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**HIGHWAYS ASSET MANAGEMENT AND COMMISSIONING**

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**REFERENCE:** HSSF-10-24

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**PROPOSED TRAFFIC REGULATION ORDER AMENDMENTS IN THE VICINITY  
OF THE LAVERSTOCK SCHOOLS, SALISBURY**

**Purpose of Report**

1. To:
  - (i) Consider the comments received following the formal advertisement of a Traffic Regulation Order (TRO hereafter) proposing the introduction of waiting restrictions in the vicinity of the Laverstock schools in Salisbury.
  - (ii) Recommend proceeding with the introduction of the TRO subject to amendments.

**Relevance to the Council's Business Plan**

2. The proposal contributes to two of the themes set out in the Council's Business Plan 2022- 2032.

**Theme 1: Empowered People**

- Help the people of Wiltshire to increase activity levels and improve their health.

**Theme 4: Sustainable Environment**

- Support decarbonisation of existing transport and increased use of public transport options as well as walking and cycling.

**Background**

3. The village of Laverstock is situated within the parish of Laverstock and Ford and is located to the north-east of Salisbury City Centre. Laverstock is a large village that is predominantly comprised of residential properties. In addition to the residential properties there are four schools located within the village. Three of the schools (St. Joseph's Catholic School, Wyvern College, St. Edmund's – known as Wyvern St. Edmund's Academy) are for pupils of secondary school age. The final school is St. Andrews V.A. Primary School and is for pupils of primary school age.
4. All four schools are situated in Church Road with St. Josephs and Wyvern St. Edmund's being directly next to each other and in essence form one campus given that they share one vehicular access and egress. St. Andrew's is located in a separate campus approximately 75 metres to the south-west of the other schools.

5. As with many schools across the county, and indeed the country, the Laverstock schools suffer with school run related parking and congestion issues because of parental parking at the start and end of the school day. With the unique arrangement, certainly within Wiltshire, of having four schools in such close proximity to each other the school run problems are exacerbated in Laverstock.
6. Since 2021 the Laverstock Schools Working Group (LSWG hereafter) comprising of representatives of local residents, the local Parish Council, the school and Wiltshire Council highways officers have been working to develop proposals to address some of the problems created by the school run parking.
7. Due to the COVID restrictions in place at the time an online public meeting was held in March 2021 to which all local residents and parents of children attending the Laverstock schools were invited to attend. In addition to this the meeting was advertised in the Salisbury Journal which allowed other residents of Salisbury to attend if they so chose. The purpose of this meeting was for the LSWG group to identify the main problems affecting both residents and parents around the start and end of the school day and for attendees to put forward potential options for consideration by the LSWG. The public meeting identified that alongside other potential measures there was a need for the introduction of waiting restrictions to better control school run parking to help address safety concerns that it resulted in.
8. Following that meeting the LSWG agreed to pursue the introduction of further waiting restrictions in the vicinity of the Laverstock schools. The LSWG developed proposals targeting the end of the school day because this is the time of day when the most significant parking problems are considered to occur. Some parents collecting their children arrive up to 30 minutes before the end of the school day and park in Church Road and nearby side roads. Parental parking takes place along both sides of Church Road, with some parking taking place half on / half off the footways in the immediate vicinity of the Laverstock schools. This parking results in congestion occurring as traffic is not able to freely pass along Church Road and it also prevents residents of properties within the vicinity of the schools from being able to access/egress their driveways safely and easily. As a consequence of parents arriving significantly before the end of the school day, the problems outlined above occur over an elongated period of time.
9. In addition to the above issues, the afternoon school run parking results in the creation of significant pedestrian safety hazards. By parking half on / half off the footway's vehicles are mounting, dismounting and in essence illegally driving on the footways at a time of day when there is a very high level of pedestrian activity in front of the Laverstock schools. Doing so increases conflict between pedestrians and motorists and increases the potential for a pedestrian using the footway to be struck by a motor vehicle. Although there is a Zebra crossing facility in the vicinity of the schools it is typical for pedestrians to cross at various other points along Church Road. As a consequence of the parking that takes place pedestrians end up crossing between parked cars, doing so makes them less visible to motorists travelling along Church Road and increases the potential for a collision between pedestrians and motorists to occur.
10. In early 2022, Laverstock and Ford Parish Council (L&FPC hereafter) undertook an informal consultation on the proposed introduction and layout of waiting restrictions in the vicinity of the school. It reported back on the results of consultation to the Parish Council meeting in March 2022. A copy of that report is attached to this report as **Appendix 1**. L&FPC committed to undertake further consultation with residents of Elm Close and Bishops Mead on the proposed restrictions. The results of this further consultation were reported back on at the Parish Council meeting in April 2022. A copy of that report is attached to this report as **Appendix 2**. Based on the result of these

