



Havering

L O N D O N B O R O U G H

OVERVIEW & SCRUTINY BOARD AGENDA

7.30 pm	Tuesday 8 January 2019	Havering Town Hall, Main Road, Romford
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Members 16: Quorum 6

COUNCILLORS:

Conservative Group (8)

Ray Best
Philippa Crowder
Judith Holt
Robby Misir
John Mylod
Nisha Patel
Bob Perry
Melvin Wallace

Residents' Group (2)

Ray Morgon
Barry Mugglestone

Upminster & Cranham Residents' Group (2)

Clarence Barrett
Gillian Ford

Independent Residents' Group (2)

Natasha Summers
Graham Williamson

Labour Group (1)

Keith Darvill (Vice-Chair)

North Havering Residents Group(1)

Darren Wise (Chairman)

**For information about the meeting please contact:
Richard Cursons 01708 432430
richard.cursons@oneSource.co.uk**

Protocol for members of the public wishing to report on meetings of the London Borough of Havering

Members of the public are entitled to report on meetings of Council, Committees and Cabinet, except in circumstances where the public have been excluded as permitted by law.

Reporting means:-

- filming, photographing or making an audio recording of the proceedings of the meeting;
- using any other means for enabling persons not present to see or hear proceedings at a meeting as it takes place or later; or
- reporting or providing commentary on proceedings at a meeting, orally or in writing, so that the report or commentary is available as the meeting takes place or later if the person is not present.

Anyone present at a meeting as it takes place is not permitted to carry out an oral commentary or report. This is to prevent the business of the meeting being disrupted.

Anyone attending a meeting is asked to advise Democratic Services staff on 01708 433076 that they wish to report on the meeting and how they wish to do so. This is to enable employees to guide anyone choosing to report on proceedings to an appropriate place from which to be able to report effectively.

Members of the public are asked to remain seated throughout the meeting as standing up and walking around could distract from the business in hand.

OVERVIEW AND SCRUTINY BOARD

Under the Localism Act 2011 (s. 9F) each local authority is required by law to establish an overview and scrutiny function to support and scrutinise the Council's executive arrangements.

The Overview and Scrutiny Board acts as a vehicle by which the effectiveness of scrutiny is monitored and where work undertaken by themed sub-committees can be coordinated to avoid duplication and to ensure that areas of priority are being reviewed. The Board also scrutinises general management matters relating to the Council and further details are given in the terms of reference below. The Overview and Scrutiny Board has oversight of performance information submitted to the Council's executive and also leads on scrutiny of the Council budget and associated information. All requisitions or 'call-ins' of executive decisions are dealt with by the Board.

