
Cabinet Member for City Services

22nd January 2025

Name of Cabinet Member:

Cabinet Member for City Services – Councillor P Hetherton

Director approving submission of the report:

Director of City Services and Commercial

Ward(s) affected:

Henley

Title:

Petition 05/ 24-25 - Hall Lane Hospital Traffic

Is this a key decision? No

Executive summary:

A petition (reference: 05/ 24-25) signed by 102 signatories has been submitted regarding non-emergency vehicles and pedestrian use of an access from the cul-de-sac section of Hall Lane onto the University Hospital Coventry and Warwickshire (UHCW) site.

To understand the scale, extent and impact of such use on residents of Hall Lane and neighbouring roads, drone surveys have been undertaken to assess the location and monitor the behaviours of vehicles and pedestrians during peak periods.

These surveys have confirmed that Hall Lane is a popular pedestrian access point with many arriving/departing Hall Lane by car to be dropped off or picked up.

The surveys have also identified a small but consistent number of passenger cars using the emergency vehicle access as an alternative to the main site access on Clifford Bridge Road.

To address the concerns raised within the petition several options have been reviewed and considered. In doing so these have been balanced against the scale of operations and importance to the city of the hospital site and the services it provides.

Measures including engaging with UHCW to discourage continued use of the emergency vehicle access by staff and visitors to the hospital, installing a yellow box marking to aid

operation of the Hinckley Road/Hall Lane junction and revised signage and lining at the Hinckley Road/Ansty Road/Clifford Bridge Road gyratory to aid the operation of the surrounding road network, are all proposed to assist and address the matters raised within the petition.

The cost to introduce the changes will be funded from the 2024/25 Traffic Management allocation of the capital funded Local Network Improvement Plan.

Recommendations:

Cabinet Member for City Services is recommended to:

- 1) Approve continuing ongoing engagement with University Hospital Coventry and Warwickshire to encourage improved compliance with the emergency vehicle access on Hall Lane.
- 2) Endorse the introduction of a yellow box marking on Hinckley Road at its junction with Woodway Lane/Hall Lane and the proposed changes to lane markings and signage on Hinckley Road/Ansty Road at its junction with Clifford Bridge Road.

List of Appendices included:

The following appendices are attached to the report:
Appendix A – Petition Wording
Appendix B – Location Plan

Background papers:

NA

Other useful documents

None

Has it or will it be considered by Scrutiny?

No

Has it or will it be considered by any other Council Committee, Advisory Panel or other body?

No

Will this report go to Council?

No

Report title: Petition 05/ 24-25 - Hall Lane Hospital Traffic

1. Context (or background)

- 1.1. Hall Lane is an unclassified residential road located on the northern periphery of the University Hospital Coventry and Warwickshire (UHCW) site, itself located on the northeastern side of the city. The first part of Hall Lane connects to the A4600 Hinckley Road/Ansty Road at a signalised junction crossroads with the B4082 Woodway Lane. This section of Hall Lane connects and continues as School House Lane which goes on to serve a residential estate before connecting with a large retail and logistics area bordered by the strategic road network including the M6 and A46, both of these roads being managed independently of Coventry City Council by National Highways. The second part of Hall Lane is a residential cul-de-sac which terminates at the boundary of the UHCW site, and has approximately 14 properties located on it, several of which have HMO status. In addition to the residential properties, Walsgrave Health Centre is located on the road and has a private carpark with approximately 10 spaces. A location plan is shown in Appendix B.
- 1.2. Hall Lane has an approximate road width (varying along its length) of between 6 and 6.5m. This is considered sufficient to enable 2 vehicles to pass comfortably and benefits from being within a residents' permit parking scheme area to discourage hospital related all day parking. This scheme prohibits on street parking by non-permit holders and can be an effective means of limiting inappropriate parking. Site observations have found that this is largely effective and that whilst sporadic limited parking may take place from time to time, this can be discouraged by visits from the Council's Civil Enforcement Officers (CEOs) from the Parking Services Team.
- 1.3. At the termination of Hall Lane on the UHCW boundary, a gated access exists which provides emergency vehicle access into the site. The access also provides a pedestrian connection which links the existing footway running on the eastern side of Hall Lane with the network of footpaths and cycleways within the UHCW site. This access has been in place for approximately 18 years and whilst initially gated has remained opened since approximately 2012 at which time additional signage was installed highlighting the intended use by emergency vehicles only. This was subsequently supplemented with additional signage including notification of monitoring to deter use of the access route by vehicles except for blue light response emergency vehicles.
- 1.4. A petition (reference: 05/ 24-25) signed by 102 signatories has been submitted to the Council regarding the use of non-emergency vehicles and pedestrians to access the UHCW site via Hall Lane. The petition (a copy of the full wording of which is set out in Appendix A to the report), sets out the impact that such use has on Hall Lane including for the residents that live there and people seeking to access to the health centre located on the road. The impact of traffic entering the UHCW site via the primary entrance on Clifford Bridge Road on the surrounding road network, including Hinckley Road at its junctions with Hall Lane/Woodway Lane and the gyratory at Clifford Bridge Road have also been referenced as negatively impacting the surrounding road network. The petition seeks a solution to reduce the impact of such activities on residents and the local area.

