

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

Date of meeting: 20th October 2022

Subject: TRO 58/2022: Proposed one-way streets between Winter Road and Eastney Road

Report by: Tristan Samuels, Director Regeneration

Report author: Michelle Love, Safer Travel Manager

Wards affected: Milton

Key decision: No

1. Purpose of report

- 1.1 To consider the recommendation in line with the consultation results to implement the proposed one-way streets on Maxwell Road, Landguard Road, Tredegar Road and Reginald Road.

2. Recommendations

It is recommended that the Cabinet Member for Traffic and Transportation:

- 2.1 **Approves the implementation of TRO 58/2022, to implement a series of one-way streets including contra-flow cycling, following resident engagement and formal consultation.**

3. Background

- 3.1 These one-way proposals were initially raised with members through their interactions with residents either on street or at surgeries. The ward councillors for Milton ward had been receiving requests for the Council to consider the use of a one-way system around Landguard Road/Maxwell Road/Reginald Road and Tredegar Road.
- 3.2 In response to these requests, the Cabinet Member for Traffic & Transportation requested that officers undertake a Traffic Regulation Order (TRO) for the proposals outlined in section 4 of this report.

- 3.3 Following the formal TRO process, which invites objections to the advertised proposal, nine objections were received, a copy of these is included in the report in appendix B.
- 3.4 As a result and to further test the acceptability of the proposals, the Cabinet Member for Traffic & Transportation requested that officers carry out further engagement on the roads and the surrounding area. This was to ascertain if the formal TRO consultation was reflective of the majority of residents views in the area.
- 3.5 The engagement activity has taken place and is outlined in section 5 of this report.
- 3.6 The process for this activity has since been reviewed and as part of the development of schemes, feasibility will be required and engagement with residents to shape proposals before advertising a formal Traffic Regulation Order.

4. Traffic Regulation Order (TRO) 58/2022

- 4.1 A Traffic Regulation Order (TRO), TRO 58/2022 was advertised between 22nd March to 18th April 2022 with the plan shown in Appendix A.
- 4.2 On 22nd March 2022, TRO notices were displayed on-street on the 4 roads notifying residents of the proposal to create a set of one-way streets (except cycles) on Maxwell Road, Landguard Road, Reginald Road and Tredegar Road. A notification was also sent to the surrounding roads and as part of the formal TRO process, asked residents to submit their objections on the proposal by 18th April 2022. This allowed the 21-day statutory consultation under the TRO process.
- 4.3 The TRO consultation received nine public responses. The full responses to the TRO are shown in Appendix B, and the main themes of the responses were:
- There were no perceived issues with the existing road layout;
 - It would make it harder for car-owning residents to park close to their home;
 - Creating a one-way road would increase motor traffic speed, making the area more dangerous for children and other pedestrians;
 - A one-way road would restrict how car-owning residents could exit and enter the road.

5. Resident engagement

- 5.1 Following the advertisement of the formal TRO notice, there was concern that the responses to the TRO were not fully reflective of the residents' views. This issue was discussed with the Cabinet Member for Traffic & Transportation. It was agreed that the area would benefit from additional engagement activity to ensure

that all residents who wanted to participate in the surveys had had the opportunity to do so.

- 5.2 Between Monday 13th July and Monday 20th July 2022, Portsmouth City Council, Transport Engagement Team door knocked the properties on these roads - Tredegar Road, Maxwell Road, Landguard Road and Reginald Road. Residents were asked if they preferred the TRO design (option 1), a reversal of the direction of the TRO design (option 2), or no change to the road. In total 168 household responded to the residents' survey, out of approximately 455 households, representing a response rate of 36%.
- 5.3 Option One - Advertised in the TRO
- Maxwell Road through to Landguard Road from its junction with Winter Road to its junction with Eastney Road
 - Reginald Road through to Tredegar Road from its junction with Eastney Road to its junction with Winter Road
- 5.4 Option Two- Opposite direction to the TRO
- Landguard Road through to Maxwell Road would be made one-way from its junction with Eastney Road to its junction with Winter Road
 - Tredegar Road through to Reginald Road would be made one-way from its junction with Winter Road to its junction with Eastney Road
- 5.5 Option Three- No change
- All roads continue to be two-way
- 5.6 Analysis of the options feedback showed that the majority of survey respondents were in favour of implementing one-way streets on the four roads, with a total of 75% in favour. Overall, 55% of respondents were in favour of the one-way streets design proposed by the TRO (option 1). The reversal of the proposed one-way streets (option 2) was supported by 25% of respondents, and 20% of respondents would rather the roads remain two-way (option 3). Further to this a review was carried out by road of the results to investigate whether this impacted preferences. The majority on each road wanted a one way. Tredegar were split 50/50 on which direction although this had a lower response rate as expected due to this being a smaller road.
- 5.7 There were 150 responses to the question about the direction of cycling. 35% of respondents preferred one way cycling, 22.6% preferred two way cycling and 42% had no preference to a particular direction.
- 5.8 When speaking to engagement officers there were two themes of concerns raised. Firstly, the visibility when exiting the junctions if it was made into a one way and secondly the vehicle conflicts that occurred along the long stretches of road where there were no spaces to turn.