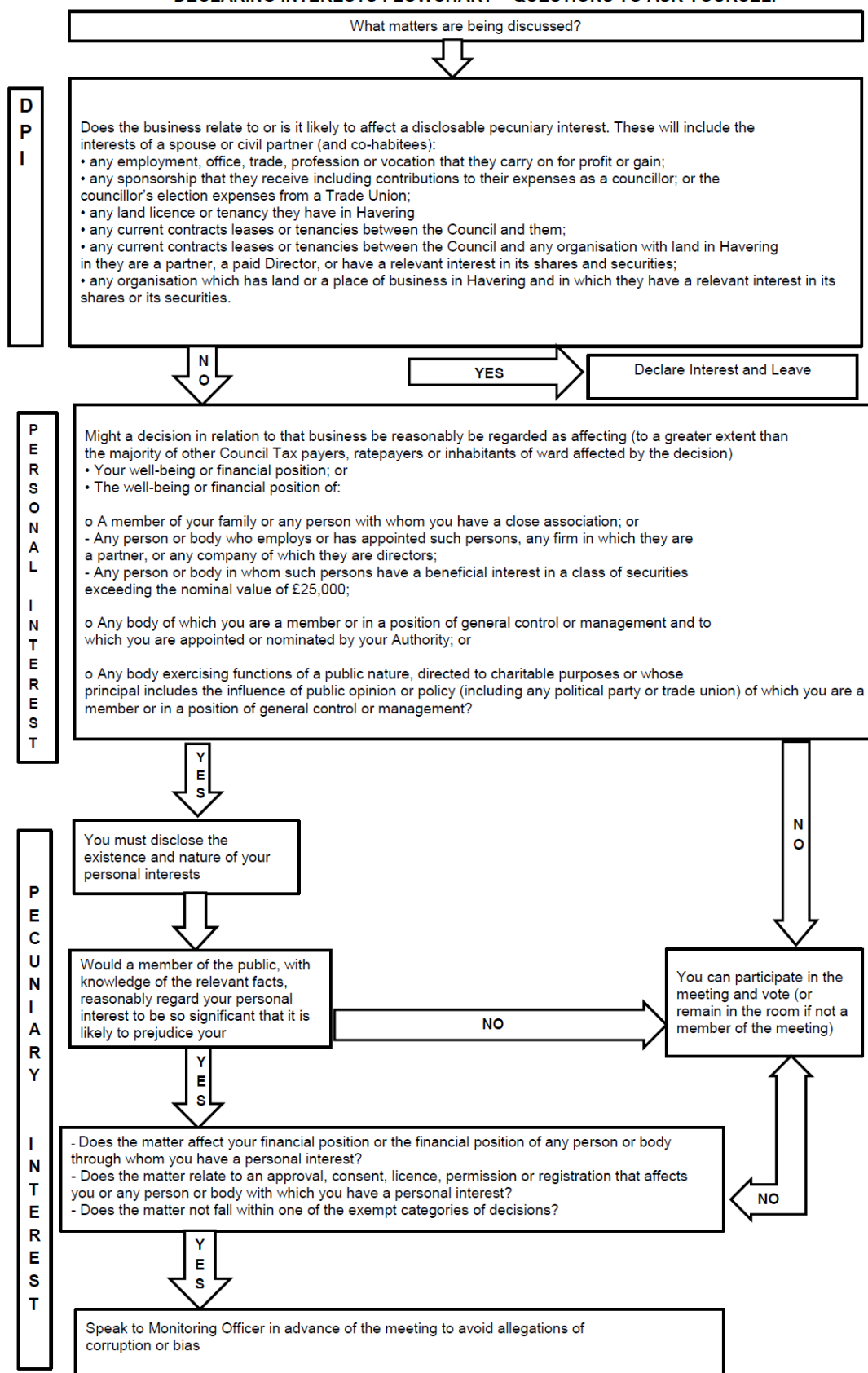
The Board is politically balanced and includes among its membership the Chairmen of the six themed Overview and Scrutiny Sub-Committees.

Terms of Reference:

The areas scrutinised by the Board are:

- Strategy and commissioning
- Partnerships with Business
- Customer access
- E-government and ICT
- Finance (although each committee is responsible for budget processes that affect its area of oversight)
- Human resources
- Asset Management
- Property resources
- Facilities Management
- Communications
- Democratic Services
- Social inclusion
- Councillor Call for Action
-

DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF



AGENDA ITEMS

1 CHAIRMAN'S ANNOUNCEMENTS

The Chairman will announce details of the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

2 APOLOGIES FOR ABSENCE AND ANNOUNCEMENT OF SUBSTITUTE MEMBERS

(if any) - receive.

3 DISCLOSURE OF INTERESTS

Members are invited to disclose any interest in any of the items on the agenda at this point of the meeting.

Members may still disclose any interest in an item at any time prior to the consideration of the matter.

4 KEEPING HAVERING MOVING - THE PARKING STRATEGY AND HIGHWAYS RESURFACING POLICY (Pages 1 - 42)

Andrew Beesley
Head of Democratic Services

Overview & Scrutiny Board

8 January 2019

Subject Heading:

SLT Lead:

Report Author and contact details:

Policy context:

Financial summary:

REPORT

Call-in of a Cabinet Decision - Keep Havering Moving – adoption of the Parking Strategy and the Highways Resurfacing Policy

Daniel Fenwick – Director of Legal & Governance

Richard Cursons – Democratic Services Officer

richard.cursons@onesource.co.uk

This relates positively to helping deliver corporate ambitions and priorities for the Council

The policy and strategy put forward for agreement do not in themselves create a financial issue

The subject matter of this report deals with the following Council Objectives

Communities making Havering

[X]

Places making Havering

[X]

Opportunities making Havering

[X]

Connections making Havering

[X]

SUMMARY

In accordance with paragraph 17 of the Overview & Scrutiny Committee Rules, a requisition signed by two Members representing more than one Group (Councillors Keith Darvill and Ray Morgon) have called-in the Executive Decision dated 12 December 2018.

RECOMMENDATION

That the Board considers the requisition of the call-in of the Cabinet Decision and determines whether to uphold it.

REPORT DETAIL

The grounds submitted for the requisition together with the original Cabinet report and appendices are attached for consideration by the Board.

