

Public Document Pack

Southend-on-Sea Borough Council

Legal & Democratic Services

Strategic Director: John Williams

📍 Civic Centre, Victoria Avenue, Southend-on-Sea, Essex SS2 6ER

☎ 01702 215000

🌐 www.southend.gov.uk

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28 November 2018

Dear Councillor

PLACE SCRUTINY COMMITTEE - MONDAY, 26TH NOVEMBER, 2018

Please find enclosed, a copy of the Draft Amended Guidance that was considered at the meeting of the Place Scrutiny Committee held on Monday, 26th November, 2018.

Yours faithfully

Tim Row
Principal Committee Officer

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**Draft Practices for Traffic Issues by the Traffic
Regulations Working Party/Cabinet Committee
(Guidance for Members)**

1. Parking in roads in the vicinity of schools

Ensuring the safety of children attending schools is a top priority. The Council is committed to meeting the national targets of reducing the number of child casualties and this is a key priority of the Council. One of the main ways in which the council can reduce the number of accidents involving children is to ensure that areas close to schools are kept clear of parked vehicles. This ensures that passing vehicles can see children wishing to cross the road.

In this regard, the School 'keep clear' markings, or zigzags, provide a clear indication of where parking is banned outside schools during their hours of operation. Stopping is not allowed on zigzags, even to pick up or drop off children. The council will also ensure that these restrictions are vigorously enforced.

In addition, the council will consider other measures to support safety and may consider the following:-

(i) Parking controls and residents permit schemes can be introduced in single road or immediate area where school parking presents serious danger to children and parents. Such schemes are only to be implemented on an exceptional basis with the agreement of all ward councillors who will ascertain degree of support for such scheme that meets the policy thresholds for the Parking Management Schemes. The impact of any displaced parking in neighbouring roads will be a consideration for ward Members. Safety restrictions of this nature may also be developed if there are at least three personal injury accidents within the proximity of school caused by parked vehicles.

(ii) Provide other parking restrictions such as single or double yellow lines. However, the periods during which the two sets of restriction are in force may differ. Care must be taken to ensure that drivers comply with both sets of restrictions. To clarify the situation to motorists the Council will mark the additional restriction behind the zig zags and erect a waiting restriction time plate within the area designated with school keep clear markings. However, waiting restrictions do not prohibit dropping off or picking up passengers, loading, disabled drivers parking.

(iii) All keep clear markings outside of schools will operate during school opening and closing hours and beyond should this be justified by parking situation and to cater for additional activities outside school hours. The times of operations will be determined in consultation with the school.

(iv) The enforcement of keep clear markings will be relaxed during school holidays, subject to there being no events taking place at the school.

(v) The council's overall approach is to encourage people to consider safe alternatives to the car for the journey to school or nursery. This is beneficial for the child's health and physical wellbeing as well as the local environment around nurseries and schools. It is also

an effective means of reducing traffic volumes and tackling traffic congestion during peak periods. To this end, the council is working with schools to assist them develop their School Travel Plans.

(vi) People escorting their child into school or nursery must be encouraged to walk to school and if driving park their vehicles legally.

(vii) The Council will actively seek to introduce measures to physically deter driving to schools. In doing so, the Council will introduce experimental school time closure of roads, by TRO and placing electronic or manual bollards in roads and undertake parking enforcement;

(viii) Work with schools to delegate greater authority and place responsibility to deal with the issues around their school through greater engagement of parents, teachers and other staff.

(ix) The Council will deploy CCTV car to enforce zig zag markings and other restrictions based on priority.

(x) Consideration will be given to purchasing CCTV cameras to undertake remote enforcement during school opening and closing hours to deal with all contraventions including double parking.

2. Members Enquiries

Improvements in this regard are intended to enable a consistent approach to Members Requests, enabling efficiency in processing these against the set policies.

(i) All Members requested to be submitted on a standard form (to be made available online) providing details of the nature of the problem, what are the issues, what is being asked for, what are the likely effects, the level of support and to what extent any proposals will displace traffic?

