

**REPORT FOR: Traffic and Road Safety  
Advisory Panel**

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<b>Date of Meeting:</b>	8 <sup>th</sup> February 2018
<b>Subject:</b>	Parking Management Schemes programme 2018/19
<b>Key Decision:</b>	No
<b>Responsible Officer:</b>	Paul Walker – Corporate Director, Community
<b>Portfolio Holder:</b>	Graham Henson - Portfolio Holder for the Environment
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	Yes
<b>Wards affected:</b>	All
<b>Enclosures:</b>	<b>Appendix A:</b> Borough wide map of Controlled Parking Schemes  <b>Appendix B:</b> Proposed priority list for 2018/19  <b>Appendix C:</b> Schedule of requests and significant Issues within borough  <b>Appendix D:</b> Controlled Parking Schemes – Scheme Development Process  <b>Appendix E:</b> Maps of areas to be considered on proposed priority list

## Section 1 – Summary and Recommendations

This report provides information about the identification, prioritisation, development and implementation of parking management schemes in Harrow. It informs Members about requests for parking schemes received by the Council and also recommends a programme of work for 2018/19.

### Recommendations:

The Panel is requested to recommend to the Portfolio Holder for the Environment that:

1. The list of parking management schemes for 2018/19 is as shown in **Appendix B** be approved, subject to confirmation of the capital funding allocation for 2018/19 by Cabinet,
2. Officers be authorised to carry out scheme design and consultation on the parking management schemes listed in **Appendix B**,
3. Officers be authorised to implement the parking management schemes listed in **Appendix B** subject to further reports being provided on the outcomes of public and statutory consultation and receiving approval of the Portfolio holder to proceed,
4. Any substantive new requests received to undertake a controlled parking scheme or review that are not included within the agreed programme or priority list in Appendices **B or C** in this report be referred to the Panel for consideration.

### Reason:

To recommend to the Panel a proposed Parking Management Schemes programme for the 2018/19 financial year.

## Section 2 – Report

### Background

- 2.1 The annual review of Controlled Parking Zones (CPZs) and other parking schemes in February each year is the means by which the parking management schemes programme for the forthcoming financial year is set. This takes account of progress to date, available budgets and current issues.
- 2.2 The Council's programme of CPZ schemes / reviews has historically been demand-led and addresses parking pressures highlighted by local residents and businesses. This report includes assessments of

existing CPZs and requests for new or extended CPZs, including petitions and other representations received in the last 12 months.

- 2.3 **Appendix C** provides a priority list of areas in the Borough with current parking issues and includes all areas which have not been included in the programme to date, as well as any new issues that have been reported since February 2017.
- 2.4 **Appendix B** shows the programme of work recommended for 2018/19 which consists of on-going schemes that are carrying forward from 2017/18 to completion, as well as new schemes added from the priority list following an assessment. The estimated cost of the programme is shown and takes into account the Council's available staff resources and capital programme allocation for 2018/19.
- 2.5 Progress with implementing the 2017/18 CPZ programme of work agreed by this Panel in February 2017 is shown in a separate progress report on the agenda for this meeting.

#### **Options considered**

- 2.6 There are strong strategic reasons for introducing CPZs, as well as the local need to manage parking problems and parking demand as effectively as possible. CPZs are a fundamental component of national, regional and local transport policies. They form part of the Mayor for London's Transport Strategy, West London Regional Transport Strategy and are an integral part of the Council's local transport strategy in the form of a Local Implementation Plan (LIP).
- 2.7 CPZs incorporating residents parking schemes improve safety, access and residential amenity and assist management of parking in town centres to ensure more short stay shopper / visitor spaces are available. Restraint based parking standards in new developments, as required by national and regional policy cannot be effective unless on-street parking controls exist, otherwise parking can simply take place in local streets rather than reducing car use. CPZs also allow the introduction of "resident permit restricted" developments, which is in line with the strategy of reducing car parking provision at sites well served by public transport.
- 2.8 Introducing parking control schemes also has a beneficial effect on air quality and public health. Air quality modelling in Harrow has identified road traffic as the main source of nitrogen dioxide and a major source of fine particle emissions within the borough and measures to restrain unnecessary car journeys will therefore help to reduce emissions from road traffic as well as reducing public health issues related to poor air quality. In addition, parking restraint measures encourage greater use of sustainable transport modes which will increase the number of people walking and cycling and lead to more active and healthy lifestyles.

