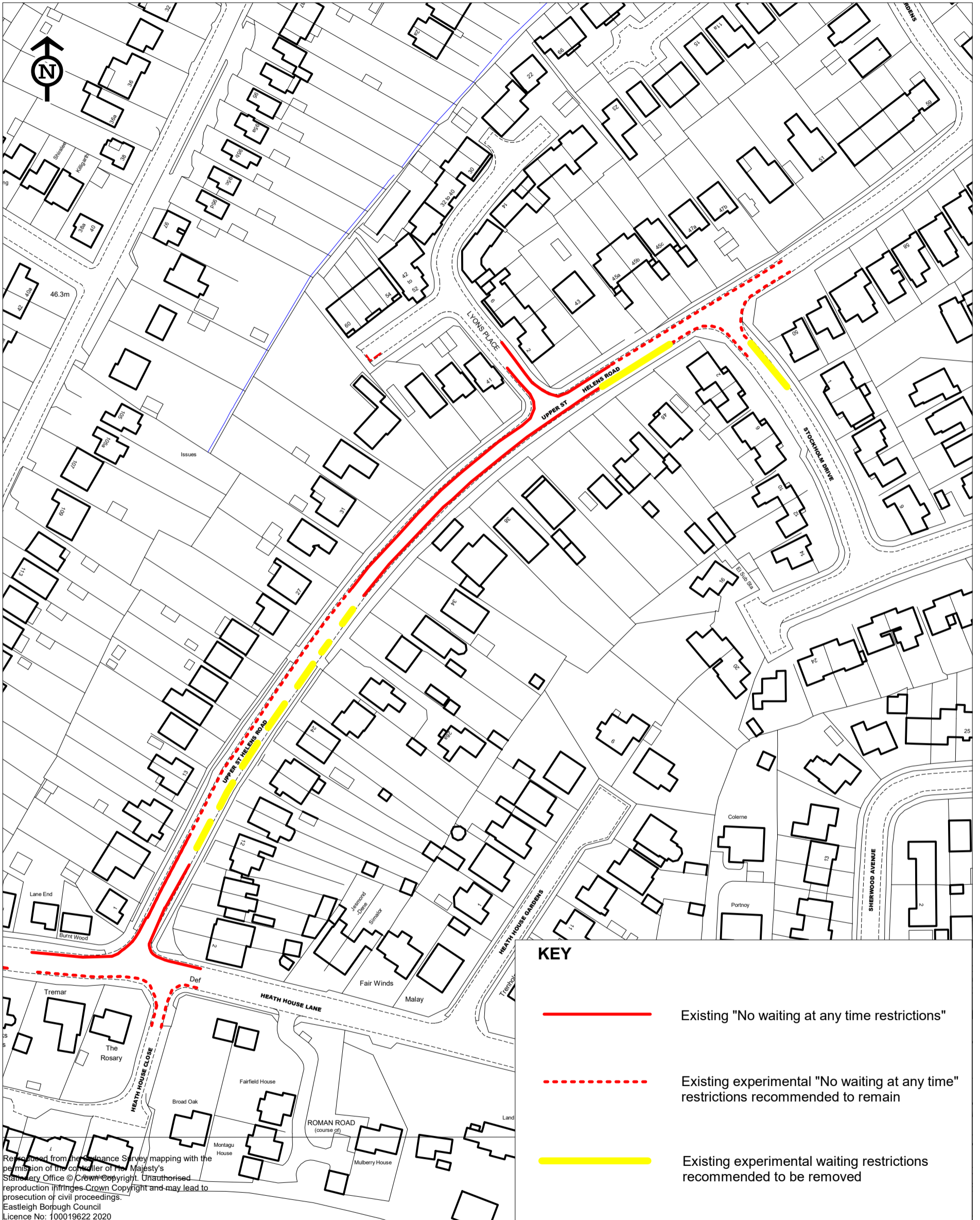
None



**Existing permanent and experimental waiting restrictions  
 Upper St Helens Road, Stockholm Drive,  
 Lyons Place & Heath House Lane**

SCALE	1 : 1250
DATE	13/01/2020
DRAWING No.	
DRAWN BY	BT

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**KEY**

- Existing "No waiting at any time restrictions"
- - - - Existing experimental "No waiting at any time" restrictions recommended to remain
- Existing experimental waiting restrictions recommended to be removed



**Proposed amendments to experimental waiting restrictions  
 Upper St Helens Road & Stockholm Drive**

SCALE	1 : 1250
DATE	13/01/2020
DRAWING No.	
DRAWN BY	BT

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## Equality Impact Assessment (EqIA)

<b>Title of EqIA:</b>	The Borough of Eastleigh (Upper St Helens Road, Hedge End) Experimental Order 2018
<b>Brief description of the Proposal:</b>	Proposal is to make the Traffic Order permanent, whilst removing some waiting restrictions, to maintain the improved access to Upper St Helens Road, Stockholm Gardens and Heath House Lane, whilst giving more flexibility for road users to park at the kerbside where it does not cause obstruction or obscure visibility at junctions

**Assessment:**

For all of categories below please consider:

1. Does this proposal eliminate unlawful discrimination?
2. Does this proposal advance equality of opportunity between people who share a protected characteristic and those who do not share it?
3. Does this proposal foster good relations between people who share a protected characteristic and those who do not share it?

<b>Statutory Considerations: Please highlight what impact could there be on people with protected characteristics.</b>	
<b>Age:</b>	None
<b>Disability:</b>	Improving access for people using wheelchairs and pushchairs by regulating kerbside parking, and preventing vehicles parking on verges and footways
<b>Gender:</b>	None
<b>Gender reassignment:</b>	None

<b>Pregnancy and Maternity:</b>	None
<b>Race:</b>	None
<b>Religion or belief:</b>	None
<b>Sexual Orientation:</b>	None
<b>Marriage and civil partnership:</b>	None
<b>Non statutory considerations: Please highlight what impact could there be on people experiencing social deprivation.</b>	
<b>Social deprivation:</b>	None

<b>What engagement or consultation has been carried out?</b>	statutory public notice in local press and on street
<b>What could reduce any adverse impact on these groups?</b>	N/A

#### **Action Plan**

<b>Activity</b>	<b>Outcome</b>	<b>Timeframe</b>	<b>Person responsible</b>
<b>No actions proposed except implementation of the proposals subject to Committee decision</b>			



<b>Lead Officer:</b>	<b>Barbara Thomas</b>
<b>Manager:</b>	
<b>Corporate Director:</b>	
<b>Date completed:</b>	<b>3 January 2020</b>

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