Appendices:

Grounds for Requisition

Cabinet report, 12 December 2018

We the undersigned members of the Council "call in" the decision of the Cabinet made on 12th December 2018 "Keep Havering Moving" adoption of Parking Strategy and Highways Resurfacing Policy for the following reasons:-

Draft Parking Strategy

1. The report fails to demonstrate that the changes will deliver less congestion and better parking management. Where will the additional manpower required be coming from to enforce additional parking restrictions? It is also unclear from the draft parking strategy that the proposals enable the Council to respond positively to the stated pressures.
2. There is no evidence/data to demonstrate that the proposed parking arrangements will meet local need. How do the council know what that need is?
3. Many areas around commuter hubs already have parking restrictions to stop commuter parking. How will compulsory controlled parking zones improve on this?
4. There is a lack of detail on which roads will be impacted by the compulsory CPZs.
5. There are numerous references in the draft strategy to CPZs, but it does not fully explain whether this actually means resident parking permits, as opposed to yellow lines, it needs to be made very clear whether CPZs around commuter hubs are one or the other.
6. Controlled Parking Zones (CPZ) proposals should be the subject to extensive local consultation on a ward by ward basis rather than a borough-wide imposition.
7. The financial implications suggest that there are none in the strategy, but may be in delivering actions. The financial implications should clearly set out there may be financial implications for residents should they be subject to resident parking permits and the current charges.
8. The financial implications should include the local authority parking accounts (as required by s55 of The Road Traffic Regulations Act 1984) for the last two years to add financial context.
9. How will the council identify those areas that need removal of grass verges to provide additional parking space and how will the conversion work be funded?
10. Conversion of grass verges to hard standing should not necessarily be limited to areas where CPZs are introduced
11. Parking pressures differ widely and are more acute in neighbourhoods of high housing density.
12. How will the lack of parking spaces on new developments be managed to reduce the impact on available parking space outside the development?
13. There should be a review of existing regeneration proposals which currently tend

to provide less parking capacity which a knock-on effect of increasing demand will have leading to pressure on areas nearby to the individual regeneration.

14. There is no evidence to demonstrate that parking enforcement is fair, transparent, robust and evidence led.

15. There is no evidence to demonstrate that parking arrangements will be consistent around all transport hubs and Town Centres. What impact assessment has been carried out to ascertain the impact on local businesses resulting from the proposed change.

16. How will increasing parking charges around businesses support their growth?

17. What consultation or evidence gathering has been undertaken with the local business community in forming this strategy?

18. There is a lack of information on the worst congestion hotspots in the borough.

19. The report/recommendations should be more specific on how the strategy will improve air quality and improving road safety supported by evidence in each case

20. What are the incentive schemes to encourage residents to move away from using their car and own less polluting vehicles? There is no detail on where the money will come from to do this.

21. The outline proposals point to inconsistency of approach across the borough. It is unclear whether the report is proposing a one size fits all policy or tailor-made solutions.

22. Who will decide how each zone will be tailored to meet the needs of local people? If a zone is tailored made, how can it be consistent across the borough?

23. How will the council determine what is considered a commercial vehicle?

24. How will the targeting of overnight parking of business vehicles be addressed? How will it affect local businesses? What threshold would be applied (eg a BT Van or a Simply Flowers from Cranham van)?

25. There is insufficient evidence within the report to support the assertion that the proposals complement other strategic policies such as the Local Plan, Air Quality Action Plan, and the Joint Strategic Needs Assessment;

26. Where is the parking strategy within the Local Plan?

27. The Cabinet and members scrutinising such proposals should receive more

information and data relating to borough wide car journeys relating to travel to work, travel to study(schools and colleges).

28. The Parking Operation Plan should be prepared in draft form for consideration with the Parking Strategy.

29. Where is the evidence to demonstrate the level of out of borough commuter parking and where it is located?

30. What is the application criteria for a PSPO around schools and what are the viable alternatives to PSPOs?

31. Given that all new parking schemes have to be approved by ward councillors, what involvement will they have to any changes in their ward?

Highways Resurfacing Policy

- a) The report fails to demonstrate that the worst first roads and pavements have been determined when no account is taken of reactive repairs spend, advice from Area Liaison Officers who regularly inspect our streets, information from the CRM system, Ward Councillor views, complaints, insurance claims, footfall etc.
- b) The financial implications for the Highways Resurfacing Policy fail to demonstrate indicative projections for raising increased revenue to service borrowing and the timescales envisaged from the implementation of the proposals.
- c) There is a lack of detail on the capital and revenue costs resulting from the application of the Horizon system.
- d) Greater clarity needs to be demonstrated in the method of selecting priorities of the highways and footways to be repaired, particularly where a number of such highways and footways are in a similar condition.