- 2.9 Parking is not a static situation but dynamic and constantly changing. This can be due to factors such as new development, conversion of dwellings, changes to rail fares, economic situation. Existing schemes designed over 10 years ago to mitigate the problems at that time may now no longer be appropriate for the area covered or times of control.
- 2.10 The only option available is to take forward parking management schemes because these form a key part of national and local transport strategies and make a significant contribution to the wider aspirations of improving safety, reducing congestion and encouraging modal shift and sustainable transport.
- 2.11 Any adverse impacts of introducing parking controls on the general public is mitigated by undertaking extensive public consultation and statutory consultation as required by the Road Traffic Regulation Act 1984 and the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996, namely advertising the intended proposal by way of a public notice published in the London Gazette, local press and at diverse visible locations on site where the measures are proposed, seeking majority support for the proposals and consulting with TARSAP prior to consideration by the Portfolio Holder for Environment.

### **Parking management schemes**

#### Area based controlled parking zones – how they work

- 2.12 A CPZ is an area of highway where parking is restricted during a regular period of the day (the operational hours) as specified on signs in and around a defined zone. Other parking restrictions can also exist within the zone (which may be different from the operational hours), for instance on main roads, which are separately signed. At its simplest, a CPZ may just consist of yellow lines, but they usually are a combination of yellow lines and parking bays.
- 2.13 CPZs therefore provide preferential parking access for permit holders (e.g. residents) during the hours of the zone. Whilst the zone hours in some instances may be for a short period during the day, this still has the effect of protecting residential areas from long stay duration parking by commuters or local workers. The longer the duration of the controls the more effective the CPZ will be.
- 2.14 Local residents who live within the designated CPZ boundary can apply for a parking permit to allow them to park in the CPZ during the days and hours of operation. Most permits are issued to residents whose addresses are within the defined zone. Marked parking bays can also be used by visitors who are displaying the relevant visitors parking permit. Residents may purchase permits for their visitors to use.

- 2.15 In shopping or commercial areas “pay and display” bays are used which allow for short term parking for customers during the working day. For flexibility some bays are designated for shared use, which allow them to be used by both permit holders or with a “pay and display” ticket.
- 2.16 Businesses may also purchase permits for business operational purposes only. These are strictly controlled and only a few permits are usually issued within CPZs in practice. They cannot be used for employee’s workplace parking but are typically used for delivery vehicles for example.
- 2.17 Other types of permit that can be issued are for doctors and health care workers but there are strict eligibility criteria in place. Disabled blue badge holders are allowed by statute to park free of charge in all parking bays except those designated for a special purpose, such as doctor’s parking bays for example.
- 2.18 **Appendix A** is a Borough map showing the locations of existing CPZ’s in the borough. CPZs cover approximately 48% of the length of roads in the borough’s road network and have been developed over the last 25 years in response as a consequence of the increasing pressure to park on the highway.

#### CPZs – schemes with waiting restrictions only

- 2.19 There are some schemes in the borough which use waiting restrictions only (yellow lines) in situations where there is no demand for on-street residents’ parking. Whilst these schemes have the advantage of being cheaper because fewer signs are required (signs don’t need to be repeated within the zone where the restrictions are the same as those shown on the entry/exit points) such schemes can disadvantage residents who do need on-street parking for themselves or their visitors.
- 2.20 These types of scheme penalise anyone with a legitimate reason to park in the road including local residents and often generate complaints. There is no difference between a scheme that has yellow lines only and one that includes yellow lines and permit parking bays because the impact on long stay parking is exactly the same. The difference is that a scheme with bays facilitates some parking during the controlled hours. It is therefore preferred that scheme options with bays are taken forward to ensure all residents’ needs are catered for.

