

---

**REPORT FOR: TRAFFIC & ROAD  
SAFETY ADVISORY  
PANEL**

---

<b>Date of Meeting:</b>	25 June 2019
<b>Subject:</b>	Parking Management and Enforcement Strategy
<b>Key Decision:</b>	No
<b>Responsible Officer:</b>	Paul Walker, Corporate Director - Community
<b>Portfolio Holder:</b>	Councillor Varsha Parmar, Portfolio Holder for Environment
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	No, report is for information
<b>Wards affected:</b>	All
<b>Enclosures:</b>	<b>Appendix A</b> - Parking Management and Enforcement Strategy

## **Section 1 – Summary and Recommendations**

This report provides details of a draft Parking Management & Enforcement Strategy under development which includes parking policies already approved in the third Transport Local Implementation Plan (LIP3).

## **Recommendations:**

This report provides details of the draft Parking Management & Enforcement Strategy under development that including parking policies already approved third in the Transport Local Implementation Plan (LIP3).

## **Recommendation:**

Members are requested to note the contents of the strategy and provide any feedback to the Portfolio Holder – Environment.

## **Reason: (For recommendations)**

The draft parking and enforcement management strategy sets out the Council's approach to parking control and enforcement in the borough and ensures that the parking policies in the approved third Transport Local Implementation Plan will be effectively taken forward to address the significant environmental and economic challenges faced by Harrow residents and businesses. This is required to facilitate Highways Authority functions under the Highways Act 1980.

## **Section 2 – Report**

### **Introduction**

- 2.1 The development and preparation of the third Transport Local Implementation Plan (LIP3) amended many of the existing parking policies and introduced new parking policies. These have all been subject to extensive public consultation and engagement with all relevant stakeholders as a part of the LIP3 consultation process. LIP3 was approved by the GLA Deputy Mayor for Transport on 12<sup>th</sup> April 2019.
- 2.2 These updated policies have necessitated an update in policies, protocols, operational plans and strategies that are incorporated in current parking management and enforcement activities. The updated Parking Management Strategy attached at Appendix A reflects these necessary updates.
- 2.3 This strategy updates and supersedes the Parking Management and Enforcement Plan (2011) and Parking Enforcement Policy (2015).
- 2.4 The main revisions included in this strategy include:
  - changes to green vehicle policy to prioritise zero emission electric vehicles,
  - introducing vehicle emissions based charging;
  - Introducing a diesel vehicles surcharge,

- expanding the use of tiered charges in line with the London Plan classification of centres,
- revising charges for residents permits and on-street businesses permits in CPZs,
- introduction of traders permits to facilitate short duration business activity,
- formalisation of doctors (GPs) permits, and
- setting some design principles for controlled parking zones (CPZ) to improve parking enforcement operations

## Options considered

- 2.5 The strategy is incorporating policies from the third Transport Local implementation Plan which has already been subject to extensive consultation with a wide range of stakeholders and approved by the GLA. To that extent there was no option but to have this updated strategy. However in finalising the recommendations for the charging regimes, there were options considered in terms of variants to emission based charging.

## Background

- 2.6 The last Parking Enforcement Policy was prepared in 2015 when the service transferred to the Commissioning and Commercial Directorate. This predominantly covered parking enforcement issues only. The last complete Parking Management and Enforcement Plan was produced in 2011 following the publication of Harrow's second LIP. This revised strategy covers both parking management and enforcement.
- 2.7 The key policy, legislative and other changes that have occurred since the previous plans were produced are:
- The Mayor of London's Transport Strategy 2018
  - Grace periods for enforcement 2015
  - Revisions to the Traffic Signs Regulations and General Directions
  - The introduction of technology that can support virtual parking permits in Harrow during 2019
  - Increased importance of healthy streets and environmental issues
  - The Climate Change Strategy agreed by Cabinet in February 2019
- 2.8 Revised parking and enforcement policies that were agreed as part of LIP3 are provided in **Appendix A**. The most significant policy changes that have affected the development of the strategy are:
- PE16 Review the viability of introducing a revised parking permit structure based on vehicle emissions.