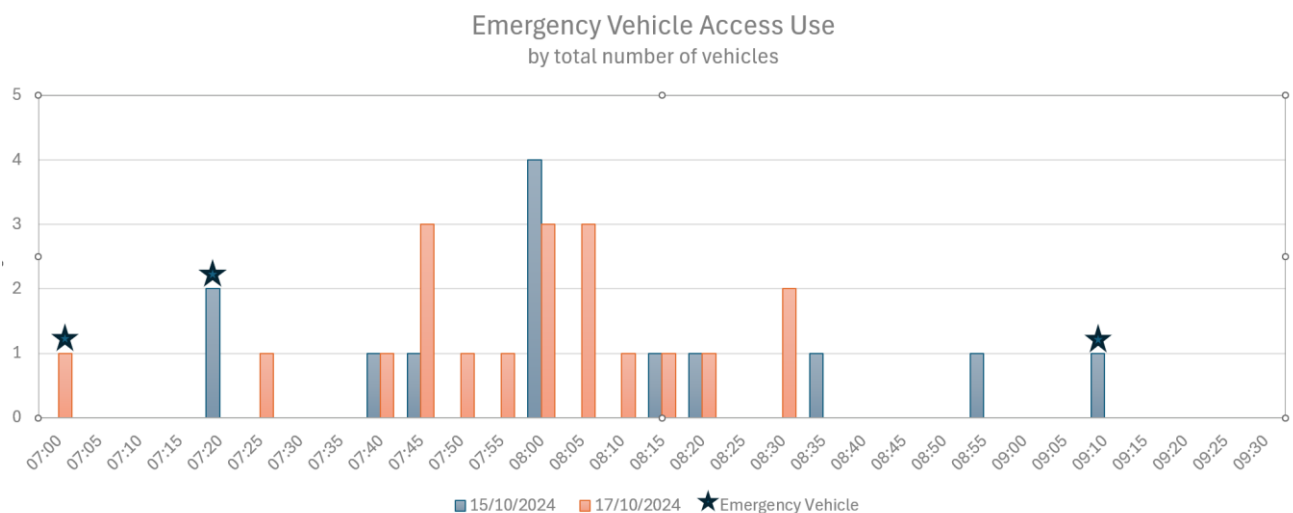
2. Options considered and recommended proposal

- 2.1. UHCW is one of the largest employers in Coventry, employing over 10,000 people with many more daily visitors attending hospital appointments, visiting friends and relatives or providing goods and services to the site. It provides a critical service for the city that many residents of both the city and surrounding area will utilise at some point in their lives as such providing convenient and reliable access to the site is a priority. The Council has an important role in working collaboratively to support the hospital, its employees and visitors to ensure access is maintained to the essential services it provides. This is something that the Council has strived to and continues to do, including a significant upgrade to signals on Clifford Bridge Road at the Hospital entrance and at Ansty Road in 2015 to aid the flow of traffic around the hospital site. The Council is also working collaboratively with National Highways and adjacent landowners reviewing options associated with a revised primary access from the strategic road network (A46), which could be facilitated by the upcoming A46 Walsgrave Junction upgrade proposals by National Highways.
- 2.2. Notwithstanding the above, it is recognised that due to the scale of operation at the hospital site it will inevitably contribute a significant volume of traffic to the surrounding network and that this does impact local communities living in close vicinity of the site.
- 2.3. The submitted petition references four primary concerns which it is seeking support from the Council to overcome:
 - Use of the emergency vehicle access road to go in and out of the hospital site.
 - Kiss and go / pickups impacting Hall Lane and cars parked without a permit.
 - Impact of traffic on Hinckley Road and Woodway Lane blocking traffic exiting Hall Lane
 - Traffic on Hinckley Road failing to use the correct lane reducing capacity on the gyratory

As such the remainder of this report sets out these issues in further detail and provides commentary of potential mitigation and steps that can be taken to aid and address the concerns raised.

