

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

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<b>Date of Meeting:</b>	9 <sup>th</sup> February 2017
<b>Subject:</b>	Parking Management Schemes programme 2017/18
<b>Key Decision:</b>	No
<b>Responsible Officer:</b>	Tom McCourt – Corporate Director, Community
<b>Portfolio Holder:</b>	Graham Henson - Portfolio Holder for Environment, Crime and Community Safety
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	Yes, following consideration by the Portfolio Holder
<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 2017 /18  <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 2017/18.

### Recommendations:

The Panel is requested to recommend to the Portfolio Holder for Environment, Crime and Community Safety that:

1. The list of parking management schemes for 2017/18 is as shown in **Appendix B**, subject to confirmation of the capital funding allocation at Cabinet for 2017/18,
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 2017-18 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 2016.
- 2.4 **Appendix B** shows the programme of work recommended for 2017/18 which consists of on-going schemes that are carrying forward from 2016/17 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 2017/18.
- 2.5 Progress with implementing the 2016/17 CPZ programme of work agreed by this Panel in February 2016 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 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 lead to reduced 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 no longer be as robust in terms of area or control period.
- 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) 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 and Community Safety.

## **Parking management schemes**

### Controlled Parking zones

- 2.12 A CPZ is an area where parking is restricted during a regular period or periods of the day (the operational hours) as specified on signs in and around a defined zone. Other parking restrictions can exist within the zone (which is 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 normally incorporate parking bays. Local residents who live within the designated CPZ boundary can apply for a parking permit to allow them to park within the CPZ area during the days and hours of operation. These parking bays can also be assessed by visitors to the area who are displaying the relevant visitors parking permit. In shopping or commercial areas pay and display bays are used which allow for short term parking for customers during the working day.
- 2.13 For flexibility some bays are designated for shared use, which allow for the display of either a permit or a pay and display ticket. Almost all permits are issued to residents whose addresses are within the defined zone. Residents may also purchase permits for visitors. Businesses may also purchase permits for operational purposes only but these are strictly controlled and only a few permits have been

issued. Other types of permit can be issued to doctors, health care workers, etc but there are strict eligibility criteria in place.

- 2.14 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 as little as one hour during the day, this effectively protects parking in residential areas from long stay duration parking by commuters or local workers. Disabled blue badge holders are allowed to park free of charge in all parking bays except those designated for a special purpose, such as doctor's parking bays.
- 2.15 Schemes which use waiting restrictions only (yellow lines) within CPZ schemes where there is no demand for on-street residents' parking have the advantage of being cheaper and more environmentally friendly because the only signs normally needed are at the entry/exit points (signs don't need to be repeated within the zone where the restrictions are the same as those shown on the entry/exit points). However such schemes should be used with great caution, as even a minority of residents who need on-street parking for themselves or their visitors will also be affected and may be severely disadvantaged.
- 2.16 **Appendix A** is a borough map showing the locations of existing CPZ's. Existing CPZ cover about 45% of the length of roads in the borough's road network and have been developed over the last 25 years in response to demand from the public.

#### CPZs - reducing street clutter

- 2.17 The council has implemented a number of new style CPZ's which is suited to cul de sac and short sections of road. It is possible to simply put a sign to a specific design at the entrance to the road stating permit holders parking only past this point followed by the times of operation. There is no need to mark out bays although some double yellow lines may be necessary to keep certain lengths of road such as junctions and bends free of parked vehicles.

#### CPZs - safety at road junctions

- 2.18 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 the public be it residents or businesses and continues to be of concern to the emergency services and council refuse collection service. This is despite the introduction of CPZs, especially if their operational hours are limited say to one hour.
- 2.19 Even with all day parking controls in operation, problems can occur at evenings and weekends. To address this, double yellow lines are now being proposed at all junctions within proposed zones and immediately surrounding CPZ zones. Although the Highway Code

states that drivers should not park within 10m of a junction, this distance is used as a starting point and 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. Although the council is under no requirement to provide on-street parking, this procedure allows as much on street parking that can safely be accommodated as possible.