- PE17 Encourage the use of cleaner and more environmentally friendly vehicles through prioritising specific facilities for parking of “greener” vehicles at all council owned car parks where practicable e.g. providing specific locations for parking by providing charging points for electric vehicles.
- PE19 Consider introducing virtual permitting system for most permit types across the borough where practicable and following this remove free parking for motorcycles borough wide.
- 2.9 There are also revised development and regeneration policies that are relevant to parking and were agreed as part of LIP3 as shown in **Appendix A**.
- 2.10 Taking account of these policy drivers new objectives have been developed for the strategy and these are shown in **Appendix A**.
- 2.11 The overall Parking Management & Enforcement Strategy includes:
- The legislative background to parking,
  - New aims, objectives and policies,
  - Approach to environmental issues through parking regulations,
  - Information on how new parking schemes are selected, funded and the parking management programme,
  - Description of different types of parking controls, parking bays and permits used in the borough,
  - Use of cashless parking,
  - Revised electric vehicle parking policy,
  - Green vehicle policy,
  - Design principles for future controlled parking zones ,
  - Enforcement management,
  - PCN information and challenging PCNs,
  - Monitoring.
- 2.12 The new strategy will require a number of structural changes to parking control measures and charging regime which will require separate public consultation. In summary these proposed changes are as follows:
- Residents permits – use of vehicle emissions based charging,
  - Business permits (on-street) - use of tiered charges in line with the London Plan classification of centres,
  - Traders permits – introduction of a new permit to facilitate traders working in CPZs,
  - Doctors (GPs) permits – introduction of a new permit to facilitate parking of emergency call out vehicle at surgeries without off street parking,
  - Diesel vehicles – introduction of a surcharge for more harmful vehicle emissions,
  - Electric vehicles – introduction of subsidised charging for zero emission vehicles.

- 2.13 The proposed changes are described in more detail in the sections below.

### **Resident parking permits**

- 2.14 Resident parking permits are zone and vehicle specific and allow resident permits holders to park in permit bays in the zone of their issue and, where signs indicate, to also park in selected shared use bays.
- 2.15 It is proposed to change the permit structure and cost of resident parking permits to incentivise the use of zero and lower emission vehicles and to encourage reduced car ownership. Charges will be applied relative to engine capacity for vehicles registered prior to 1<sup>st</sup> March 2001 and by the vehicle emissions rating after that date.

### **Tiered charges (based on location)**

- 2.16 The strategy proposes that the Council revise the cost of on-street Business parking permits and Traders permits and also parking dispensations and suspensions. Charges will vary between different types of town centres to reflect the importance and level of parking demand at different locations. There are currently four different tiered cost rates used for parking in “pay and display” bays and it is explained that these categories are applied to other control measures set out in this report.
- 2.17 The classifications are set according to the local extent of shopping characteristics, available car parks, existing public transport links and existing leisure facilities as set out by the London Plan’s town centre network classifications and Harrow’s Local Development framework. The charges increase with the importance of the economic centre classification because the mix, quality and quantity of retail outlets and community facilities available to the customer become more substantial and there is consequently a greater demand to park. The classifications and locations are shown below:

<b>Type of centre</b>	<b>Locations</b>
Local	Sudbury Hill, Hatch End, Harrow Weald, Queensbury, Belmont,
District	North Harrow, Pinner, Rayners Lane, South Harrow, Stanmore, Wealdstone, Kenton, Burnt Oak, Kingsbury, Kenton
Major	Edgware
Metropolitan	Harrow

### **Business (on-street) permits and Traders permits**

- 2.18 A new category of permit will be created to facilitate short term business activity known as a Traders permit.

- 2.19 Traders parking permits will be zone and vehicle specific and allow permit holders to park in permit bays in the zone of their issue and, where signs indicate, to also park in selected shared use bays.
- 2.20 The new Traders parking permits will enable visits by tradespeople such as electricians, plumbers, builders, window cleaners, landlords, etc. to visit properties in the borough using shorter duration permits that allow a single vehicle to park in a specific street in a CPZ. The permit durations available would be for a day, a week or a month as required subject to meeting the relevant criteria. Traders would need to provide proof of the business and the work activity in order to apply for a permit.
- 2.21 Annual Business (on-street) permits would continue to be issued to vehicles registered with businesses located within a CPZ. Eligibility will continue to be for vehicles required to operate the business e.g. delivery vehicles. The criteria for an annual business are stricter than for Traders permits and require proof of vehicle ownership and business address in the zone to minimise any misuse. An annual business permit would allow users to park at their usual business address in a permit bay.
- 2.22 A tiered system of charging is proposed for both Traders and Business permits as described in 2.16.
- 2.23 Spot checks on misuse of Business permits and Traders Permits will take place to ensure that permits are being used in line with their issue. This will be part of the enforcement regime.