(ii) Any proposals in this regard should have the support of all ward Members. (iii) All such requests are to be submitted at least eight weeks prior to the next available meeting of the Traffic & Parking Working Party. This will allow officers to undertake necessary initial investigations to check compliance with the policies.

(iv) All requests are to be investigated on the basis of first come first served basis, unless there is justification agreed by the Cabinet Member.

(v) Officers are to be given delegated authority to assess all Members' Request for yellow lines, disabled bays and other minor traffic regulation requests against the set policy criterion. All minor schemes/requests that meet the policy criterion will be progressed

through advertisement and implemented if there are no objections. If objected to, all such schemes are to be reported to the Working Party and Cabinet Committee.

(vi) Large schemes such as Residents Parking Schemes/major traffic management schemes or projects of more than local relevance are to go to T & P WP for consideration.

(vii) The schemes that do not meet the set policy requirements, officers will inform appropriate ward councillors in writing, giving details of why it does not meet the criterion and where possible assist in providing details of other options that may be of assistance)(i.e. road safety education, training & promotion etc.).

(viii) A monthly list of requests received is to be produced for circulation to Members of the Traffic & Parking Working Party showing status.

(ix) All Members request that do not progress through the initial stage are to be reported as an information item to the T & P WP on six monthly basis.

(x) All reports to show estimated cost of the scheme and an assessment of the benefits that it may result, demonstrate value for money and assist in prioritisation.

(xi) All Members' requests and other items reported to T & P WP where not approved are not to be resubmitted/reconsidered within two years unless on substantial safety grounds demonstrated through accident analysis.

(xii) All Members' requests agreed by the committee are to be added at the bottom of the work programme unless the Cabinet Committee agrees a different priority which needs to be recorded on decision.

(xiii) All schemes on work programme are to be progressed with the impact on safety as a primary consideration to justify the use of the limited budgetary resources. Some schemes may slip from one financial year to another depending on the resources, both staffing and financial or may be delayed due to other high priority schemes agreed by the T & P WP or Cabinet Committee.

(xiv) Where departing from recommendation based on existing policies, Members to record their reasons for departure from the policy at the time of their decision.

3. Pedestrian Crossings (Zebra or signalled crossings)

Each request is to be examined on its individual merits. Many requests are not justified because of low levels of pedestrian movement. The following factors are taken into consideration in assessing the need for a crossing.

The following must be met for the proposals to progress through delegated authority for officers to progress to initial design and advertising and implementing should there be no objections.-

- (i) the recorded personal injury accidents involving pedestrians (at least 3 in last three years).
- (ii) the volumes of vehicular and pedestrian traffic and the potential for conflict between pedestrians and vehicles, meets the national PV square criterion.

the following must also be present:-

- (a) Difficulty that pedestrians face from traffic speed and volumes. The length of time pedestrians have to wait before they can cross.
- (b) Proximity of locations which attract pedestrian activity through the day , e.g. proximity to stations, schools, hospital and shops
- (c) The age/vulnerability of the pedestrians.

It is recommended that all such requests are considered on a six monthly basis and a list is then drawn up in order of priority with the worst site (based on the above criterion) for pedestrians at the top of the list for assessment

4. Verge Hardening

The following consideration need to apply:-

Hardening will deliver significant safety benefits for road users as part of a package of measures. It is proposed that verge hardening is considered where:-

- (i) It has been requested by the emergency services or utility providers as there is evidence of emergency vehicles being obstructed?
- (ii) Enforcement of the status quo would not resolve the problem amicably?
- (iii) Enforcement of new parking restrictions cannot serve the desire objectives.
- (iv) Is off street parking available or is it an option for resolving the problem?
- (v) Is there scope for creating additional parking capacity to ease existing parking pressure?
- (vi) Is there evidence that such a scheme will be supported by most residents (consider applying same criterion as PMS)?

(vii) Agree no bollards are to be placed on verges, as new or replacement and all enforcement signs should be on existing street furniture nearby as appropriate to implement government's policy on de-clutter.