#### CPZs - public perception of schemes

- 2.20 As parking pressures increase, there is a public perception that CPZs will increase on street parking provision when, in practice, it might not always be possible to make space for all the residents' own vehicles. 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. This is of course compensated by the fact that demand to park reduces because vehicles that are ineligible to obtain permits are excluded, meaning that available space is dedicated to permit holders (residents). This is of relevance in residential roads with vehicle crossovers to private parking where some configurations can mean that only one or two vehicles spaces can be accommodated between crossovers, taking into account space for vehicles manoeuvring in and out of properties.
- 2.21 This, together with waiting restrictions (double yellow lines) proposals at junctions, leads to CPZs being more contentious with residents wanting the beneficial effects but not wanting any disadvantages and has the effect of increasing the level of resources required to deal with these issues. Increasingly during consultation, residents respond that they consider the council is trying to make money rather than the desire to help those residents who are requesting help. It is observed in consultation responses over the last few years that references to money have increased and this is influencing people's decision making.

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

- 2.22 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 Programme.
- 2.23 Examples of this type of initiative are where refuse vehicles and the emergency services have reported persistent access difficulties and 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

- 2.24 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**

- 2.25 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

- 2.26 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.
- 2.27 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:

### Area parking management schemes

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

### Minor localised parking issues (LSPP)

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

### **Scheme development**

- 2.28 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.
- 2.29 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 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 at the current level of funding. 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.
- 2.30 Follow up scheme reviews are now only considered where substantive issues arise and are reported to the Panel and where the Panel have recommended a change to the programme.
- 2.31 The existing scheme reviews that are included in the programme will be those areas where an existing CPZ has been operating for a lengthy period of time and new operational issues are being highlighted and assessed as a priority area of need or, in extreme circumstances, at the discretion of the Panel. This is generally where the original scheme design is no longer suitable for the current parking pressures or where circumstances have changed since implementation. Typically this involves issues to do with the extent of the zone, operational times and types of controls in place.
- 2.32 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**

- 2.33 Although the estimated costs of schemes shown in this report have been reviewed to best reflect likely costs of both consultation and implementation, the process is not able to be accurately forecast since in many cases the costs are dependant on the views of the public. The estimates relate to the total cost of developing and implementing the proposals and includes:
- 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.
- 2.34 It can be seen that there are significant costs associated with preparing a scheme apart from just the implementation of any physical works on the streets.

### **Event Day parking control scheme**

- 2.35 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.
- 2.36 It has already been established that Tottenham Hotspur Football Club (THFC) will be playing their home premier league, cup and potential European matches for the 2017/18 season at Wembley Stadium

starting in August. This is a temporary arrangement for one season whilst their current stadium is redeveloped. It is therefore considered that Jubilee Line stations will be very attractive for drivers travelling to attend matches.

- 2.37 There is also a possibility that Chelsea Football Club will also play their home matches at Wembley Stadium for a temporary two year period from the start of the 2018/19 season as they have recently been granted planning permission to redevelop their stadium.
- 2.38 As part of a more detailed evaluation officers have looked at the feasibility of an event day scheme covering the area 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. (**Appendix E**)
- 2.39 Currently where there are existing parking controls such as the Stanmore CPZ (Zone B Mon-Fri 3pm-4pm, Zone H Mon-Sat 10am-11am & 3pm-4pm) the take up of permits is relatively low because there are many households that do not need to purchase a permit as they are not affected by the operational hours. This is due to the fact that Harrow customises the hours of parking controls to have maximum effect but cause minimum inconvenience to residents or their visitors.
- 2.40 An event day scheme would introduce additional hours and days of operation to give local people protection from event day parking and cover a wider area around stations including existing CPZ areas and new designated event day CPZ areas. An event day permit would be required by residents to be able to park on those days and times when larger events occur at Wembley Stadium and this would operate separately from the conventional CPZs.
- 2.41 There is currently no policy on how event day parking schemes would work but in other boroughs, such as Brent for example, residents and businesses in the parking control zones would be eligible for a free event day parking permit with an administration charge levied for any subsequent replacement or changes of vehicle or owner. This is because these types of scheme are of a temporary nature and vary on the basis of activity at the stadium.
- 2.42 It is the temporary nature and irregular operation of these types of schemes that makes them very expensive to operate. There would be a requirement to manually operate traffic signs in roads across the scheme to indicate each day that the scheme is in operation and this would require the necessary staffing resources and equipment to undertake the on-going management of the scheme which would affect revenue budgets. All signs would need to be activated and

deactivated on each day for enforcement purposes. A large number of signs would need to be installed, maintained and managed.