### **Doctor's (GP) permits**

- 2.24 Some Doctors (GP) surgeries without off-street parking are located in places where doctors have difficulty in parking a car used for emergency call out duties and can affect the operation of the service.
- 2.25 The Council considers this to be a critical community service and so will provide a doctors parking bay in close proximity to a surgery subject to complying with strict criteria. A doctor's permit is required to use the bay.

### **Diesel vehicles**

- 2.26 Diesel vehicles can emit up to four times more nitrogen oxide and 20 times more particulate matter than petrol vehicles and these pollutants have been linked to heart and lung diseases, which are major causes of long term illness and even death. For this reason, the council proposes a surcharge for resident, doctor, business (on-street) and traders permits to address the impact of diesel fuel on poor air quality and public health and to encourage a move away from polluting vehicles.

## Green vehicle policy and electric vehicles

- 2.27 A review of the existing green vehicle policy has been undertaken and it can be seen in the table below that nearly 40% of all permits are now issued to environmentally friendly vehicles. The current green vehicle policy includes both electric and electric / fossil fuel hybrid vehicles in this classification. The vast majority of these vehicles are hybrid vehicles which are still capable of giving off emissions.

<b>2018/19 Residents permits</b>		
<b>Category</b>	<b>Issued</b>	<b>Percentage</b>
1st vehicle	5940	48.08%
2nd vehicle	1256	10.17%
3rd vehicle	189	1.53%
4th vehicle	38	0.31%
Environmentally friendly vehicle	4931	39.91%
<b>Total</b>	<b>12354</b>	

- 2.28 With transport policies now moving towards the greater use of zero emission vehicles to support improvements in air quality and public health it is now necessary to revise the green vehicle policy.
- 2.29 The Strategy has amended the green vehicle policy to incentivise the uptake of zero emission electric vehicles. Parking permits for electric vehicles will be significantly subsidised compared with conventional vehicles using fossil fuels or alternative fuel sources that give off emissions. It is proposed that permit charges for vehicles that give off emissions, including hybrid vehicles, will be based on the emissions rating for each vehicle.
- 2.30 It is planned to increase the number and spread of electric vehicle charging points in the borough over the next few years through the annual funding provided by Transport for London for the delivery of the Transport Local Implementation Plan. It is necessary to improve access to on-street charging infrastructure in order to support a greater uptake in electric vehicles. Therefore the introduction of these charges may be phased to ensure that the infrastructure is available to support this.
- 2.31 Charging points will have dedicated electric vehicle charging bays marked on the highway. It is proposed that all electric vehicle charging parking bays are used for charging only and that there is a maximum stay of up to three hours implemented. Electric vehicles must be actively charging when parked in a bay. In general three hours is a sufficient period of time to charge the majority of electric vehicles on the market currently.

## Parking dispensations and parking bay suspensions

- 2.32 Parking dispensations and parking bay suspensions are generally issued to accommodate exceptional situations and allow a temporary

permit that allows a specific vehicle to park within a controlled parking zone or on a single yellow line during restricted hours or for a regulated parking bay to be suspended.

- 2.33 In many situations, the proposed new Traders permit will be sufficient to facilitate any necessary short term business parking activity and will significantly reduce the number of dispensations likely to be requested.

### **Electronic permits**

- 2.34 The recent procurement of a new cashless parking systems provider will enable the use of virtual electronic permits. This will lead to the elimination of paper based permits and allow residents to park their vehicles without the need to display a physical permit. It will also bring efficiencies in applying for, administering and enforcing permits in the future. It is anticipated that e-permits will be introduced within this financial year.