- 5.9 A full break down of the results of the resident's survey is provided in Appendix B of this report.

6. Reasons for Recommendations

- 6.1 Following the additional resident engagement and the results showing that the majority of resident respondents are in favour of TRO 58/2022, it is recommended that the scheme is approved for final design, and an independent Road Safety Audit (RSA) is conducted to ensure that the scheme is safe and legal for construction on street. The safety audit will include assessing the visibility when exiting the roads and any alterations that may be required.
- 6.2 Creating a set of one-way streets will allow residents to drive down the streets more easily, improving the flow of motor traffic in the area and reducing the vehicle conflicts.
- 6.3 Creating a contraflow cycle scheme will allow people cycling to travel easily in both directions with clearly marked information for drivers that this is a two-way cycle route.
- 6.4 The Portsmouth Transport Strategy¹ includes the strategic objectives to prioritise walking and cycling and deliver cleaner air. The national government active travel strategy 'Gear Change' (2020) and the latest guidance on cycle infrastructure design (LTN 1/20) recommends in favour of cycling in both directions on one-way streets. Therefore, cycling in both directions on all 4 roads is included within the scheme recommendations.

7. Integrated Impact Assessment

- 7.1 An integrated impact assessment has been completed for this proposed scheme and is included in appendix D of this report.
- 7.2 The IIA has determined that this scheme has no impacts on crime, housing, health, income deprivation and poverty, carbon emissions, energy use, climate change mitigation and flooding, the natural environment, air quality, transport, waste management, employment and opportunities, culture and heritage or the economy of the city.

8. Legal Implications

- 8.1 It is the duty of a local authority to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives:

(a) securing the expeditious movement of traffic on the authority's road network; and

¹ [Portsmouth Transport Strategy 2021-2038](#)

(b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.”

- 8.2 Local authorities have a duty to take account of the needs of all road users, take action to minimise, prevent or deal with congestion problems, and consider the implications of decisions for both their network and those of others.
- 8.3 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.
- 8.4 A TRO may make provisions for identifying any part of the road to which any provision of the TRO is to apply by means of a traffic sign.
- 8.5 A proposed TRO must be advertised and the public given a 3 week consultation period 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.
- 8.6 Where a TRO is made the local authority must within 14 days publish a notice that the order has been made in a local newspaper. The notice must include amongst other things, where and when the order is available for inspection and that within six weeks following the making of the order that an application can be made to the High Court to question the validity of the order or any its provisions.
- 8.7 The local authority must take appropriate steps to ensure that adequate publicity about the order is given and must notify any person who has objected to the order (where such objection has not been withdrawn) that the order has been made. The notice of making the order must include the reasons why the objection was rejected.

9. Director of Finance's comments

- 9.1 The cost of the scheme (approx. £40,000) will be funded by the One-Way Streets and Low Traffic Neighbourhoods allocation in the capital programme approved by Full Council in February 2022.

[illegible]

Appendix B: Public responses to the TRO

Objections to the proposed one-way streets

1) Resident, Maxwell Rd

I checked the statement of reasons to find out why this is being done and 'to reduce congestion' is confusing as i have never noticed a congestion problem nor does the statement of reasons explain actually how the one-way systems will solve it.

I think this is creating a solution to a problem that doesn't exist.

I am happy to stand corrected if there is any evidence highlighting the congestion problem and how this solution will solve it.