Use of the emergency vehicle access road to go in and out of the hospital site.

- 2.4. To understand the extent of use of this access and to support site observations by Officers, drone surveillance has been undertaken on two typical weekday morning periods to better understand the scale of use and impact. This survey has identified that over the two AM peak surveillance periods a total of 32 vehicles were observed using the access road. Of this number 4 were identified as emergency vehicles, whilst the remaining 28 appear to be staff or visitors to the hospital site, with the vehicles having been observed parking up on site within staff and visitors' carparks.
- 2.5. A breakdown of this use is summarised below, and sample footage of the usage will be demonstrated during the Cabinet Member meeting to provide further context.



- 2.7. Observations carried out in the evening peak showed a similar pattern of use and access.
- 2.8. The data demonstrates that there is a sustained, albeit limited, use of the emergency vehicle access by non-emergency vehicles at peak times. This use has been highlighted to the hospital, including details of the times of highest use. The hospital has committed, in response to the concerns raised, to ensure all staff are reminded not to use the entrance and will be asked to arrange for security to be placed at the gate on random dates moving forward to stop and remind drivers that this is an emergency access only. The site will continue to be monitored over the coming months, and we would urge residents of Hall Lane who observe use of the access by non-emergency vehicles to notify the hospital so that they are aware and can take appropriate steps.
- 2.9. It is noted that the petition seeks for additional camera-based regulation of the access. Mindful of both the number of vehicles using the access and the steps that UHCW have agreed to undertake to address the ongoing use by non-emergency vehicles, it is recommended that Officers continue to work with UHCW and other departments, including Planning Enforcement, in a collaborative and positive manner to address the concerns raised. Should these measures prove ineffective in reducing use of the route by non-emergency vehicles, then further discussions could take place with the hospital regarding alternative options such as the use of further enhanced camera monitoring, the use of an electronically controlled access barrier or bollard, both of which could aid their management of this access.

Kiss and go / pickups impacting Hall Lane and cars parked without a permit.

2.10. The pedestrian entrance to the UHCW site from Hall Lane is well-utilised during both morning (AM) and evening (PM) peak periods, providing convenient pedestrian access for individuals to the site. Pedestrian access from Hall Lane onto the hospital site has been in continuous use for over 40 years, predating the construction of the properties currently fronting Hall Lane. Given its long-established and historical usage, it is not deemed practical to restrict pedestrian access at this location.

- 2.11. Drone surveys conducted during AM and PM peak periods have confirmed that Hall Lane is regularly used by staff for entry and exit (by foot) to the site. This high level of usage leads to a significant number of vehicles entering Hall Lane for passenger drop-offs and pick-ups. Site observations indicate that vehicles typically pull up along the kerb to drop off passengers, subsequently turning within the road—either by utilising the entrance to the adjacent health centre or by turning on residential driveways to exit the road.
- 2.12. The increased vehicular activity on Hall Lane, including the use of residential driveways for turning, causes local disturbance, particularly in terms of noise and vehicle headlights, which are more pronounced during the winter months. Although these movements tend to be slow, and the road can appear congested as vehicles arrive, drop off passengers, or wait for pick-ups; no reported personal injury collisions have been recorded on Hall Lane in the past three years, according to available collision records.
- 2.13. Observations indicate that, in addition to the "kiss and go" drop-off activity, some vehicles are parking on private residential driveways along Hall Lane before accessing the hospital via the pedestrian entrance. This practice appears to occur with the consent of the homeowners and is presumed to operate on a parking space rental basis, which is becoming increasingly common across the city. This additional use of Hall Lane further contributes to the overall traffic volume during peak periods.
- 2.14. The "kiss and go" activity described above does not contravene the existing residents' parking restrictions on Hall Lane. These restrictions are designed to prevent long-term parking on the road by visitors and other non-residential users. Stopping briefly to drop off passengers is not prohibited under these regulations.
- 2.15. On occasion, vehicles have been observed left at the southern end of Hall Lane. If such vehicles are parked without a valid permit or exemption, they could be subject to penalty charge notices (PCNs). The Parking Services Team has been informed and will increase monitoring of this area to deter such behaviours and prevent them from becoming commonplace.
- 2.16. Any attempt to restrict or prevent "kiss and go" activity on Hall Lane would require the introduction of an alternative parking or movement restriction, which would need to be enforceable.
- 2.17. Introducing a 'red route' or no-loading restriction on Hall Lane could prevent "kiss and go" activity. However, this approach is not considered appropriate or practical in this context. Red routes are typically reserved for strategic corridors, such as the A4600, and would apply to all road users, potentially causing significant disruption to residents. A no-loading restriction would be difficult to enforce effectively, given the current resource limitations and would require continuous monitoring to ensure compliance, which may not be feasible given existing commitments.
- 2.18. The use of a ANPR camera to restrict access to Hall Lane has also been considered. However, due to the presence of the health centre and the need for visitors to access Hall Lane to attend the Centre, use of such a camera would be impractical and has been discounted.

