

Title of meeting: Cabinet Member for Traffic and Transportation Decision Meeting

Date of meeting: 27 April 2017

Subject: TRO 24/2017: Doyle Avenue amendments

Report by: Alan Cufley, Director of Transport, Environment and Business Support

Wards affected: Hilsea

Key decision: No

Full Council decision: No

1. Purpose of report

- 1.1. To consider the response to the public consultation on proposed amendments to stopping and waiting restrictions under traffic regulation order no.24 of 2017, and consider the information received and options available.

Appendix A (pages 5-6): Notice of proposals

Appendix B (pages 7-11): Public response to the formal proposals and officer comments

2. Recommendations

- 2.1 **The 6-metre extension to the 'school keep clear' zig zag restriction as proposed under TRO 24/2017 is not implemented;**
- 2.2 **The existing 'school keep clear' zig zag restriction is remarked on the highway, approximately 4 metres shorter in overall length;**
- 2.3 **The layby is constructed and the adjacent double yellow lines amended, as proposed under TRO 24/2017;**
- 2.4 **The 'school keep clear' restriction is reassessed following completion of the building works within the school (Summer 2018), in terms of the potential closure of the pedestrian entrance nearest Northern Parade.**

3. Background

- 3.1 On 5 July 2016, approval was given to carry out camera enforcement outside schools within Portsmouth:
<http://democracy.portsmouth.gov.uk/documents/s11534/Camera%20Enforcement%20of%20School%20Zig%20Zags%20r.pdf>

- 3.2** The Northern Parade schools site is one of nearly 20 schools in the city identified for automatic camera enforcement of the yellow zig zags markings outside the entrance. Despite various public campaigns and engagement with the schools and parents, compliance with the 'no stopping' restriction remains low in Doyle Avenue.
- 3.3** The current layout of the restriction is unsuitable for the images required to be captured on camera, and therefore a 6-metre extension to the zig zags was proposed. This was chosen as a low-cost option that would require minimal time and highways works to implement.
- 3.4.1** On-street parking availability is of concern to local residents, which was highlighted during the initial consultation on proposing to extend the 'school keep clear' markings with the loss of 1 daytime parking space. 5.5 metres is allowed for an average parking space, and the proposal would affect 6 metres of the highway.
- 3.4.2** As a result, the proposal was revised to include an amendment to 20 metres of double yellow lines to accommodate the construction of an adjacent layby using part of the footway between Northern Parade and the service road linking Doyle Avenue / Kipling Road. The footway is over 5 metres in width.

4. Reasons for recommendations

- 4.1** The consultation showed that the loss of parking that would occur as a result of the proposal was unacceptable to local people. Whilst reconfiguring and remarking the 'school keep clear' restriction is a relatively expensive option and one likely to cause minor damage to the road surface, it represents a balance between local parking needs and the requirements for camera enforcement.
- 4.2** Constructing the layby for the purpose of parking up to 4 vehicles will provide legitimate parking space, take vehicles off the carriageway and deter the current practice of driving over the footway and parking on it adjacent to the private property.



- 4.3** Building works within the school grounds, including 9 additional parking spaces, are due to commence at the end of June 2017 and be completed in Summer 2018. Until that work is complete, closure of the westernmost pedestrian gate will not be possible. As per the recommendation, the 'school keep clear' markings will be reviewed in conjunction with the requirements for pupil entrances at a later date.

5. Equality Impact Assessment

- 5.1 A preliminary Equality Impact Assessment has been completed for this proposal. From this it has been determined that a full equality impact assessment is not required as the recommendations do not have a negative impact on any of the protected characteristics as described in the Equality Act 2010. These include Age, Disability, Race, Transgender, Gender, Sexual orientation, Religion or belief, relationships between groups and other socially excluded groups.