Cllr Keith Darvill

Cllr Ray Morgon

Cllr Clarence Barrett

The image shows two handwritten signatures in black ink. The top signature is for Cllr Keith Darvill, and the bottom signature is for Cllr Ray Morgon. Both signatures are written in a cursive, flowing style.

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Summary of Cabinet Decision:

At its meeting on 12 December 2018, Cabinet made the following decisions in respect of the attached report:

- **Agreed** the Parking Strategy at Appendix A of the report;
- **Agreed** the Highways Resurfacing Policy at Appendix B of the report;
- **Delegated** to the Director of Neighbourhoods in consultation with the Lead Member for Environment authority to take all necessary steps to enable and complete the strategy documents including minor revisions to the Parking Strategy and the Highways Resurfacing Policy and the future introduction of the service Parking Operation Plan.

REASON FOR DECISION

In agreeing to adopt a parking strategy and a highways resurfacing policy, Cabinet has demonstrated a commitment to keeping Havering moving.

An adopted strategy and policy position will improve service delivery and provide the necessary strategic direction to deliver high quality and transparent services going forward.

ALTERNATIVE OPTIONS CONSIDERED

An alternative option would have been not agree a strategic or policy position. This was not recommended as it would compromise the ability to deliver the “Keep Havering Moving” agenda, particularly in light of increasing parking and highways pressures.

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CABINET

Subject Heading:

Keep Havering Moving – adoption of the Parking Strategy and the Highways Resurfacing Policy

Cabinet Member:

Cllr Osman Dervish

SLT Lead:

Director of Neighbourhoods

Report Author and contact details:

Dipti Patel Assistant Director Environment

Ollie Miller, Group Manager for Highways Traffic & Parking

Policy context:

This relates positively to helping deliver corporate ambitions and priorities for the Council

Financial summary:

The policy and strategy put forward for agreement do not in themselves create a financial issue

Is this a Key Decision?

(c) Significant effect on two or more Wards

When should this matter be reviewed?

Summer 2019 at relevant OSSC

Reviewing OSC:

Environment Overview and Scrutiny Sub Committee

The subject matter of this report deals with the following Council Objectives

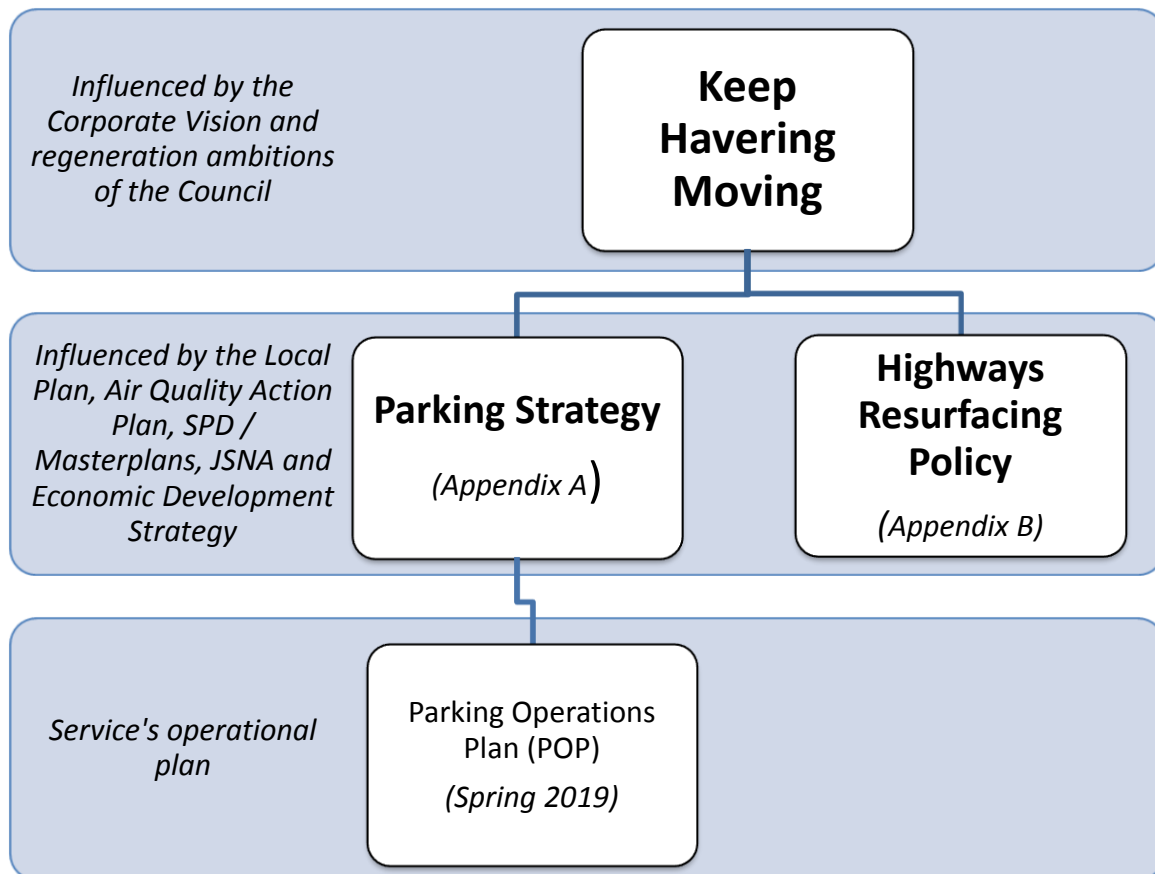
Communities making Havering	x
Places making Havering	x
Opportunities making Havering	x
Connections making Havering	x