- 2.35 The changes to permits being proposed in this report would be implemented using e-permits functionality.

### **Other changes**

#### Essential service permits

- 2.36 The strategy proposes that essential services permits be made available for Harrow council staff. These essential service permits will enable users undertaking essential council business to stay a maximum of two hours only at locations where working requires use of a car to visit sites. Service managers would be required to manage the issue of these permits and there would be an administrative charge for the permit.
- 2.37 In order to avoid misuse of essential service permits, it is explained that these permits will not be eligible for use around the users' usual place of work (e.g. those working at the Council depot will not be allowed to park in the vicinity of the depot and similarly for those working in other Council offices). It is also recommended that the process be reviewed six months after being introduced and that spot checks are undertaken to check compliance.
- 2.38 These permits will not eliminate/mitigate against parking enforcement activities where vehicles are in areas unrelated to the job they perform for the Council.

#### Development and implementation of CPZs

- 2.39 The strategy sets out the details of how parking schemes are assessed, selected, funded, developed and implemented. It is necessary to set out clear processes and principles to ensure schemes are taken forward consistently, transparently and effectively.



- 2.40 One important issue is the selection of scheme operating hours. There is an extensive amount of variation in CPZ operational hours which can often be confusing to the motorist and has resulted from providing an excessive amount of choice with regard to operating hours. It is therefore necessary to standardise the types of schemes used for the main types of parking problems to provide more clarity and to ensure that schemes use appropriate solutions to address the main types of parking problems encountered in the borough. This will also help to improve enforcement and compliance with the restrictions.
- 2.41 The strategy proposes that in future three basic standard solutions be used as models to solve the main types of parking problems encountered in the borough. These are as follows:
- Commuter / workplace parking – zones that operate for a minimum of 4 hours in the middle of the working day (e.g. Mon – Fri, 10am – 2pm)
  - Commercial centres / local amenities – zones that operate during the working day, typically 10 -11 hours per day, and facilitates business activity (e.g. Mon – Sat, 8am – 6:30pm)
  - Pressures that include and extend beyond the working day in the evenings or weekends, typically 12+ hours per day (e.g. Mon – Sun, 8am – Midnight)
- 2.42 It is expected that some variation will be necessary to adjust to local circumstances. There will also be circumstances where more bespoke solutions are required, however, these will only be progressed where the circumstances do not fit with the standard operating models.
- 2.43 There is a particular problem with the number of CPZs in the borough that operates for only 1 or 2 hours per day. This situation adversely impacts on the operational enforcement of these CPZs and results in poor enforcement coverage within the available resources. The table below provides details of the CPZs in the borough to date and the different operating regimes in place.

Length (km)	%	No. of CPZs	Duration (daily)
<b>131.9</b>	<b>71.33%</b>	<b>34</b>	<b>Very short duration 1-2 hrs</b>
2.62	1.42%	1	Commuter deterrent 4-5 hrs
37.27	20.15%	12	Working day 10-11 hrs
12.36	6.68%	8	Working day / evening >11 hrs
0.77	0.42%	1	Evening only
<b>184.92</b>	<b>100.00%</b>	<b>55</b>	<b>Total</b>

- 2.44 In order to allow the parking enforcement service to carry out its legal responsibilities effectively and efficiently and reduce the burden on the

enforcement of zones it is proposed that any new schemes developed will now need to operate for a minimum of 4 continuous hours during the day, having regard to sections 2.42 and 2.43 above,

- 2.45 Additionally where requests are received to amend or extend an existing zone which already operates for 1 or 2 hours duration per day then any proposals will be taken forward using one of the standard operating hours indicated in 2.41.
- 2.46 Further to this if a review of an existing short duration CPZs is proposed the opportunity to amend the hours will be offered to all roads in the zone in order to try to standardise hours. Any streets interested in changing should then be included within the proposed scheme under development.
- 2.47 It should be understood that residents can only be consulted on the possibility of changing the operating hours and have the choice not to change because this would be subject to statutory consultation. However, this approach does sets out the only possible method for amending these very short duration zones in order to achieve more consistent CPZ operating hours borough wide.
- 2.48 This will be a gradual process because of the need to undertake statutory consultation and the fact that residents will need to agree to changes before they are introduced.