consultations the Council's proposals were amended to address some of the concerns raised and agreed with the LSWG.

11. It was initially intended to introduce the proposed restrictions through the use on an Experimental Traffic Regulation Order (ETRO hereafter). However, the use of an ETRO was not supported by the then Cabinet Member for Highways, Cllr Dr. Mark McClelland, who favoured the use of a standard TRO. This was a position supported by Cllr Caroline Thomas upon becoming the Cabinet Member for Highways.
12. A TRO proposing the introduction of additional waiting restrictions in the vicinity of the Laverstock schools was formally advertised for comment on 19 January 2023. The Council's closing date for receipt of objections or other representations to the advertised TRO, together with the grounds on which they were made, was 13 February 2023.

### **Summary of Proposals**

13. The TRO proposed the introduction of the following:
  - No Waiting At Any Time (NWAAT hereafter – double yellow line) restrictions.
  - No Waiting Monday to Friday 2.00pm to 4.00pm (single yellow line) restrictions.
  - No Loading Monday to Friday 2.00pm to 4.00pm restrictions.
14. Plans showing the Council's advertised proposals are attached as **Appendix 3**.
15. The proposed restrictions will largely be introduced in the form of a Controlled Parking Zone (CPZ). Within a CPZ all the restrictions are marked on the ground but the only signs that are present are large CPZ entry and exit signs. This approach was requested by the local Wiltshire Council Member, and supported by the LSWG, in order to minimise sign clutter in Laverstock.
16. The aim of the proposed restrictions is to relocate parking away from the schools and make it safer for pedestrians to both use the footways and cross the road in the immediate vicinity of the schools at the end of the school day. The relocation of the parking will also help address the issues of congestion and residents' driveways being obstructed in the vicinity of the schools at the end of the school day.
17. It is acknowledged that the proposed restrictions have the potential to displace parking problems into residential areas off Church Road. To minimise the impact of any displaced parking, waiting restrictions have been proposed in Bishops Mead, Duck Lane, Elm Close, The Green and Woodland Way to ensure that the junctions to these roads are kept clear of parked vehicles. If displaced parking (because of these proposals) causes problems elsewhere in Laverstock then the Council will consider the introduction of additional waiting restrictions.

### **Summary of Responses**

18. During the consultation period a total of 87 items of correspondence were received in response to the Council's proposals. Of those 87 items 35 expressed support or expressed support and offered comments on the Council's proposals. Of the remaining 52 items 33 objected to the Council's proposals and 19 offered comments on the Council's proposals without specifically supporting or opposing them.
19. A summary of the correspondents who wrote in support of the Council's proposals is attached as **Appendix 4**. A summary of the comments raised by correspondents who wrote in support of the Council's proposals, together with officer responses, is attached as **Appendix 5**.

20. A summary of the correspondents who wrote in opposition to or commenting on the Council's proposals without specifically supporting or opposing them is attached as **Appendix 6**. A summary of the comments raised by objectors and those correspondents who offered comments on the proposals without specifically supporting or opposing them, together with officer responses, is attached as **Appendix 7**.
21. It should be noted that of the 33 items of correspondence objecting to the Council's proposals one was a covering letter submitted by residents of Elm Close outlining the results of a survey of residents of Elm Close and Chestnut Close they had undertaken in response to the Council's proposals. A copy of the comments submitted is attached as **Appendix 8**.
22. Substantive comments are comments that would result in the Council seeking to make changes to the proposals it advertised. It is considered substantive comments have been submitted in relation to the Council's proposals for Elm Close.