6. Legal Implications

- 6.1 It is the duty of a local authority to manage its road network with a view to achieving, so far as may be reasonably practicable having regard to its other obligations, policies and objectives, the following objectives:
- (a) securing the expeditious movement of traffic on the authority's road network; and
 - (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.
- 6.2 Traffic Regulation Orders (TROs) can be made for a number of reasons, including avoiding danger to persons or other traffic using the road or for preventing the likelihood of such danger arising, for preventing damage to the road or any building on or near the road, for facilitating the passage on the road of traffic (including pedestrians) or preserving or improving the amenities of the area through which the road runs.
- 6.3 A minimum width of 1.8 metres is specified for bay markings and there is no maximum width, nor a minimum or maximum length apart from those for disabled badge holders. The intention is to allow traffic authorities flexibility in determining the bay or parking space size appropriate both for the intended vehicle type and the surrounding street environment.
- 6.4 Bay markings and parking spaces should be of sufficient length and width to fully accommodate the vehicles for which they are intended. In cases where larger vehicles, for example 4x4 type vehicles, cannot fit fully within the marking, it is recommended that traffic authorities use discretion over enforcement.
- 6.5 Minimum dimensions are prescribed for bays reserved for disabled badge holders. These must be a minimum of 6.6 metres long, 2.7 metres wide, or 3 metres wide where placed in the centre of the carriageway. There is an exception for cases where, on account of the nature of traffic using the road, the overall width of the carriageway is insufficient to accommodate a bay of that width.
- 6.6 Any new signs indicating parking places and areas subject to parking controls must be in accordance with the Traffic Signs Regulations and General Directions regulations 2016. Zig-zag lines indicating part of the carriageway outside an entrance where vehicles must not stop should be a minimum length of 25.56 metres and a maximum of 43.56 metres.
- 6.7 A proposed TRO must be advertised and the public given a 3 week consultation period (21 days) where members of the public can register their support or objections. If objections are received to the proposed order the matter must go before the appropriate executive member for a decision whether or not to make the order, taking into account the comments received from the public during the consultation period.

7. Director of Finance's comments

7.1 The proposed creation of a layby and amendments to the line markings in Doyle Avenue is estimated to cost £10,200. These costs include:

Advertising of the Traffic Regulation Order in the local newspaper	£300
Layby Construction	£7,400
Removal and remarking of lineage	£2,500

The zig zag line markings will be funded from the LTP Safer Routes to School capital scheme and the layby construction funded from the Improvements to Neighbourhood Living and Street Environment capital scheme.

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Signed by:
Alan Cufley
Director of Transport, Environment and Business Support

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
4 emails including 1 petition	Transport Planning

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

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Signed by:
Councillor Jim Fleming
Cabinet Member for Traffic and Transportation

Appendix A: Notice of proposals

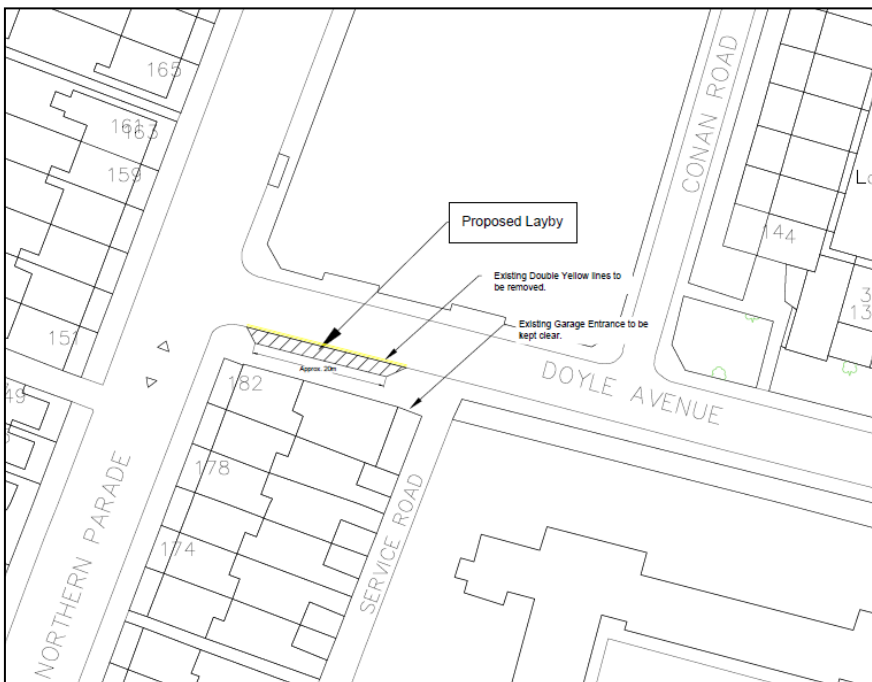
THE PORTSMOUTH CITY COUNCIL (DOYLE AVENUE) (AMENDMENTS TO WAITING AND STOPPING AND WAITING RESTRICTIONS) (NO.24) ORDER 2017

1 March 2017: Notice is hereby given that Portsmouth City Council proposes to make the above Order under Sections 1 – 4 of the Road Traffic Regulation Act 1984. The effect would be as follows:

A) CREATION OF LAY-BY AND REMOVAL OF ADJACENT DOUBLE YELLOW LINES

1. Doyle Avenue

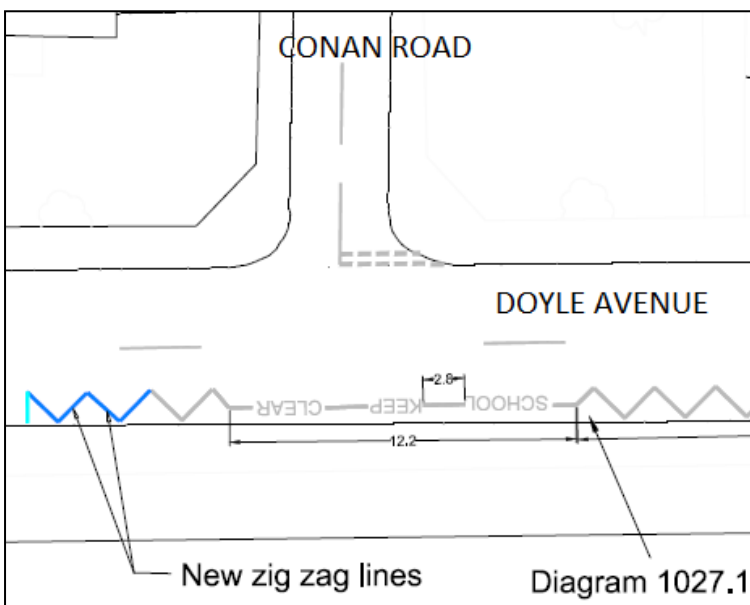
South side, a 20-metre length between Northern Parade and the service road



B) EXTENSION TO SCHOOL KEEP CLEAR MARKINGS (YELLOW ZIG ZAGS) MONDAY - FRIDAY 8AM - 4PM

1. Doyle Avenue

South side, a 6-metre length westwards opposite the junction of Conan Road



Persons wishing to object to or support these proposals may do so by sending their representations via email to engineers@portsmouthcc.gov.uk or by post to Nikki Musson, Transport Planning, Portsmouth City Council, Civic Offices, Portsmouth, PO1 2NE, quoting ref: **TRO 24/2017**, stating the grounds of objection or support by **23 March 2017**.

Under the provisions of the Local Government (Access to Information) Act 1985, any written representations that are received may be open to inspection by members of the public.

To view this public notice on Portsmouth City Council's website www.portsmouth.gov.uk, search 'traffic regulation orders 2017'. A copy of the draft order, a statement of reasons and plans are available for inspection at the main reception, Civic Offices, during normal opening hours.

Alan Cufley, Director of Transport, Environment and Business Support
Portsmouth City Council, Civic Offices, Guildhall Square, Portsmouth PO1 2NE

Appendix B: Public responses to the formal proposals

1. Ward Councillor Harris

I have reservations over the Zig Zags, even now. I have residents coming to me and via feedback from the survey who state it is not popular to remove two spaces and were glad when it was originally stopped.

I know the reasoning behind it, but it was not acceptable before and in my view it will not be acceptable again. I know there are two alternatives to the Zig Zags being extended:

1. Reduce the zig zags at the other end of the "School Keep Clear" to match those at the western end. The downside to this would be that the two sets would have a gap between them that will encourage parents to park (even if we put a single yellow between).
2. Hydroblast off the western set of zig zags/School Keep Clear and freshly paint a new set within the existing boundary of the restriction. The downsides to this are cost (approximately £2,500) and the removal will damage the road surface.

I think either one of these ideas is better than extending the Zig Zags, at the moment it seems like we are giving the residents 4 spaces and taking away 2. I would rather give them 4 spaces and let them keep 2!

2. Resident, Northern Parade

43 residents of Northern Parade, Doyle Avenue, Templeton Close and Kipling Road completed survey slips to object to the proposed 6-metre extension to the 'school keep clear' markings on the following grounds:

It is believed the proposal to lengthen the zig zags has been taken without PCC's consideration for local residents and the major parking issues that currently exist around the Northern Parade Schools which seem to go unnoticed. By lengthening the zig zags on Doyle Avenue, residents would lose these 2 valuable unrestricted parking spaces and it is also believed that existing zig zags already take up a considerable length of Doyle Avenue as they do on Kipling Road. Removal of these spaces will impact on all roads noted.