#### CPZs – operational hours – short duration schemes

- 2.21 There is always a desire to offer as much customer choice as possible with regard to the operational times in order to tailor schemes to local requirements. However, an excessive amount of choice will also lead to greater difficulty in enforcing schemes and higher operational costs

due to the wide range of variations implemented on the ground. It is therefore necessary to limit choices and standardise the options available.

- 2.22 For example, there are a large number of schemes in existence that operate for 1 or 2 hours per day. The rationale for this was simply that such controls can prevent the majority of long stay parking whilst minimising restrictions on local residential parking. In practice, however, it creates a significant problem for undertaking enforcement because there is only a limited resource available to oversee a large area of restrictions in the Borough within a 1 or 2 hours a day timeframe. This is very impractical and ultimately leads to areas not receiving sufficient enforcement.
- 2.23 The standard commuter parking solution being used currently is to introduce operational hours of Monday – Friday, 10am – 3pm. The principle is that residents that park on-street and commute to work would leave and return outside of the operational hours but the longer 5 hour operational window provides an improved opportunity to organise enforcement activities borough wide. This results in better enforcement with negligible impact on local residents. Commuter-style CPZ schemes are now taken forward on this basis.

#### CPZs - Zoning

- 2.24 Sometimes areas with parking issues experience different types of problems and need different solutions. The creation of different zones within the same scheme is one way to allow the containment of parking to a specific area and also to introduce different operational hours and times.
- 2.25 The design of multi zone schemes does need to be carefully considered as these can have unintended consequences such as causing parking displacement or can make understanding the regulations in force more confusing for motorists. Therefore zone segregation needs to be based on a clear rationale that addresses the type of parking problems being encountered within specific areas to allow the implementation of an appropriate parking control regime.
- 2.26 Generally speaking a permit can only apply to one specific zone and the creation of a number of smaller zones within a scheme will limit the size of area that permit holders can park in and prevent them from parking in other zones. This will reduce any flexibility to accommodate variations in parking demand on-street and so very small zones are generally avoided as much as possible and only used in exceptional circumstances.

#### CPZs - reducing street clutter

- 2.27 The council has implemented a number of new style CPZ's which is suited to cul-de-sacs and short sections of road. It is possible to minimise the signing required by just using signing at the entrance to the road stating that the road is for permit holders only past this point followed during the specified times of operation. In this instance there is no need to mark out bays within the road although some double yellow lines may be necessary to keep certain sections of road such as junctions and bends free of parked vehicles.

#### CPZs - safety at road junctions

- 2.28 The occurrence of dangerous or obstructive parking has continued in recent years due to increasing vehicle ownership and usage. It continues to represent a large proportion of complaints from residents or businesses and continues to be of concern to the emergency services and council refuse collection service. Where these problems occur within CPZs it is typically because operational hours have a very short duration (e.g. limited to 1 -2 hours) and cannot provide controls throughout the busy times of the day or evenings and weekends.
- 2.29 To address this "at any time" waiting restrictions (double yellow lines) are now being proposed at all junctions within proposed zones and immediately surrounding CPZ zones. The Highway Code states that drivers should not park within 10m of a junction and this distance is used as a guide to developing proposals. The actual distance required may be less than 10m and is determined by using a computer simulation programme to determine the swept path of a large vehicle such as a refuse vehicle or fire appliance so that only the necessary space is restricted.
- 2.30 Although the council is under no requirement to provide on-street parking this process allows the Council to maximise as much on-street parking as possible without causing any obstruction.

#### CPZs - public perception of schemes

- 2.31 There is a public perception that CPZs will increase on street parking provision when, in practice, as parking pressures increase it might not always be possible to make space for all the vehicles that residents' own. Whilst schemes are designed to maximise on street parking space, the overall quantity of spaces provided during the controlled hours may actually reduce due to the need to apply design standards such as yellow lines at junctions for example. This is of course compensated for by the fact that demand to park also reduces because vehicles that are ineligible to obtain permits are excluded, meaning that the available space is dedicated to permit holders (residents).