In my opinion this is just going to create a pain to access our roads, and create extra congestion on winter road, which is not the safest junction as it is, with cars being able to park both sides of the road.

On a separate note, why were the statement of reasons not included on the letter? It was only one sentence long and the back of the letter is completely blank. I have elderly neighbours who most likely do not have access to the Portsmouth website.

2) Resident, Hatfield Rd

The main object of the proposal seems to keep traffic flowing and minimise pollution, this is ludicrous considering the junctions in and around Southsea where traffic is deliberately held by poor road layouts causing tail backs more extensive then those in this proposal. I think attention needs to be directed elsewhere. Do not make this quiet residential back street worse.

I have never had a problem entering to exiting these roads all the years I have lived here. Since the introduction of parking permits things have improved in the evening as well. Even on bin day it is not an issue, one way systems will cause an annoyance.

Face facts, if the environment was the main player here then junctions along such busy roads as Goldsmith Avenue would be addressed by you in opening up closed side roads. Speed calming measures can stop 'rat runs'.

Compare junctions of Winter and Goldsmith Avenue at peak times then look at junctions of Reginald and Hatfield - no comparison ! Even Eastney Road is worth you looking at.

Do not make me drive around the block any more than I need to. I pay Car Tax, increased petrol costs and now a parking permit and I cant park in Electric Vehicle spaces now, I have to avoid cyclists and now e-scooters too.

I say no to this proposal ! Also isn't there enough street furniture cluttering up the pavements, now with the awful electric car charging points causing more trip hazards for the blind and frail we are looking at one way signs along with the 20 speed signs.

Leave us residents to police our own streets, there are no accidents or issues in said roads.

3) Resident, Maxwell Rd

I am keen to understand what the problem is with the current two way road, and what the perceived benefit of implementing a one way system would be.

I have lived on Maxwell Road for the last 7 years, and in that time I have not seen any problems with the two way system, with people just pulling in as appropriate to let other cars pass.

However, I do see an inconvenience with introducing a one way system, particularly when returning home in the evening and trying to find a parking space, and the flexibility currently available is good. Fortunately, I think that being on the eastbound "in road" from Winter Road is more convenient than it being the westbound "out road".

I think that allowing cyclists to continue to go both directions is more dangerous, as the expectation on a one way street is that nothing will be coming the other direction.

4) Resident, Tredegar Rd

I am writing to lodge my objection to the above proposed one way street change.

I am of the opinion that this change will increase motorists' speed down these streets and therefore become more dangerous for pedestrians, especially children.

Without speed humps, which I note are not being proposed, I think this will be an ill-advised and potentially lethal step, and it is for this reason that I am lodging my objection. If speed humps were installed first, I would then be in agreement.

5) Resident

Currently, if someone has stopped in the street to offload deliveries etc., we have the option of going turning round and going the other way; this happens frequently so making the roads one-way would cause significant inconvenience regularly.

There's also the consideration that, during busy periods, we'll be stuck in queues waiting to either turn in to or out of a street whereas with a two-way system, there's the option of turning round and going the other way.

For a one way system to work to everyone's benefit you'd have to assume all drivers are considerate. This is very definitely not the case, especially in the congested streets of Portsmouth, where the streets are regularly blocked by inconsiderate drivers who stop in the road rather than pulling into parking spaces. Again, a one way system would remove the option of going around these obstructions.



Then there's the speeding that is going to happen once drivers get used to the fact that they won't be encountering on-coming road users. 20 MPH roads are great except for those arrogant drivers that believe the limits don't apply to them and one way systems will only encourage them to speed more frequently and no, I don't think speed bumps on every road is a better answer than retaining the two way road systems.

I also, far too frequently, see drivers reversing out of or reversing the wrong way out down one way streets which indicates how unwelcome these road systems are.

If you want to throw some money into the local roads, do something about parking badly and those drivers "keeping" spaces for other drivers!

6) Resident, Reginald Rd

I object to the proposal of one-way streets in Reginald Road/surrounding roads due to increased mileage consumption, especially with the recent increase in the price of petrol. Also, speeds could be higher as studies suggest that drivers pay less attention to the roads as there's no conflicting traffic flow.

7) Resident

I feel it is ill thought out & likely to cause further traffic issues in the area (as the previous one-way schemes in the area have already done).