SUMMARY

- 1.1 Everyone living, working or visiting Havering is affected to some degree by traffic, highways and parking. We need a well maintained highway network

and appropriate parking arrangements to Keep Havering moving which is vital for businesses, families and communities. Residents and visitors should be able to travel around the Borough quickly, safely and affordably now and in the future.

- 1.2 It is proposed that Cabinet agree a Parking Strategy and a Highways Resurfacing Policy, the strategic policy documents that will shape services and help to Keep Havering Moving over the coming years.
- 1.3 Keep Havering Moving is positively influenced by the Council's corporate vision and ambitions and the strategic documents contained within this report will help to deliver on that agenda. In time, additional policy strands may be developed to further support Keep Havering Moving.



RECOMMENDATIONS

2. That Cabinet:

- 2.1 Agree the Parking Strategy at Appendix A of this report;
- 2.2 Agree the Highways Resurfacing Policy at Appendix B of this report;
- 2.3 Delegate to the Director of Neighbourhoods in consultation with the Lead Member for Environment authority to take all necessary steps to enable and complete the strategy documents including minor revisions to the Parking Strategy and the Highways Resurfacing Policy and the future introduction of the service Parking Operation Plan.

REPORT DETAIL

3. Introduction and Background

- 3.1 Keeping Havering moving is vital for residents, businesses and communities. Residents tell us that congestion and in particular the general conditions of the local highways network are of increasing concern. The pace of new development/regeneration and pending completion of Crossrail alongside the increase in housing supply and economic growth responding to these changes is vital in respect of both parking and well maintained infrastructure.
- 3.2 We have listened to these concerns and now we are acting to safeguard the ability of residents and businesses to move efficiently around the Borough. This report highlights our approach and supports the future investment in improving roads and footways within the Borough.

4. Parking Strategy (Appendix A)

- 4.1 There are a range of challenges associated with the pace of new development in Havering, the continuing need to support local businesses and the predicted population and employment growth. This Parking Strategy - will enable Havering to positively respond to those challenges and deliver effective, safe parking management in the borough.
- 4.2 The scope of the Parking Strategy is broad, in part reflecting the complex and challenging linkages between parking and transport, environmental, economic, health and planning issues. Although the objectives and associated actions are focussed on what a parking service can deliver within its limited remit, it has been written with an awareness of and an intention to complement other strategic policies, such as the Local Plan, the Air Quality Action Plan, and the Joint Strategic Needs Assessment as well as the Mayor of London strategies such as the London Plan.