#### Car parks at leisure facilities

- 2.49 Long stay commuter parking is having an impact on some car parks at recreation grounds and other leisure facilities in town centres managed by the Council. This is adversely affecting residents and leisure users that wish to use these facilities.
- 2.50 Measures introduced in to the Harrow Leisure Centre some years ago resolved this situation by introducing “pay and display” with a three hours free period and it is suggested that a similar type of approach could be adopted with other leisure facilities to improve access and amenity for local leisure users.
- 2.51 The payment options include the use of the cashless parking system to implement a free parking period and “pay and display” charges and /or the use of a maximum length of stay restriction in the car parks. Any scheme implemented would be adapted to suit the local circumstances and therefore although these will not be identical across the borough, they will fall into one of the categories outlined above.

#### **Conclusion**

- 2.52 The proposed changes to the parking charges structure will enable a consistent approach to charging for parking permits that will incentivise the uptake of zero and lower emission vehicles in order to

improve air quality and public health in accordance with the policies in LIP3.

2.53 An assessment of the charging structure changes has indicated a cost neutral impact on income and expenditure. Detailed options will be developed for the consideration of the Portfolio Holder for Environment.

2.54 The implementation of the proposed changes will require both Public consultation and statutory consultation. The table below provides an indicative timetable of events required to implement the changes:

<b>Stage</b>	<b>Timetable</b>
Cabinet to consider Parking Strategy	Jul 2019
Agree charging structure	Jul – Aug 2019
Public consultation (online consultation portal) – 6 weeks	Sep - Oct 2019
Review public consultation results and decide final charging structure	Nov 2019
Statutory consultation (traffic regulation order) – 3 weeks	Dec 2019
Review statutory consultation results and agree final charging structure	Jan 2020
Implement new charging structure	Feb – Mar 2020

2.55 The Strategy will be considered by Cabinet in July and consequently TARSAP members are being requested to provide comments and feedback on the strategy in advance of the Cabinet meeting. Any comments on the strategy need to be provided to the Portfolio Holder – Environment.

#### **Ward Councillors' comments**

2.56 No ward councillor's comments have been sought for this report as the key policies have already been subject to extensive consultation and engagement as a part of developing LIP3.

#### **Staffing/workforce**

2.57 The changes will all be undertaken by existing staff resources within the Traffic, Highways & Asset Management team and in the Parking & Network Management Team.

#### **Performance Issues**

2.58 The strategy supports the wider aims, objectives and targets in the current Transport Local Implementation Plan 3 (LIP3).

#### **Environmental Implications**

2.59 The parking policies are included in the Transport Local Implementation Plan (LIP) which has been subject to extensive

engagement and consultation including a Strategic Environmental Assessment. The Strategic Environmental Assessment (SEA) indicated that there are environmental benefits from delivering the LIP and the main benefits are in improving air quality and public health. No negative environmental issues were identified as part of the SEA.

- 2.60 The parking and enforcement management strategy will help to ensure that environmental issues remain at the forefront of parking decisions in Harrow. Better parking management will help address poor air quality, public health and climate change issues.
- 2.61 Parking policies include incentivising Zero Emission and Ultra Low Emission Vehicles (ULEV) ownership and recommend providing parking discounts to those with greener cars as well as a surcharge for more polluting diesel vehicles.

### **Risk Management Implications**

- 2.62 Risk included on Directorate risk register? No
- 2.63 The main risk involves the public reaction to the proposed changes to permit charges proposed.
- 2.64 This has already been mitigated by the extensive public engagement and consultation that has already been undertaken as a part of the Transport Local implementation Plan which includes all the parking policies and so the core objectives of the strategy are already in the public domain.
- 2.65 However, further specific public consultation on the exact changes to permits and associated charges is recommended and will allow the opportunity to refine proposals based on public feedback.

### **Legal Implications**

- 2.66 The proposed changes to permits and charging structures will require a legal process to be undertaken before they can be physically implemented.
- 2.67 Subject to statutory consultation requirements, the council has powers to amend the operational provisions for CPZs, including permits and charges, under the Road Traffic Regulation Act 1984, The Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 and The Traffic Signs Regulations and General Directions 2016.