I will take this opportunity to note that residents are concerned about child safety following a number of incidents around the school but taking away space is not the answer as this will further increase illegal parking along the roads and lanes which would actually increase the prospect of potential child accidents in the area. The issue of parking around the school is a major ongoing problem which will only become worse once the capacity for children is increased by up to 50% to take in children from across the city later this year.

Officer comments

The information received from residents in response to the consultation has directly influenced the recommendations set out in this report (see paragraph 4: Reasons for recommendations).

3. Resident, Doyle Avenue (images below provided by the resident).

The resident supports any additional parking, but does not feel the proposal is as generous as outlined and that purpose of extending the zig zag markings is justifiable.

- Parking

Currently at the end of the zig zag lines there is enough parking for 2 - 3 cars. They will be re-located in 4 (more legal) parking spaces. Appears a positive gain at face value.



Officer comments

5.5 metres is allowed for an average parking space, and the proposal would affect 6 metres of the highway. This equates to the space between the end of the zig zags shown in the first image and the front of the car on the left. It could therefore be assumed that the overall gain in legitimate parking spaces is 3 (4 within the layby minus 1 due to the extension to the zig zags).

- School zig zags

The current zig-zag line lengths have been existence now for a number of years. Checking the school expansion plans I see no change to the boundary gates in that area warranting or declaring such a change (checked all associated plans as well).

For zig-zag line comparison I viewed the other side of the school – Kipling Road. It clearly shows only a small portion of the school boundary has Zig Zag lines. In comparison it could be suggested that the council have already been far too generous with the zig-zag lengths in Doyle Avenue: with the very wide pavement and apart from the current parking in question at the very end, it encapsulates the whole boundary length. With no evident changes it does naturally beg question why change the markings now?

I suggest this is no mere ‘tidying up’ road marking exercise with a bit of take from one hand but giving with the other.

In addition to the Zig-Zag which every driver knows is an offence to disobey, there is signage:



It is clear that it is ineffective. The yellow one is official and noticed but the others have been there so long nobody even notices them anymore.

Officer comments

The 'school keep clear' markings vary from site to site depending on the number and size of pedestrian and vehicular entrances. Each set of markings can be a minimum of 25.56 metres and a maximum 43.56 metres, as prescribed by the Department for Transport, to accommodate the individual requirements of school sites.

Child safety is one of Portsmouth City Council's highest priorities. Enforcement is regularly focused on the locations with the lowest compliance, but unless an enforcement officer is present twice a day at each location, many drivers take the risk and park on marked parking restrictions, pavements and across dropped kerbs.

The Council's Road Safety & Active Travel team continues to work to educate schools and parents with regard to appropriate parking and more consideration for the impact on others. For example, time-zoned 'park & stride' maps have been produced for every primary aged school child, which highlight the dangers of parking outside schools and the benefits of parking 2, 3 or 5 minutes away and walking the rest of the way to school.

This direct approach has helped improve the effectiveness of campaigns such as those highlighted by the resident in the photographs above. However, there remains a minority of school sites where compliance with regulations is consistently lower than others, and these have been identified for enforcement via automatic camera.

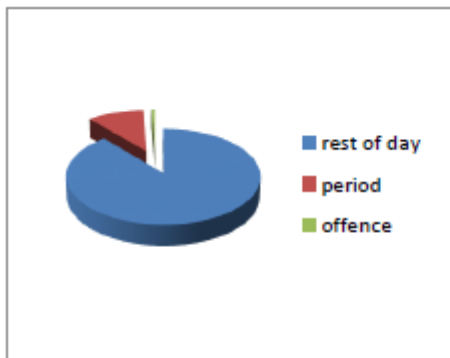
- Camera enforcement

Apart from the expected Mountbatten Centre, the Hilsea residential area is a virtual desert for CCTV cameras. CCTVs can be a great help, they truly have their place in modern society:

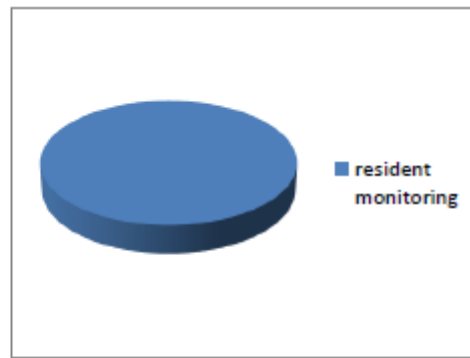
- Motor way monitoring
- Busy street junctions where accidents occur
- Areas of high crime rate
- Areas concerning personal assault
- Congregation points of substance abuse
- Areas of anti –social behaviour
- Shopping centres etc.