In addition to the scheme being a bad idea, your department was not even to get the details of its own proposal correct in the letter you sent on the 22nd March!

Pretty poor show all round, I feel.

Please let me know when you have abandoned the proposal.

8) Resident, Maxwell Rd

1. The change is unnecessary. I have resided here for 29 years and there is no problem with the current two way traffic system. When two vehicles come from opposite directions, it is no real problem for one vehicle to stop to allow the other to pass, even if a small amount of reversing is required to do so.

2. The 'Statement of Reasons' provided for this proposed change is a bland 'one size fits all' reason. "This Order is being proposed for facilitating the passage on the road of any class of traffic (i.e. to maintain access and/or to reduce congestion)." It does not provide any specific reason as to why it is felt necessary to apply this to Maxwell Road or any of the other roads to which this proposed Order applies.

3. Turning Maxwell Road into an eastward only direction makes parking outside of my house more difficult for me personally. I am 70 years old and have recently developed problems with mobility in my back and neck. Since my house is on the north side of the road, it is better for me to turn into the road in a westerly direction so that once outside it, I can also



look out of the driver side window to judge the position of the car relative to the kerb, instead of relying solely on the mirrors, which I will have to do if this change takes place.

4. Allowing cyclists to travel against the flow of vehicular traffic is a dangerous concept, especially for the cyclist. The whole point of a one way system is that all traffic, including cyclists, should travel in the same direction. Doing so increases safety for all road users, especially cyclists. I am a retired police officer so I write from personal experience. Allowing a cyclist contraflow increases the risk of accidents and should not be permitted just because doing so provides for additional funding from central government. That places money over lives.

5. To sum up, the proposed Order is change for the sake of change and fails to provide any tangible real benefits.

9) Resident, Landguard Rd

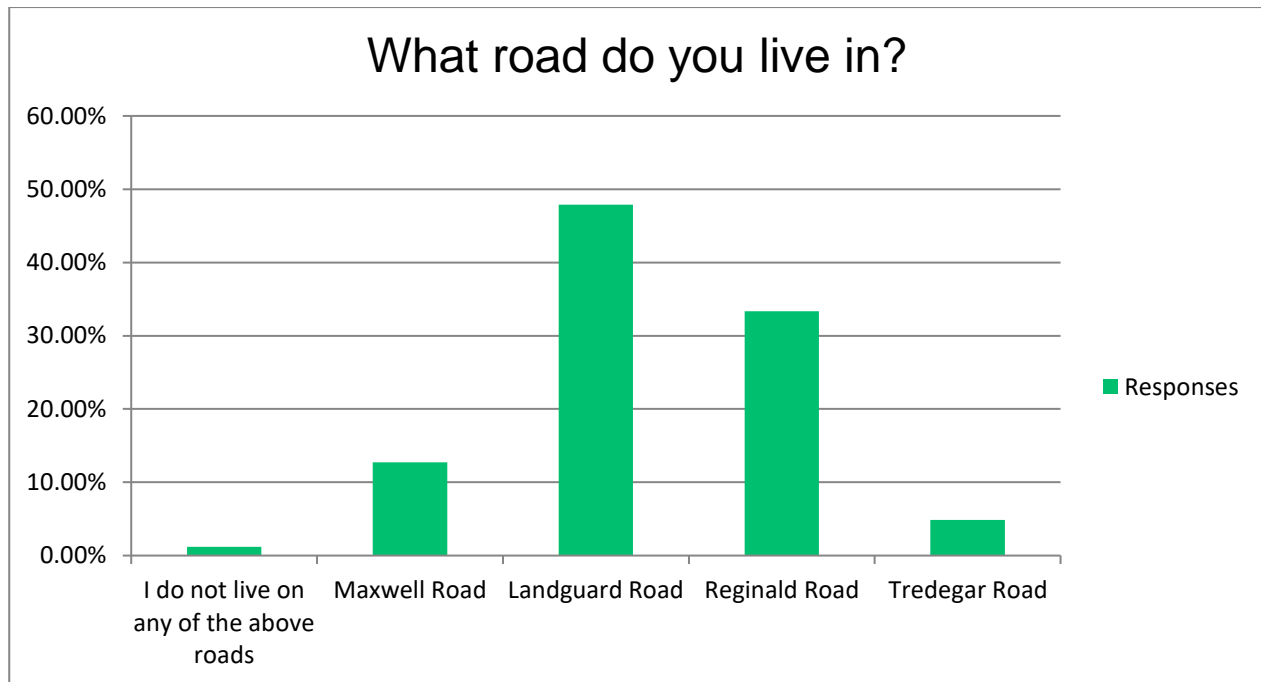
I do not see the reason for this. This will not help with the parking situation in Landguard, it has not in corresponding roads around Landguard and will serve no purpose at all except to make driving down the road more difficult for residents.