- 2.32 This is of particular relevance in residential roads with private off-street parking where there are many vehicle crossovers. In these situations the application of the parking design standards may mean that a bay marked in between vehicle crossovers may only be able to accommodate one or two vehicles after taking account of the space required for vehicles manoeuvring in and out of accesses.
- 2.33 This, together with waiting restrictions (double yellow lines) at junctions, leads to CPZs being more contentious with residents wanting the beneficial effects but not wanting any disadvantages. Consequently the development of CPZ schemes is very customer focussed and also resource intensive in order to deal with these issues.
- 2.34 Increasingly during consultation, residents respond that they consider the council is trying to make money from schemes rather than to try to assist those residents who are requesting help. It is observed in consultation responses in recent years that references to money have increased and this is influencing people's decision making.
- 2.35 However, the position nationally under UK legislation is that where Council's introduce CPZs they are entitled to levy reasonable charges to act as a form of parking demand management and are allowed to reinvest any revenue from charges or penalty charges into the operational management of the schemes in order to ensure that they work effectively. The council's parking enforcement activity is funded from this source of revenue.
- 2.36 Ultimately the public and statutory consultation processes ensure that residents can take account of the cost of having a scheme and decide if they are in favour or oppose proposals. Decisions are made on the basis of a majority view being demonstrated, unless other factors dictate.

#### Local Safety Parking Schemes Programme (LSPP)

- 2.37 In addition to the development and implementation of CPZs, an initiative to progress localised improvements (usually outside of the main CPZ areas) has been undertaken in recent years known as the Local Safety Parking Schemes Programme.
- 2.38 Examples of this type of initiative are where refuse vehicles and the emergency services have reported persistent access difficulties and "at any time" waiting restrictions (double yellow lines) at junctions and bends have been used as remedial measures. These schemes are generally outside of CPZs and are a valuable initiative primarily targeted at improving road safety and facilitating adequate vehicular access.

#### Developer funded parking schemes



- 2.39 Additional funding that could support the parking management programme is possible through section 106 developer contributions via planning applications where parking controls to facilitate development are required. The Council reviews planning applications and takes opportunities to secure contributions from developers in order to address potential parking impacts and/or the public's aspirations for parking controls in the vicinity of development.

### **Programme development**

- 2.40 The programme of schemes in **Appendix B** is developed by including those projects where the greatest areas of need are identified.

### Assessment of service requests

- 2.41 To determine these areas of need, all requests for schemes or actions to tackle parking problems received by the Council are assessed against an agreed set of assessment factors. This allows the requests to be assessed and prioritised in a consistent and fair manner. At the Panel meeting in November 2012, the Panel agreed the Transport Programme Entry Procedure which formalised these assessment factors and a methodology making the process more transparent.
- 2.42 The report sets out for each category of transport related work the key factors that are used in assessing and prioritising the requests for parking schemes. In summary these are as follows:

<u>Area parking management schemes</u>	
Assessment factor	Typical areas of priority
a) Key stakeholders	Emergency services / Local services / Residents petitions
b) External factors likely to increase demand for parking	Parking displacement, development impact, commercial activity, etc.
c) How long since the location was last considered for the programme	Longer duration since last evaluation
d) Position on the current programme	Longer duration without implementation
e) Number of requests in close proximity within the location	Higher number of requests

<u>Minor localised parking issues (LSPP)</u>	
Assessment factor	Typical areas of priority
a) Key stakeholders	Emergency services / Local services / Residents petitions
b) Traffic accidents and speed	High numbers of accidents / high vehicle speeds
c) Vehicle flows	High vehicular flows
d) Pedestrian flows	High flow areas like shopping parades, schools
e) Level of accessibility and visibility	Continuous obstruction of sightlines
f) Other local factors with an impact	Adverse impact on bus services, the disabled