(viii) All verge hardening proposals must be supported by all ward councillors.

5. Footway Parking

This section is currently suspended pending further consideration by the Department for Transport to introduce nationwide footway parking prohibitions. If approved, this criteria will be required to determine streets where we will permit footway parking.

(i) Permitting of footway parking will not reduce footway to less than 1.8m (1.2 in isolated pinch points) and will be marked.

(ii) Carriageway width is insufficient to allow parking fully in the carriageway while maintaining adequate running lane.

(iii) Properties have limited or no off street parking.

(iv) It has been requested by the emergency services or utility providers as there is evidence of emergency vehicles being obstructed

(v) Enforcement of new parking restrictions cannot serve the desired objectives (where justified).

(vi) Is there scope for creating additional parking capacity to ease existing parking pressure?

(vii) Agree no bollards are to be placed on footways, as new or replacement and all enforcement signs should be on existing street furniture nearby as appropriate.

6. Parking Management Schemes

1. Principle

The introduction of parking management schemes, if not carefully thought through can lead to displacement of parking in the adjoining streets, increase unnecessary demand in these areas for extension of controls. It is important that in managing parking, we do not simply transfer the problems elsewhere. As such an area-wide approach is suggested for dealing with parking problems in a holistic manner.

Where area wide parking management cannot be justified, unrestricted parking should be allowed where it does not:

(i) Compromise road safety;

- (ii) Cause an obstruction to traffic flow or access for emergency, service or public transport vehicles;
- (iii) Block pedestrian footpaths and footways (particularly where this would adversely affect disabled members of our community) or cycle lanes and paths;
- (iv) Undermine policies or initiatives to encourage use of public transport or other alternatives to single occupancy car use; and
- (v) Prevent residents, who have no alternative off street parking, from parking on street.

2. Procedure for assessing and addressing parking issues in residential streets.

This remains the same in terms of the initial consultation being undertaken by ward councillors to establish level of support. Officers to assist Members in defining the extent of the area to be covered and drafting consultation leaflet. All questionnaires are to be returned to the Officers through post by the stakeholders. Officers will analyse the returns to assess compliance with the agreed policy requirements and report to T & P WP if policy thresholds are met. If unmet, all ward councillors will be informed of the outcome in accordance with the procedure set out in “Members’ Request” section.

Parking schemes should only be investigated after consideration has been given to changing any existing parking restrictions that are not needed for reasons of safety, to reduce congestion or to protect the residents from inappropriate parking. It is proposed to divide these in two types of schemes:

Type A

- These are areas or streets where existing parking restrictions are believed to be unduly restrictive on the residents of the area and the orders can be changed to be of greater benefit to the residents. This may include the introduction of residents’ permits.
- For example, parking is restricted to two hours to allow access to local facilities but prevent all day parking. However, no or little long stay parking is available for residents.

Type B

- Areas or streets where the demand for parking, by the residents and/or other visitors to the area, is greater than the number of potential spaces and restrictions are required to provide a better opportunity for residents to park within the area.

Criteria for residents parking schemes

Residents Parking permit schemes will only be considered where:

- (i) The assessment suggests that a residents parking permit scheme would help solve the identified problem/issue.

(ii) There is a clearly defined area with natural boundaries such as major highways or physical features serving easy access to other residential areas. It is recommended that a RPS area should at least have 8 streets unless there are natural boundaries that enable consideration of a smaller area with demonstrable evidence that there will be no impact on the adjoining streets by the displaced parking.

(iii) The roads within the defined area are adopted highway managed and maintained by the Council.

(iv) Over 50% of affected dwellings (households) in the affected area respond to the consultation and at least 75% of dwellings (households) responding to a consultation agree in principle to a residents parking permit scheme. A petition cannot be included for this purpose.

(v) The identified parking issues are not simply related to normal school pick up and drop off times where there is a school in the vicinity of the clearly defined area (this is dealt within section relating to schools).

(vi) Normally, 50% of dwellings have no off street parking i.e. a garage and/or driveway available for one or more vehicles.