A better solution to parking would be to stop residents being able to park mobile homes/camper vans on the street all year round. They should be parked in facilities for such vehicles and pay the corresponding charge for this. Also work vehicles for larger companies should not be able to park on residential streets. These should be parking at their businesses address. This would free up more spaces within the street for residents to park in.

I regularly have to walk at night to places as I am unable to move my car after a certain time of night as I am not guaranteed a space. As a female this is not an ideal or safe situation especially on the winter months.



**Appendix C - Portsmouth City Council communications team
Survey results summary**

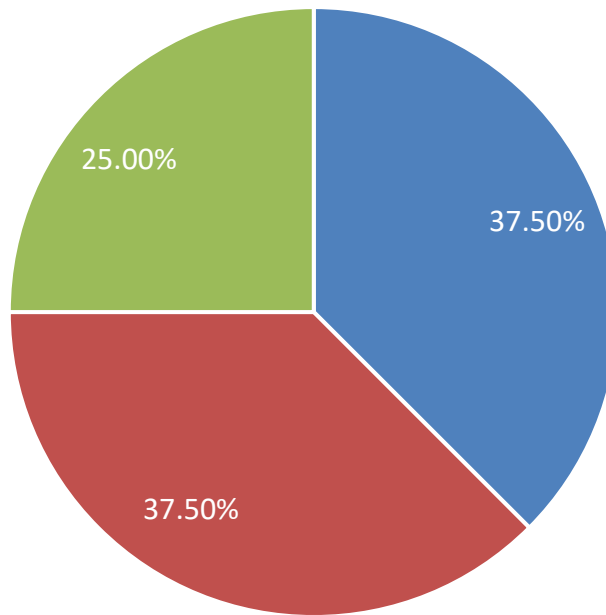


Answer Choices	Responses	
I do not live on any of the above roads	1.21%	2
Maxwell Road	12.73%	21
Landguard Road	47.88%	79
Reginald Road	33.33%	55
Tredegar Road	4.85%	8