### Scheme development

- 2.43 The time taken to investigate and design a CPZ is influenced heavily by the extent of public and statutory consultation undertaken. A medium to large area scheme will typically take 12 -18 months from inception to completion.
- 2.44 In the past the Council had a policy of undertaking an automatic follow up review of a new scheme within 6-12 months in order to address any issues arising from implementation. However, the Panel agreed to abandon this process in February 2012. This was because the work involved in undertaking the follow up review was just as extensive as implementing the original scheme and was causing other areas on the priority list to wait an excessive amount of time to be included in the works programme.
- 2.45 Public concern continues to be expressed that it takes too long to implement measures and that the programme is slow to respond to specific needs. At the current level of funding (£300,000 per annum) the Panel therefore agreed that any follow up scheme reviews will now only be considered where substantive issues are reported to the Panel and the Panel agrees a change to the approved programme to include a review.
- 2.46 The reviews of existing schemes that are included in the programme will generally be areas where an existing CPZ has been operating for a long period of time and new parking pressures and operational issues are being highlighted. This is usually where the original scheme design is no longer suitable and circumstances have changed since the original implementation. Typical issues concern the extent of the zone, operational times and types of controls in place.

- 2.47 In February 2015 the Panel considered a review of the existing scheme development and implementation process for area based parking management schemes and agreed a revised process. **Appendix D** shows the currently approved scheme development and implementation process.

#### Scheme Costs

- 2.48 The estimated costs of schemes shown in this report anticipate the likely costs of scheme development and implementation based on best practice and experience with delivering the programme in recent years. There is always a degree of variability in costs due to the requirement to take account of the results of public consultation and any resultant scheme design changes. The estimates take account of:
- a) Staff time in carrying out consultation and scheme designs including site surveys. This includes all correspondence, telephone and personal visits to the civic centre or site.
  - b) The preparation, printing and distribution of all consultation material, analysis of data, updating of website.
  - c) Arranging and staffing exhibitions where appropriate, including venue costs and display equipment.
  - d) Preparation of reports and other documents such as briefing notes
  - e) Drafting and advertising draft traffic orders and orders of making.
  - f) Replacing existing CPZ signs (where relevant) that do not contain the operation times following the commitment by Cabinet a number of years ago.
  - g) Setting out and implementing scheme of lining and or signing.
  - h) Dealing with related complaints, freedom of information requests and comments both pre and post implementation.
- 2.49 There are significant costs associated with developing a scheme in terms of design and consultation in addition to the actual implementation of any physical works on the streets.

#### **Wembley Event Day Parking Controls**

- 2.50 Since February 2016, issues with parking at Tube stations in connection with events at Wembley have become more common. This affects the Jubilee line in particular. Requests for event day parking controls have been made by local residents and some councillors in the past.

- 2.51 Tottenham Hotspur Football Club (THFC) is currently playing their home premier league, cup and European matches at Wembley Stadium. This is a temporary arrangement for one season whilst their current stadium is redeveloped and this has caused a few parking issues close to Jubilee Line stations.
- 2.52 To combat this council has increased enforcement around stations on match days and has introduced some “at any time” double yellow line waiting restrictions at strategic locations.
- 2.53 There is also a possibility that Chelsea Football Club will also play their home matches at Wembley Stadium for a temporary three year period from the start of the 2019/20 season as they have recently been granted planning permission to redevelop their stadium. This is likely to have a similar impact on the network as the current use by THFC.
- 2.54 Officers have already undertaken a detailed evaluation of the feasibility of an event day parking scheme covering the areas around all three Jubilee Line stations at Stanmore, Canons Park and Queensbury including an enlarged area around the existing CPZ at the terminus at Stanmore.
- 2.55 This was discussed at the February 2017 meeting of TARSAP and members decided that this would not be feasible within the existing budgets available because of the very high cost of introducing this type of scheme both in terms of capital and revenue budgets. The panel having judged that the parking impacts are not frequent and of a short term nature it was not considered that this type of scheme would represent good value for money. In addition the use of resources on an event day scheme would take resources away from other parking schemes in the programme that were considered a higher priority.