### **Financial Implications**

- 2.68 The parking permit changes proposed in this report will require public consultation. The advertising and implementation of traffic regulation

orders would be taken forward using existing resources within the Traffic, Highways & Asset Management Service.

- 2.69 Following the completion of statutory consultation, any changes to the permit charging structure, including e-permits, would be implemented using existing resources within the Parking & Network Management Service.
- 2.70 Any in-year revision to the 19/20 approved fees & charges or introduction of new charges will require approval by Director of Finance in consultation with relevant Corporate Directors and Portfolio Holders, as per the delegation from Cabinet in January 2019.
- 2.71 The Parking Management and Enforcement Strategy puts emphasis on green vehicles and incentivises permit holders for the use of zero or low emission vehicles. It is planned to facilitate this by increasing the number and spread of electric vehicle charging points in the borough. The cost of installing new charging points will be met from annual funding from TfL as part of LIP.
- 2.72 An initial assessment of the charging structure changes has indicated a cost neutral impact on income and expenditure. Detailed options will be developed for the consideration of the Portfolio Holder for Environment, and the financial assessment including sensitivity analysis for each option will be undertaken to support an informed decision by Corporate Director in consultation with the Portfolio Holder for Environment.

### **Equalities implications / Public Sector Equality Duty**

- 2.73 LIP3 underwent an Equalities Impact Assessment which includes all the policies in this strategy. In preparing the measures adopted in the Parking Management & Enforcement Strategy, the Council has had due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not share it as required under section 149 of the Equality Act 2010.
- 2.74 It is considered that the proposals in the Parking Management & Enforcement Strategy will be of benefit to all and particularly the groups in the table below:

Protected characteristic	Benefit
Gender	Mothers with young children and elderly people generally benefit most from controlled parking as the removal of all-day commuters frees up spaces closer to residents' homes. These groups are more likely to desire parking spaces with as short a walk to their destination as possible.
Disability	The retention of double yellow lines at junctions will ensure level crossing points are kept clear.  Parking bays directly outside homes, shops and other local amenities will make access easier, particularly by blue badge holders for long periods of the day.
Age	Fewer cars parked on-street in residential roads will improve the environment for children. Parking controls can help reduce the influx of traffic into an area, and therefore reduce particulates and air pollution, to which children are particularly sensitive.

## Council Priorities

- 2.75 The following table show the key inputs from the strategy that will support the Council priorities.

Council Priorities	Parking strategy input
Building a Better Harrow	Improved parking restrictions directly outside homes, shops and other local amenities will make access easier for all, particularly by blue badge holders for long periods of the day.
Supporting Those Most in Need	Improved parking regulations will reduce local conflict and improve access for the mobility impaired.
Protecting Vital Public Services	The use of e-permits will drive efficiencies in the delivery of the parking enforcement service
Delivering a Strong local Economy for All	The provision of a wider range of permits to support businesses and traders will help the vitality of the local economy.
Modernising Harrow Council	The use of e-permits will modernise the customer experience of parking control systems and the delivery of effective parking enforcement.

### Section 3 - Statutory Officer Clearance

Name: Jessie Man	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 13/06/19		
Name: Patrick Kelly	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 14/06/19		

Name: Paul Walker	<input checked="" type="checkbox"/>	Corporate Director
Date: 13/06/19		

<b>Ward Councillors notified:</b>	YES, as a part of LIP3
<b>EqIA carried out:</b>	YES, as a part of LIP3
<b>EqIA cleared by:</b>	Dave Corby, Community - Equality Task Group (DETG) Chair

### Section 4 - Contact Details and Background Papers

**Contact:** David Eaglesham, Head of Traffic, Highways & Asset Management, 020 8424 1500, david.eaglesham@harrow.gov.uk

**Background Papers:**

Harrow Transport Local Implementation Plan (LIP3)

Parking Enforcement Policy (2015)

Parking Management & Enforcement Plan (2011)

**Call-In Waived by the  
Chair of Overview and  
Scrutiny Committee**

**NOT APPLICABLE**

*[Call-in does not apply as the  
recommendation is for noting  
only]*