- 2.19. Moving such activity from Hall Lane, if a practical way of preventing its use could be identified, would likely displace such practices on to the northern section of Hall Lane, School House Lane and Bosworth Drive. All these roads are more heavily trafficked and as such is likely to be more impactful, increasing the risk posed to other road users. Therefore, such measures are not supported.
- 2.20. The ongoing use of Hall Lane for pedestrian access to the UHCW site is well-established, with additional vehicle traffic it generates on Hall Lane resulting in no reported injury collisions in recent years. While traffic volumes during peak periods result in some disturbances for residents, it is not currently deemed practical or proportionate to introduce additional measures to prevent such practices at the current time.

Impact of traffic on Hinckley Road and Woodway Lane blocking traffic exiting Hall Lane.

- 2.21. Site observations and monitoring have shown that during peak periods, particularly during the peak AM period, traffic can build to an extent that queues form from the gyratory with Clifford Bridge Road back up to and beyond its junction with Hall Lane. The impact of this can lead to junction blocking when suitable gaps are not left in the traffic to enable traffic to exit Hall Lane. Drone monitoring of this movement during the surveys undertaken in October did not show any significant delay during the observation period, however it is recognised that this is largely affected by driver behaviour on the A4600 Ansty Road and the time of day, with the nearby Walsgrave Academy Primary School also generating additional traffic at the start and end of the school day.
- 2.22. To aid drivers exiting Hall Lane a box junction marking is proposed for this junction. This will aid drivers exiting both Hall Lane and Woodway Lane by encouraging suitable gaps to left in traffic at the junction which should largely resolve the concerns raised in this regard.

Traffic on Hinckley Road failing to use the correct lane reducing capacity on the gyratory.

- 2.23. As set out in section 2.1 of the report, the Ansty Road/Clifford Bridge Road gyratory was upgraded most recently in 2015 to aid the flow of traffic at this important junction on the network. During periods of peak demand, it is noted that traffic can as referenced above queue back from this junction and consequently reduce lane discipline which in turn blocks traffic heading towards the City Centre. Whilst it is likely that some of the behaviours described above are intentional, it is proposed to review and refresh the signing and lining on this gyratory to enhance its operation and encourage improved lane discipline which should in turn aid the operation of the gyratory. Once these changes to lane markings and signage and have been implemented, the site will be monitored to determine their impact.

3. Results of consultation undertaken

- 3.1. No consultation has been undertaken at the current time; however, the submission of the petition (Reference 05/ 24-25) draws together the views of residents of Hall Lane and surrounding roads and it is intended to mitigate the concerns that have been raised.

4. Timetable for implementing this decision

- 4.1. Engagement has taken place with UHCW regarding the matters raised within this report and the actions set out within section 2.8 of the report will be implemented and their impact monitored over the first half of 2025.
- 4.2. The box marking and lining and signing improvements referenced in section 2.22 and 2.23 of the report respectively have been designed and the works commissioned. It is anticipated that these improvements will be undertaken in Spring 2025 when weather conditions are conducive with the effective installation of road markings.

5. Comments from the Director of Finance and Resources and the Director of Law and Governance

5.1. Financial Implications

There are no significant financial implications associated with this report. The improvements set out in section 4.2 of the report will be funded from the Traffic Management allocation of the Local Network Improvement Plan which itself is funded from the Council's City Region Sustainable Transport Settlement 2022-2027.