### **Consideration of Substantive Comments**

23. Elm Close is located directly opposite the secondary school campus and currently experiences issues with suspected staff parking and school run parking. In response to the consultations undertaken by L&FPC, outlined in the Background section above, the proposed NWAAT restrictions for Elm Close were extended further into the road to address concerns that the proposed restrictions would just result in the parking issues being displaced further into Elm Close (and Chestnut Close).
24. Several concerns have been raised in response to the Council's advertised proposals for Elm Close and are summarised below:
  - The main parking problems are at the junction of Elm Close and Church Road and the proposed restrictions will displace parking problems further into Elm Close and/or Chestnut Close where problems do not currently exist.
  - Staff from the Laverstock schools are parking within the road restricting the available parking spaces, and obstructing dropped kerb accesses to off-street parking spaces and obstructing dropped kerb crossing points.
  - The proposed use of NWAAT restrictions in Elm Close are overly onerous on residents and will restrict the ability for residents to receive visitors, tradesmen and deliveries.
25. In addition to the above comments the residents survey outlined in **Appendix 8** contained some suggestions about making Elm Close and Chestnut Close either a resident's parking zone or access for residents only.
26. It is important to consider the comments received in the context of what both highway law and the Highway Code states on the provision of parking on the public highway. Highway law states the public highway is for the passage and repassage of persons and goods, and consequently any parking on the highway is an obstruction of that right of passage. There are no legal rights to park on the highway, or upon the Council (as the local highway authority) to provide parking on the public highway, but parking is condoned where the right of passage along the highway is not impeded. As such non-residents of Elm Close (and Chestnut Close) have as much right as residents of these roads to not only travel along them but park within them.
27. In developing its proposals Wiltshire Council undertook 10 separate site surveys to record parking activities taking place in the vicinity of school. The development of the Council's proposals has indicated that parking problems only occur in Elm Close on school days during term times with all day parking, believed to be being undertaken by

staff at the school, frequently observed as taking place. No specific parking problems were observed within Chestnut Close.

28. In general, the Council has no issue with staff parking taking place within Elm Close (or other nearby roads) so long as in doing so it does not cause an obstruction of the public highway, dropped kerb crossing points or prevent local residents from accessing / egressing their driveways. Given the level of all day commuter parking currently observed as taking place in Elm Close there is still sufficient space for residents and their visitors to park, particularly when taking into consideration the level of off-street parking available to residents. However, there is a clear onus on staff choosing to park in Elm Close doing so considerately or they risk be subjected to enforcement action by the Police or Wiltshire Council as appropriate.
29. The decision to propose the introduction of NWAAT restrictions in Elm Close over the length shown in **Appendix 3** was based on the responses received during the consultation undertaken by the L&FPC as outlined in paragraph 10. The proposed restrictions in Elm Close are intended to keep its junction with Church Road clear and dissuade school run parking from taking place in the road. However, it is acknowledged that the Council's proposals may result in parking being displaced further into the estate and creating additional parking problems. If this situation arises the Council will consider the introduction of additional measures to address them.
30. It is accepted that the proposed NWAAT in Elm Close, and their proposed length could be considered more onerous on residents given that they would apply at all times. Consideration could be given to taking a less onerous approach through mixing the use of restrictions. NWAAT restrictions could be retained at junctions within Elm Close and the use of No Waiting and No Loading Monday to Friday 2.00pm to 4.00pm restrictions (as proposed for Church Road) used away from the junctions. This type of approach would go some way to addressing the afternoon school run parking issues whilst providing residents with more flexibility for parking activities being undertaken in the road.
31. The traffic survey undertaken by residents suggested making Elm Close and Chestnut Close either a resident's parking zone or access for residents only. Both options were supported by residents who responded to the survey. Neither option is currently being considered as part the Council's current proposals but could be considered if additional measures are required to address additional parking. However, it should be noted the responders to the survey indicated they would only support residents parking being introduced if permits were free to residents and their visitors. It should be further noted that any residents parking scheme that is considered at this location in the future would require residents to pay for permits.