2.43 A temporary traffic regulation order would be used for parking controls to operate on match days. There would therefore be an on-going requirement to advertise temporary traffic regulation orders for match day events and to accommodate changes to fixtures as a consequence of TV schedules and the progress of a variety of tournaments including Cup and European games.

2.44 An indication of the size and extent of the event day zone required can be seen in **Appendix E**. The cost for this option has been estimated on the basis of the following activities being required:

- Printing, administration and issue of temporary permits
- Temporary zone entry Signs - Metal Reflective & removal
- Temporary street signs - Foamex non reflective & removal
- Temporary obliteration of current sign faces & reinstatement
- Temporary no waiting cones to prevent parking displacement on key parts of the highway network
- Making traffic regulation orders
- Associated staff costs of designing and implementing the schemes

2.45 These activities can be split into two main elements of the scheme. The first is the introduction of the physical infrastructure and its subsequent removal at the end of the period of operation. The second is the cost of issuing and administering the permits. The infrastructure costs are capital costs whilst the permits administration is a revenue cost.

2.46 When the panel consider the costs of conventional controlled parking zones it is usually the capital element that is provided. The cost of permits is identified for this scheme specifically because they could have a significant impact on the revenue budget as a consequence of permits being issued free. The permits element of the costs is significant due to the number of properties within the proposed zones and the high number of temporary permits that would need to be issued and administered. This equates to approximately 50% of the total cost.

2.47 The estimated costs of implementing the proposed scheme are as set out in the table below.

Capital - Cost of implementation (signing / lining)	£250k
Revenue - Startup cost of permit issue	£100k
Revenue - Annual costs (permits / staffing / equipment)	£50k

2.48 The cost of introducing this type of scheme is clearly expensive, both in terms of capital and revenue budgets, considering that the impacts

are of a short term nature and this therefore may not represent good value for money. It is not recommended that this type of scheme is taken forward in Harrow at the current time.

### **Parking management programme 2017/18**

- 2.49 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.
- 2.50 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.
- 2.51 The proposed programme for 2017/18 can be seen in **Appendix B** and members are recommended to ask the Portfolio Holder to give approval to implement this programme.

### **Legal implications**

- 2.52 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.
- 2.53 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**

- 2.54 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.
- 2.55 The funding available for 2017/18 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

2.56 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.

2.57 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

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

Corporate priority	Impact
Making a difference for communities	<p>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.</p> <p>Regular patrols by Civil Enforcement Officers deter criminal activity and can help gather evidence in the event of any incidents.</p> <p>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.</p>
<p>Making a difference for the vulnerable</p> <p>Making a difference for families</p>	<p>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.</p>
Making a difference for local businesses	<p>The changes to parking pay and display facilities will support local businesses to give more customers parking access to shops.</p>

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

## Section 3 - Statutory Officer Clearance

		on behalf of the
Name: Jessie Man	<input checked="" type="checkbox"/>	Chief Financial Officer
Date: 26/01/17		

Name: Banke Osoba



on behalf of the  
Monitoring Officer

Date: 26/01/17

**Ward Councillors notified:** YES

**EqIA carried out:** NO

**EqIA cleared by:**

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

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

### **Contact:**

David Eaglesham, Head of Traffic, Highways and Asset Management  
Tel: 020 8424 1500; E-mail: [David.Eaglesham@harrow.gov.uk](mailto:David.Eaglesham@harrow.gov.uk)

Barry Philips, Traffic and Parking Team Leader  
Tel: 020 8424 1649; E-mail: [Barry.Philips@harrow.gov.uk](mailto:Barry.Philips@harrow.gov.uk)

Sajjad Farid, Infrastructure Engineer, Parking  
Tel: 0208 424 1888; E-mail: [Sajjad.Farid@harrow.gov.uk](mailto:Sajjad.Farid@harrow.gov.uk)

### **Background Papers:**

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