If the location is likely to meet all above criteria (i) to (vi), then residents will be consulted on the scheme options/design and:-

(a) The above consultation thresholds and the results of a consultation should be judged on an area rather than on a street-by-street basis. Historically, a street (or even part of a street) has been excluded from PMS proposals following active lobbying, only for local people to change their views once the rest of a zone has been implemented, mainly due to displaced parking.

(b) Where representations are received after approval to implement a scheme, these will be considered during the six months review process after the zone has become operational. Again, any resulting changes will take full account of the results of the consultation process.

(c) All new PMS will be reviewed by the Local Councillors and Officers at the end of 6 months of their operational date with a view to judging how this has worked for the local community, and subject to funding and the necessary approvals, to implement any changes as considered necessary. Any further changes will only be considered if there a material changes in local circumstances.

(d) PMS would not be introduced where the majority of residents have off street parking or where there is sufficient on-street space to accommodate both residential and non-residential parking.

(e) Generally schemes should not be introduced to manage parking in situations where the problem is linked to over demand from residents for on-street spaces.

(f) No scheme is to be reconsidered for a period of at least 4 years unless:-

- The scheme forms part of a wider integrated traffic/parking management scheme.
- There are road safety problems demonstrated through accident analysis.
- The parking impact from development in residential areas would be adverse.

All schemes should accommodate an element of non-resident parking to avoid roads being free of parking. Road space should be utilised for parking where it is safe to do so while protecting residents.

The concept of sharing road space should be fully explored, for example, allowing residents only in the mornings and evenings while accommodating other use during the daytime.

Businesses needs and other premises in the area should be fully considered.

It is further proposed that no more than 3 Residents Parking Schemes are to be investigated per annum.

7. Junction Protection

(i) 10m* of yellow lines at junctions to improve safety, accessibility of the emergency vehicles and compliance with the Highways Code.

(*it may be practical to reduce the length at some junctions while increasing at particularly wide bell mouths.)

(ii) The function has already been delegated to officers by the T & P WP and Cabinet Committee

(iii) Proposal – To extend this delegation to all junction protections based on officer professional judgement in terms of the length which may vary from location to location.

(iv) Ward members to be informed in advance of implementation

8. Waiting Restrictions

These will only be considered if one of the following criteria is met;

- (i) Where a road safety problem has been identified by collision studies (3 PIA in 3 years) and it is clear that an actual reduction in collisions may follow the introduction of such an Order.
- (ii) Where evidence of the obstruction of the highway or visibility at junctions occurs on a frequent and severe basis, causing particular difficulties for emergency service vehicles and/or public transport.
- (iii) Where commerce and industry are seriously affected by presence of parked vehicles.
- (iv) Where the installation of TROs is essential to provide maximum benefit from capital investment.
- (v) On strategic routes and major distributors appropriate waiting and loading restrictions can be used to ensure that adequate road space is available for moving traffic waiting restrictions will not be provided for individual private accesses in isolation.
- (vi) Cost of schemes and likely savings through accident reduction need to be part of priority consideration.

There are historic waiting restrictions which have been there for many years and need to be reviewed to assess their continued need at various locations. It is recommended that no more new restrictions are considered for a period of six months unless in exceptional and emergency situations pending review of the existing. The new ParkMap system will have the up-to-date details of all such restrictions once completed in January, providing an opportunity to do this.

9. Speed limits/Zones

Any proposals for reducing speed limits should be evidence led based on speeds travelled and any collision data relating to personal injury.

10. Traffic Investigations and Area-wide Traffic Calming/ Management

Any proposals for providing traffic calming measures should be evidence led based on speeds travelled and any collision data relating to personal injury.