Tredegar Road Survey Results

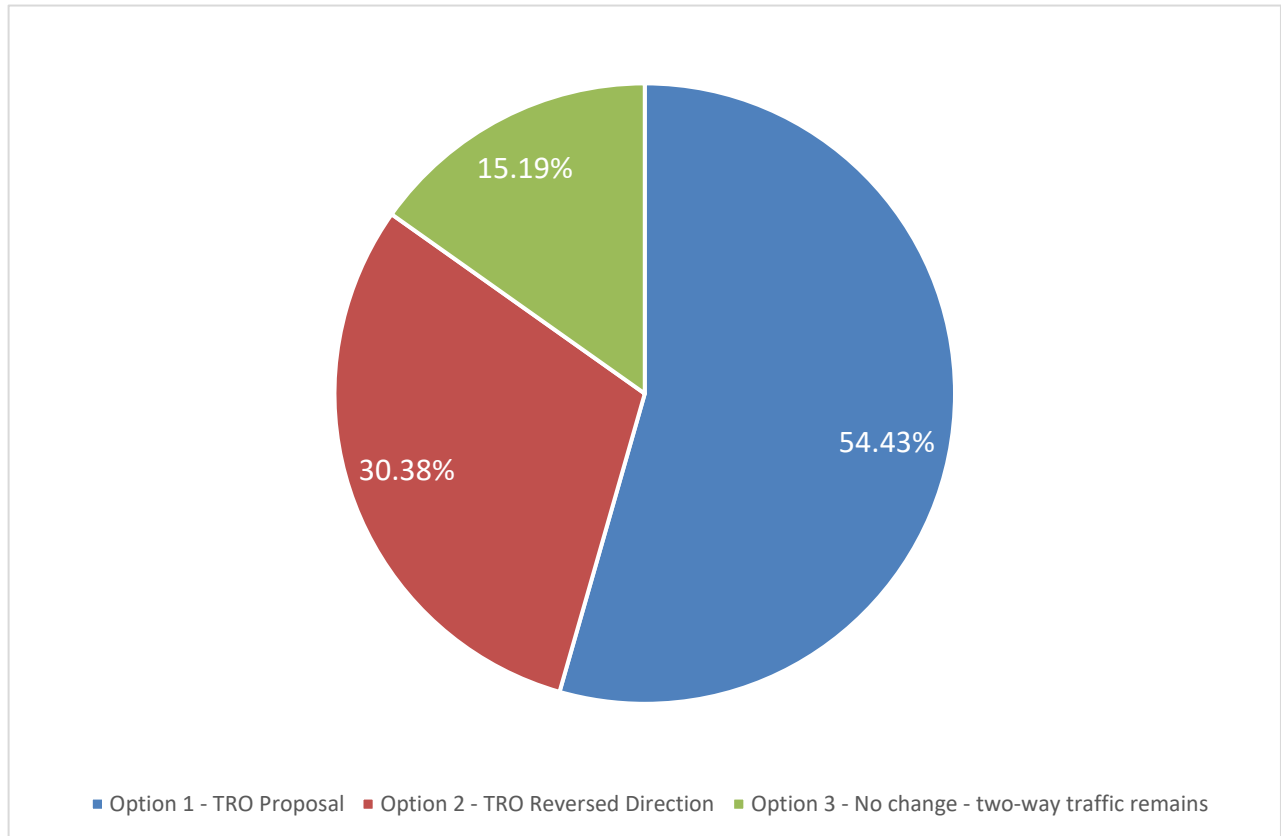
Answer Choices	Responses	
Option 1 - TRO Proposal	37.50%	3
Option 2 - TRO Reversed Direction	37.50%	3
Option 3 - No change - two-way traffic remains	25.00%	2



■ Option 1 - TRO Proposal ■ Option 2 - TRO Reversed Direction ■ Option 3 - No change - two-way traffic remains

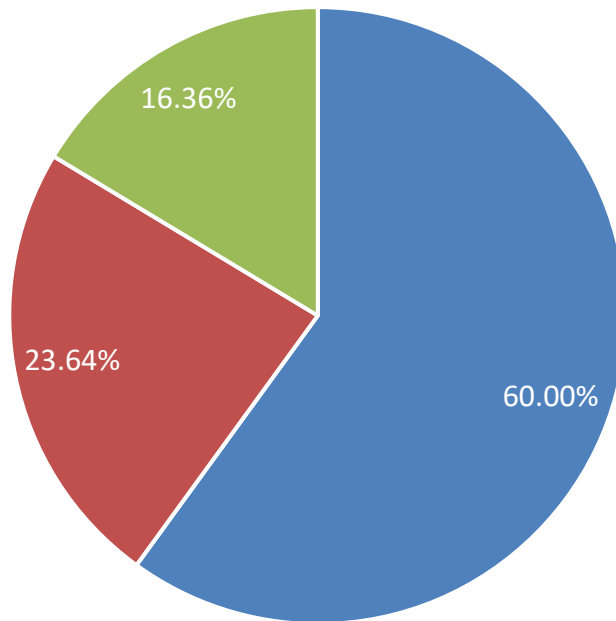
Landguard Road Survey Results

Answer Choices	Responses	
Option 1 - TRO Proposal	54.43%	43
Option 2 - TRO Reversed Direction	30.38%	24
Option 3 - No change - two-way traffic remains	15.19%	12
Answered		79



Reginald Road Survey Results

Answer Choices	Responses	
Option 1 - TRO Proposal	60.00%	33
Option 2 - TRO Reversed Direction	23.64%	13
Option 3 - No change - two-way traffic remains	16.36%	9
Answered		55