### **Parking Management Programme 2018/19**

- 2.56 To summarise, this report provides a comprehensive explanation of the types of schemes, sources of funding, assessment processes, costs and development processes required to deliver the parking management programme and is intended to assist the Panel in understanding how the programme has been developed.
- 2.57 A summary of the current parking issues within the various locations of the borough highlighted in the proposed programme is shown in **Appendix C**. This will assist the panel to refer quickly to the relevant issues in each particular area when considering the programme.
- 2.58 The proposed programme for 2018/19 can be seen in **Appendix B** and members are recommended to ask the Portfolio Holder to give approval to implement this programme.

## Legal implications

- 2.59 The programme of schemes highlighted in this report will all involve introducing restrictions or controls on parking that require a legal process to be undertaken before they can be physically implemented.
- 2.60 Subject to statutory consultation requirements, the council has powers to introduce, implement and change CPZs 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

- 2.61 Transport for London (TfL) has not provided funding specifically for CPZs as it considers that these should be funded by boroughs that have powers to raise income from the local administration and enforcement of parking schemes. Therefore TfL only funds parking measures where they form a part of an identified traffic or transport scheme or initiative in the agreed Local Implementation Plan (LIP) programme of investment.
- 2.62 The funding available for 2018/19 from the Harrow Capital programme is proposed as £300k, subject to approval by Cabinet. **Appendix B** indicates that new CPZ schemes or CPZ reviews will have a sub allocation of £240k and the local safety parking schemes programme (LSPP) will have a sub allocation of £60k.

## Equalities Implications / Public Sector Equality Duty

- 2.63 A programme of CPZ schemes was included in the Transport Local Implementation Plan (LIP) which was approved by full Council. The LIP was subject to an Equalities Impact Assessment where schemes were identified as having no negative impact on any equality groups. In addition, all CPZs have a positive impact on those with mobility difficulties as more spaces are identified for disabled parking. As a result of double yellow lines at junctions, there is also increased protection at junctions which will protect dropped crossing and prevent dangerous parking at these locations and thereby further assist those with mobility difficulties. Typical benefits are likely to be as follows:

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.

2.64 Each Scheme that is developed has a design risk assessment undertaken which includes an assessment of the impact on equalities issues. In addition all public consultations are subject to issue of the council's corporate Equality Monitoring Forms. The returned forms are subject to analysis to ensure that they reflect the local community by comparing them to data held by the council at the time such as Census, vitality profiles. Any significant differences are used to adapt future consultations and would be reported to the Panel as part of the scheme reports.

### **Council Priorities**

2.65 The parking scheme detailed in the report accords with the administration's priorities as follows:

Corporate priority	Impact
Making a difference for communities	Parking controls make streets easier to clean by reducing the number of vehicles on-street during the day, giving better access to the kerb for cleaning crews.  Regular patrols by Civil Enforcement Officers deter criminal activity and can help gather evidence in the event of any incidents.

	By introducing demand management measures the demand to travel by car can be regulated leading to reduced road congestion and greater use of sustainable transport modes like public transport and cycling lessening the impact on the local environment.
Making a difference for the vulnerable  Making a difference for families	Parking controls generally help vulnerable people by freeing up spaces for carers, friends and relatives to park during the day. Without parking controls, these spaces would be occupied all day by commuters and other forms of long stay parking.
Making a difference for local businesses	The changes to parking pay and display facilities will support local businesses to give more customers parking access to shops.

2.66 The principle of enforcing parking controls is integral to delivering the Mayor for London's Transport Strategy and the Council's adopted Transport Local Implementation Plan.

### **Section 3 - Statutory Officer Clearance**

Name: Jessie Man	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 23/01/18		
Name: Louise Middleton	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 25/01/18		

<b>Ward Councillors notified:</b>	<b>YES</b>
<b>EqIA carried out:</b>	<b>NO</b>

**EqlA cleared by:**

An EqlA has been undertaken for the Transport Local implementation Plan of which this project is a part. A separate EqlA is therefore not necessary

## **Section 4 - Contact Details and Background Papers**

**Contact:**

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**Background Papers:**

Local Implementation Plan (LIP)  
Parking Management and Enforcement Plan  
DfT TAL 1/13  
Petitions  
General correspondence  
Previous annual parking reports