There are no CCTV cameras in this area of Hilsea because it is a residential area where people carry out their daily lives. It doesn't suffer any of the criteria mentioned above. There is no justifiable need for the council to mount CCTV in our residential area. It is an unwanted and unasked for invasion of our privacy and lives.

Suspecting any parking issue centred on parents dropping off / picking up their children morning, lunchtime & afternoon. An hour period for each. The drop off /pick uptakes 5 minutes each, let's look at that pictorially per day -



Green slither shows crime time per day



Time residents are under surveillance per day

It's just not justifiable is it? The solution clearly is not fit for purpose. Using a sledge hammer to crack a nut. The problems are focused on school activities, so let's see what they are doing about it

Officer comments

Camera enforcement of 'school keep clear' markings was approved by the Cabinet Member for Traffic & Transportation in July 2016; more details and the rationale behind it are set out in the report referenced at paragraph 3.1 of this document.

CCTV that monitors the local area for the purposes outlined by the resident is not the same as a fixed camera in place for the sole purpose of detecting contravention of the 'no stopping' restriction outside schools. The camera does not and cannot view anywhere other than the school keep clear markings: no residential properties are visible in the footage.

The camera is only operational during the times the 'no stopping' restriction is in effect. It is part of an unattended system that is not constantly monitored. The only footage seen or used by Council staff is that relating to vehicles parking in contravention of the restriction. Officers are not able to move the camera or observe anything other than the school markings - this is quite specific.

The code of practice relating to camera enforcement can be viewed on the Council's website here: <https://www.portsmouth.gov.uk/ext/documents-external/trv-cop-bus-lane-cameras.pdf>.

4. Resident, Northern Parade

I strongly object to the proposed three car lay-by outside my house. This will inconvenience myself for access to my property. I have a side entrance to my house which is in Doyle Avenue, my entrance to my garage is also in Doyle Avenue. Outside the front of my house I have zig zag lines due to the fact there's a pelican crossing two doors up from my property.

If I require to use my side entrance for unloading shopping or placing anything in my car this would mean blocking the entire footpath off. The same goes for using my garage, where daily I'm loading my van up with tools to carry out my duties as a builder. If I was to pull my van alongside my garage this would mean blocking the footpath off yet again. We as a house hold have enough noise from traffic living on a main road, to add to this we would have car doors slamming all times of night outside my children's bedroom window and our bedroom window. I cannot understand you're reason why or what you think this would achieve?

On my understanding this is being done to position a camera to catch illegal parking and safety of children. The parking problem comes from the school which is just expanding to another 150 children next years term and the following year 258 in total. That mean extra teachers extra parents which is going to increase more cars and parking problems to this area. They've took away the school car park to expand the school, the teachers now park in the streets around this area. Now add even more teachers to the school where are they going to park??? Where are the new parents going to park???

By adding a 4 car lay-by what is this going to achieve??? Your taking away two car parking spaces away and the adding another one/ two. What are your plans for the future where car problems are going to increase??? I don't think by expanding the school that any thought was given to the congestion of traffic in this area.

I cannot even park in the alley way behind my garage because of parents/ visitors/teachers park there and block the other resident garages. This has got to be sorted! But a camera will only cause more illegal and dangerous parking in other areas around our streets.



Officer comments

Resources and funding are focused on the areas directly outside schools as this is the point where the volumes of child pedestrians converge and are most concentrated. Much of the information provided in response to objection no.2 above is relevant to the points raised here. However, in relation to parking adjacent to the property, this is a public footway that appears to be used for illegitimate parking purposes. The same provision will be legitimately accommodated within the new layby without affecting pedestrian access, and will also move the vehicles and any associated noise further away from the property.

It will remain possible for the resident's vehicle to stop in front of the garage for the purposes of loading and unloading, whereas other vehicles would be obstructing the dropped kerb and garage.

The layby is to be constructed for the purpose of increasing parking provision where possible, and is not related to camera enforcement.

Camera enforcement is a last resort to improve compliance with the 'no stopping' restriction in place at certain school entrances, and is not a decision that has been made likely. The school expansion has been subject to Planning Permission and education facilities are deemed a high priority within the city. Existing measures as described within this report to discourage parents from dropping off and collecting children by private vehicle will continue to be promoted, and any further measures identified for reducing traffic congestion will continue to be explored.

(End of report)