Assessment of each request is made against the key objectives of:

- (a) Improving Road Safety
- (b) Reducing Congestion

(c) Improving Accessibility

(d) Improving Air Quality

These key objectives form the basis of the Local Transport Plan. This formal approach is needed to ensure a fairer, comparative method of assessment, reducing subjectivity. Generally priority is given to introducing measures to resolve, or substantially reduce, traffic related problems in areas where such problems are significant. Measures that simply transfer problems from one location to another will not normally be progressed. The issue of Road Safety is paramount when investigating a scheme. Other issues including traffic speed and congestion, particularly around schools, are other important factors. Where parking is the main issue then the reasons as to why that parking is taking place should also be borne in mind, e.g. schools, commuter or shopping. The criteria for rating are as follows:

(i) Improving Road Safety - casualty reduction - the number of recorded injury accidents at the location in the last three years (at least three with treatable contributory factors).

(ii) Traffic speed, volume and road geometry resulting in significant danger if school or other high pedestrian generating facility in the area

(iii) Reducing Congestion - reducing the adverse impact of traffic, encouraging walking, cycling and the greater use of public transport.

(iv) Improving Accessibility - access for emergency vehicles, refuse collection and access to individual properties. (Combined with Reducing Congestion these two items aid the Improvement in Air Quality

(v) Improve Economic Vitality – by managing traffic appropriately (e.g. limiting parking to short stay) local businesses can benefit from a higher turnover of customers. This may also be a solution to or consequence of Improving Accessibility Assessment in these criteria is to be rated high/medium/low/neutral/negative as to whether any measures have a positive or negative impact on the area.

In those areas where traffic speed is an issue the sites will be included within the programme for the installation of the Council's Speed Indicator Devices (SIDs). On the basis of this assessment, one of three actions will be taken:

(i) The problem is recorded but no further action at this time.

(ii) Further investigations are carried out to see if there are practical proposals that we can address.

(iii) The matter is included in the list of proposals for inclusion in our works programme and reported to T & P WP.

11. Speed Indicator Devices(SIDs)

These are to be prioritised on the basis of :-

- (i) Causalities over a three-year period, with emphasis being placed on the number of people Killed and Seriously Injured (KSI) where speed has been a contributory factor
- (ii) Review the collision details to assess the likelihood of the provision of speed enforcement actively addressing any collision pattern that may have formed.
- (iii) Review the speeds that vehicles are travelling along the road. To meet the criterion, the 85th percentile speed must exceed the speed limit by 10% plus 2mph. This threshold is set by the Association of Chief Police Officers (ACPO).
- (iv) Finally a practical assessment to ascertain if it is physically possible to install a sign in the desired location.

12. Traffic Island and Central Reservations

Where a formal pedestrian crossing is not justified these can be installed. They assist pedestrians by letting them cross the road in two stages. The restriction to the use of this measure is the width of the carriageway. It must be at least 7.8m wide to allow for the island and two lanes of traffic.

13. Environmental Weight Restrictions

These will be considered to overcome problems regarding the use of unsuitable roads by HGVs, provided:

- (i) A restricted area can be defined which does not transfer the problem from one area to another.
- (ii) A suitable alternative route exists which does not create such a major increase in route mileage for operators such that their economic viability would be seriously affected
- (iii) does not result in increased highway maintenance costs
- (iv) does not increase safety issues.
- (v) is supported by the Police (who are responsible for enforcement activity)

All Freight routes are to be designated under LTP and signed accordingly. Any further applications to be delegated to officers.

14. One-Way Systems

One-way systems should be considered where there evidence of the presence of the following factors:-

- (i) The sufficient availability of the available road width” (the width of road remaining once parking has been subtracted)
- (ii) Environment Type (i.e. school, residential or business, as part of Safer Routes to Schools or introduced as part of area-wide traffic management/calming measures),
- (iii) Accident History (for latest three-year period)
- (iv) Whether there is evidence of the road being used as a rat-run.
- (v) In dense urban areas one way street may be considered where significant improvements can be achieved in safety or capacity, without creating safety or access problems.
- (vi) There are to be at least two suitable streets to create complementary flows.
- (viii) One way streets will not be considered in any areas where:-
 - (a) An increase in traffic speeds may generate collisions
 - (b) Significant access difficulties would be created
 - (c) Transferred traffic would create problems elsewhere on the network.

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