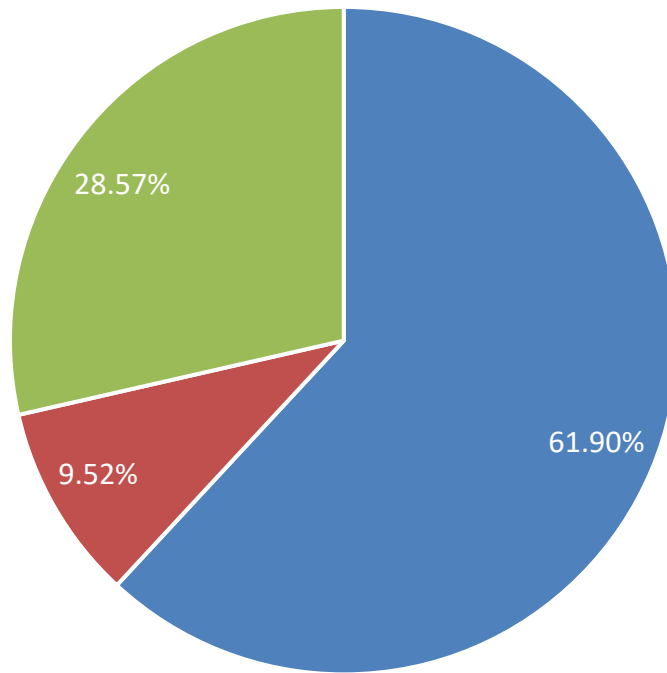


■ Option 1 - TRO Proposal ■ Option 2 - TRO Reversed Direction ■ Option 3 - No change - two-way traffic remains