5.2. Legal Implications

No specific implications identified as part of this report. Any measures implemented as a direct recommendation of this report will be done so in the Council's role as Local Highway Authority and in full compliance with relevant legislation.

6. Other implications

6.1. How will this contribute to the One Coventry Plan?

<https://www.coventry.gov.uk/strategies-plans-policies/one-coventry-plan>

The recommendations set out within this report are intended to contribute to two of the three delivery priorities of the One Coventry Plan, including Improving outcomes and tackling inequalities within our communities and improving the economic prosperity of the city and regions. The introduction of the measures set out in sections 2.22 and 2.23 of the report are intended to aid the operation of the road network and ensure the effective movement of goods, freight and services.

The measures set out within this report are directly linked to the Council's enabling priority of being a partner, enabler and leader. By taking a collaborative approach to the concerns that have been raised and working positively with UHCW it is anticipated

that improvements can be made to help to better manage the impact of traffic accessing the hospital site on Hall Lane.

6.2. How is risk being managed?

No specific risks identified as part of this report. Any measures identified to be implemented as a direct recommendation of this report will be developed fully compliant to the relevant legislation, in this instance namely the Traffic Signs Regulations and General Directions 2016 (Statutory Instruments 2016 No.62).

6.3. What is the impact on the organisation?

No direct impact.

6.4. Equalities / EIA?

No direct implications identified because of this report. The measures set out are intended to support residents of Hall Lane and benefit all road users as well as the operation of the hospital site, its staff, visitors and suppliers.

6.5. Implications for (or impact on) climate change and the environment?

The measures set out within this report are intended to aid the effective operation of the network and reduce delay and congestion, both of which can contribute to increased vehicle-based emissions which are a leading cause of air pollution and the release of greenhouse gases.

6.6. Implications for partner organisations?

UHCW currently has a single publicly accessible vehicle access point to its site, located at the main entrance on Clifford Bridge Road. In addition, the Hall Lane emergency access route serves as a critical contingency for emergency vehicles. The approaches outlined in this report involve working collaboratively with the hospital to address concerns raised by residents of Hall Lane, while ensuring that this alternative access remains operational. This strategy is designed to mitigate risks for the hospital, a key employer and essential service within the city.

The retention of the pedestrian access via Hall Lane contributes to reducing vehicular demand and congestion on Clifford Bridge Road at the hospital entrance. This section of the road network is already nearing capacity during peak hours, making the Hall Lane access an important and valued resource for those who use it.

The proposed measures to improve the surrounding road network aim to enhance traffic flow and support the effective operation of both the hospital site and the wider road infrastructure. These measures are intended to manage the impact of hospital-related traffic on the surrounding network, ensuring that access to the hospital is maintained while minimising disruption to the local area.

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Enquiries should be directed to the above person

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Helen Williamson	Finance Manager	Finance and Resources	18.12.24	10.01.24
Robert Parkes	Place Team Leader, Legal Services	Law and Governance	18.12.24	19.12.24
John Seddon	Strategic Lead – Policy and Innovation	City Services and Commercial	18.12.24	18.12.24
Councillor P Hetherton	Cabinet Member for City Services	-	08.01.25	14.01.25

This report is published on the council's website: www.coventry.gov.uk/council-meetings

Appendix A – Petition Wording

Petition Reference: 05/ 24-25

Hello

Please find attached a petition about the use of Hall Lane for hospital traffic which goes against the plans and agreements for the protection of the estate and a road that is not suitable for this level of traffic.

Traffic using the emergency access road to go into and out of the hospital and kiss and drop offs / pickups are creating chaos around Hall Lane with cars parked both with and without permits. This cannot be allowed to continue as it affects access for residents, the Drs surgery and emergency ambulances.

Non-emergency ambulances had misused this road for years, even when traffic was light, to go in and out of the hospital site so proper regulated cameras need to be installed to monitor the situation.

Traffic travelling along the Hinckley Road and Woodway Lane regularly block the Hall Lane junction in the mornings from 7.30am onwards with people waiting for several traffic light changes due to traffic from both directions blocking the junction and their exit from the estate. Traffic also uses the right-hand lane going towards B&M and then try to turn left towards Clifford Bridge Road at the lights, blocking the lane for traffic going straight on. Often the B&M island is blocked by traffic travelling from the city centre direction towards Clifford Bridge Road which causes another gridlock.

Something needs to be done to improve the situation all round please.

Regards

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Walsgrave Community Forum committee.

Appendix B – Location Plan