### **Main considerations for the Council**

32. Consideration needs to be given to the comments received to the Council's advertised proposals and whether changes should be made to them. The Council must balance meeting its statutory obligations as the local highway authority and the delivery of its approved business plan, which commits the Council to improving the health, wellbeing and environment in which its residents reside, against the wishes of those who wrote in opposition to the Council's proposals.

### **Overview and Scrutiny Engagement**

33. There is none required as part of this scheme.

### **Safeguarding Implications**

34. There are no safeguarding implications.

### **Public Health Implications**

35. The introduction of the proposed TROs would support the relocation of parking away from the schools in the afternoon and make it safer for pedestrians to both use the footways and cross the road in the immediate vicinity of the schools at the end of the school day.
36. It should also be noted that the LSWG working group also promote the ability to use the London Road Park and Ride site when collecting their children at the end of the school day. The Park and Ride site is a 10-15 minute walk away from the schools and is free to park in (as long as the bus service is not used).
37. The relocation of the parking away from the school would serve to encourage active travel, any increase in active travel because of the Council's proposals may help to improve public health.

### **Procurement Implications**

38. There are no procurement implications.

### **Equalities Impact of the Proposal**

39. There are no equalities implications.

### **Environmental and Climate Change Considerations**

40. The introduction of the proposed TROs would support the relocation of parking away from the schools in the afternoon. Relocating the parking would serve to encourage active travel, any increase in active travel because of the Council's proposals may help to reduce carbon emissions and improve air quality in the immediate vicinity of the Laverstock schools.

### **Risk Assessment**

41. Not proceeding with the Council's proposals would contribute towards the Council failing to meet the objectives of its Business Plan 2022- 2032 as outlined in paragraph 2 above.

### **Financial Implications**

42. There is an allocation within the overall Southern Wiltshire Local Highways and Footways Improvement Group (LHFIG) which allows for the introduction of the proposed TRO. Should the TRO not progress the funding would be returned to the overall LHFIG budget and would be available to be put towards the delivery of other schemes supported by that group.

### **Legal Implications**

43. Implementation of the Council's proposals requires the processing of TROs. The process of introducing TROs is governed by the Road Traffic Regulation Act 1984 and associated procedural regulations. Failure to adhere to the statutory processes could result in the TROs being successfully challenged in the High Court.

### **Options Considered**

44. To:
- (i) Implement the proposals as advertised.
  - (ii) Amend the proposals in consideration of the comments received.
  - (iii) Abandon the proposals.

### **Reason for Proposal**

45. Implementing the waiting restrictions, subject to the proposed amendment, would support the aim of the proposed restrictions to relocate parking away from the Laverstock schools in the afternoon and make it safer for pedestrians to both use the footways and cross the road in the immediate vicinity of them at the end of the school day. The relocation of the parking will also help address the issues of congestion in Church Road and residents' driveways in the vicinity of the schools being obstructed at the end of the school day.
46. Implementing the waiting restrictions, subject to the proposed amendment, would provide residents of Elm Close (and Chestnut Close) with more flexibility for parking activities undertaken in the road such as receiving visitors, tradesmen and deliveries.
47. The proposals are in accordance with Themes 1 and 4 in Wiltshire Council's Business Plan 2022-2032.

### **Proposal**

48. That:
- (i) The Council's proposals be introduced as advertised subject to the following amendment.
    - The proposed NWAAT restrictions are retained at junctions within Elm Close, but the remaining NWAAT restrictions are amended to become No Waiting and No Loading Monday to Friday 2.00pm to 4.00pm restrictions.
  - (ii) The correspondents who commented on the Council's proposals be informed accordingly.

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### **The following unpublished documents have been relied on in the preparation of this Report:**

None