Maxwell Road Survey Results

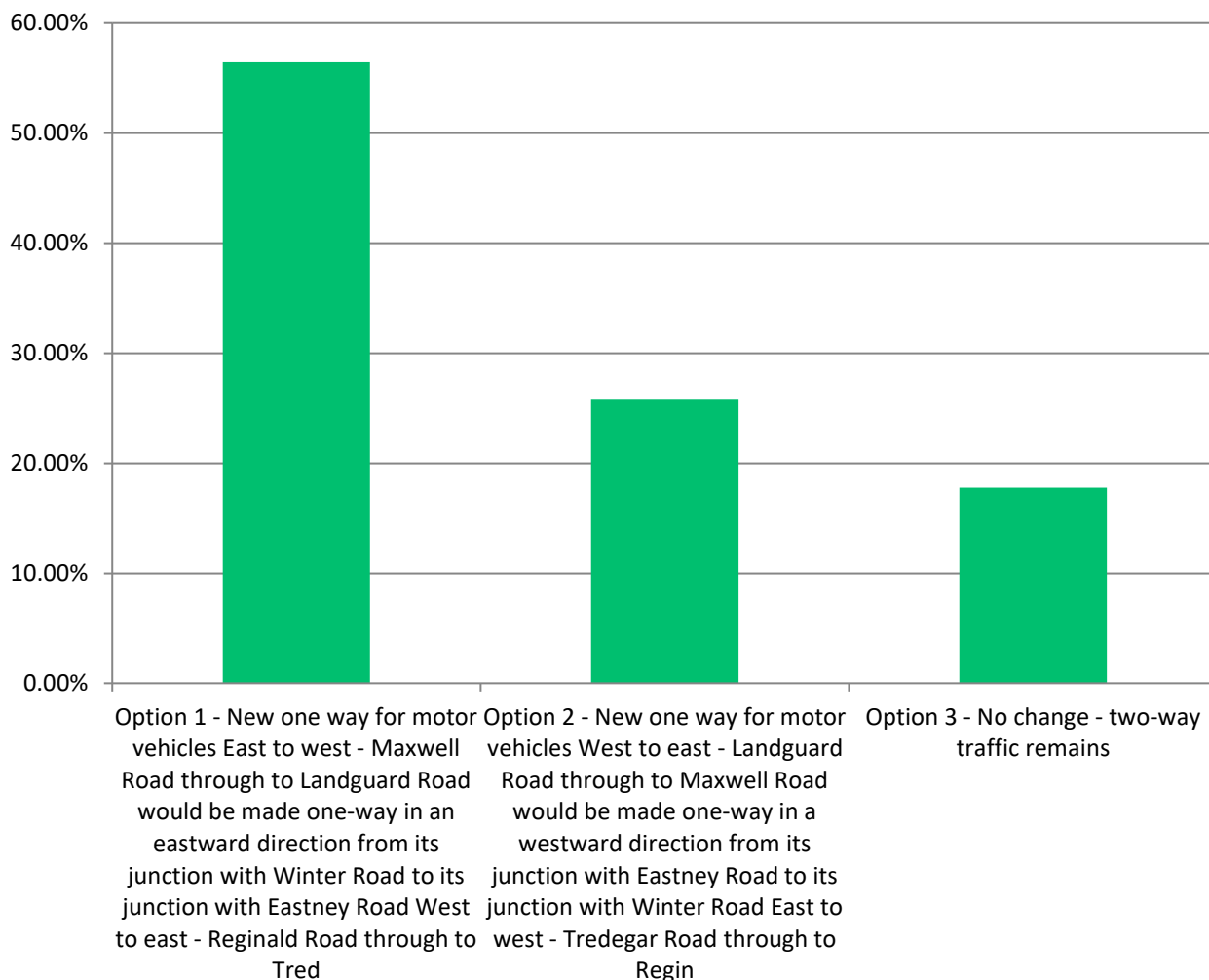


Answer Choices	Responses	
Option 1 - TRO Proposal	61.90%	13
Option 2 - TRO Reversed Direction	9.52%	2
Option 3 - No change - two-way traffic remains	28.57%	6
Answered		21



■ Option 1 - TRO Proposal ■ Option 2 - TRO Reversed Direction ■ Option 3 - No change - two-way traffic remains

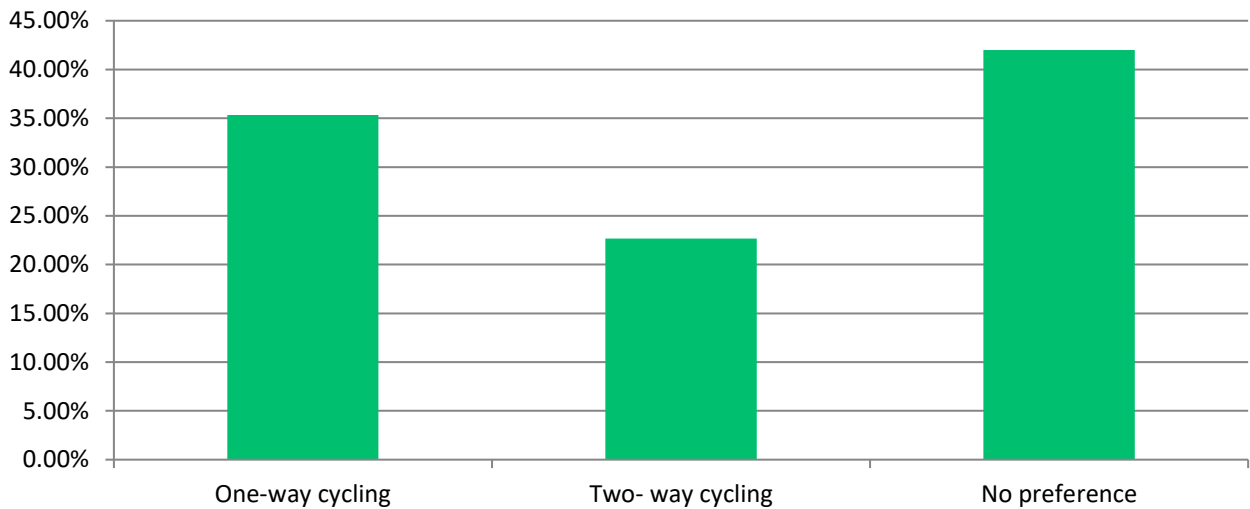
Please select your preferred option below by
ticking one box



Answer Choices	Responses	
Option 1 - New one way for motor vehicles East to west - Maxwell Road through to Landguard Road would be made one-way from its junction with Winter Road to its junction with Eastney Road West to east - Reginald Road through to Tredegar Road would be made one-way from its junction with Eastney Road to its junction with Winter Road	56.44%	92
Option 2 - New one way for motor vehicles West to east - Landguard Road through to Maxwell Road would be made one-way from its junction with Eastney Road to its junction with Winter Road East to west - Tredegar Road through to Reginald Road would be made one-way from its junction with Winter Road to its junction with Eastney Road	25.77%	42
Option 3 - No change - two-way traffic remains	17.79%	29



Please select the cycling option you would prefer if option 1 or 2 changes were made?



Answer Choices		Responses	
One-way cycling		35.33%	53
Two- way cycling		22.67%	34
No preference		42.00%	63