- 4.3 The Parking Strategy has been prepared with an understanding of the local context. A London borough but in many ways, not a typical London borough, it is important that the parking arrangements in Havering genuinely work to meet local needs. Consistency across boroughs can be of value to motorists but what works in other parts of London or in neighbouring Essex may not be appropriate for Havering. For this reason, the Strategy does not simply propose actions that other boroughs take, but it seeks to propose the adoption of best practice that suits Havering.
- 4.4 There are a unique set of contextual characteristics that combine in Havering that need to be carefully managed. Chief amongst them is that Havering is very large, with approximately 43 square miles making it the third largest London borough. Although a large and beautiful borough and its size is an asset to be proud of, that size brings with it an extensive and costly road network responsibility with over 700km of adopted roads and over 1,000km of footways to manage and maintain.
- 4.5 The other key contextual issue that the strategy needs to be mindful of is that car ownership levels in Havering are some of the highest in England. Over 75% of households have at least one car and nearly one third of households own at least two cars. The parking pressures that high car ownership levels place on what is a finite amount of available kerb space are significant and need to be well managed, as do the associated traffic implications.
- 4.6 Public transport connectivity is variable across the borough with some areas of very good and improving radial connections in to central London - particularly with the Elizabeth Line and the new Beam Park station. However, there are also some very limited connections for travelling north-south within the borough and pockets of the borough with very limited public transport options for any journeys.
- 4.7 The Parking Strategy sets out a number of strategic objectives (section 3) and indicates priorities of road users (section 4). Importantly, the strategy also highlights several specific areas of focus over the coming period to help deliver on those objectives. Measures that will be a focus are set out in section 5 of the Strategy and in the detailed action plan that is appended to the Strategy. The measures include:
- 4.7.1 Increased levels of controlled parking zone coverage around key commuter hubs, maximising available kerb space for local residents and supporting businesses while acting as an effective deterrent from out of borough drivers using Havering roads as a free commuter car park. Opportunities for free parking permits for blue badge holders and a one-off supply of visitor vouchers to residents in new zones will be considered to complement the schemes. Zones will be designed to maximise the amount of on street parking bays and – particularly near shops – include a shared provision for shoppers and residents.

- 4.7.2 Converting areas of grass verge to hardstanding to increase available parking provision. Areas with tight road networks and already oversubscribed parking provision will be prioritised and steps taken to ensure that any additional capacity is protected for resident use and not available for out of borough commuters.
- 4.7.3 Continuing to ensure parking arrangements are embedded in to existing and emerging regeneration and planning policies.
- 4.7.4 A continued focus on transparent, fair and intelligence led parking and traffic enforcement. Parking enforcement is always high profile and sensitive so an ongoing focus on delivering the very best service possible is important.
- 4.7.5 Actively pursuing opportunities to maximise the role parking and traffic management can play on local air quality and improving road safety.
- 4.7.6 A review of the way we charge for parking and the need for consistency and fairness across town centres.
- 4.8 The Parking Strategy is intentionally broad and high level in focus. The Parking Operations Plan will provide the operational detail for the parking service including procedural arrangements and will be available on the Council website upon completion in early Spring 2019.

5. Highways Resurfacing Policy (Appendix B)

- 5.1 Havering has the second largest highway network in London. Havering, in its capacity as the Highway Authority, has a statutory duty to maintain the public highway (Highways Act 1980 s41) but fulfilling that statutory duty with such an extensive highway network can be challenging and expensive.
- 5.2 Havering Council is set to make a significant investment in the highways asset for the benefit of the borough's residents. The investment will make a step-change in the condition of the highway network and help to keep Havering moving.
- 5.3 With finite levels of capital funding available, it is critical that any funding is spent in the most effective way possible to get the maximum benefit to the highway network. This policy sets out the objective by which locations for any available resurfacing investment will be determined - tackling roads and footways in most need.
- 5.4 Horizons is a web based mapping application which allows users to visualise, manage and optimise asset management strategies. The software package is based on a combination of Geographical Information Systems (GIS), Pavement Management and Asset Management systems. The software identifies and prioritises highway maintenance schemes, and

determines the cost implications of various treatments. It allows Havering to use locally defined remedial treatments and also allows users to specify additional criteria and triggers at which these treatments would be invoked. The “worse first approach” methodology has been applied within Horizon for determining which roads and pavements are repaired.

- 5.5 The outputted locations from Horizons are each checked on site by qualified engineers to ensure that the treatment type, extent etc. are taken in to account. Horizons may identify locations where the extents would need amending for traffic management and logistical purposes and these amendments are also able to be made before the works programmes are finalised.
- 5.6 The works programmes are finalised to the level of budget available but engineers may proactively inspect and price additional locations in priority order in case there is budget remaining. The policy document attached as Appendix two goes in to more detail. A summary flow chart of the process is also included below.
- 5.7 The Horizons set up is currently focused on addressing the worst condition roads and footways first to support the policy position. However, additional inputs can be utilised to give priority and weighting to various other factors should the Council wish in the future. Other inputs could include bus routes, school locations, complaints, reactive defect repairs. It is the intention of this policy to be used in its current state for three years so that its success can be reviewed and consideration given as to whether it continues to be the most appropriate method.

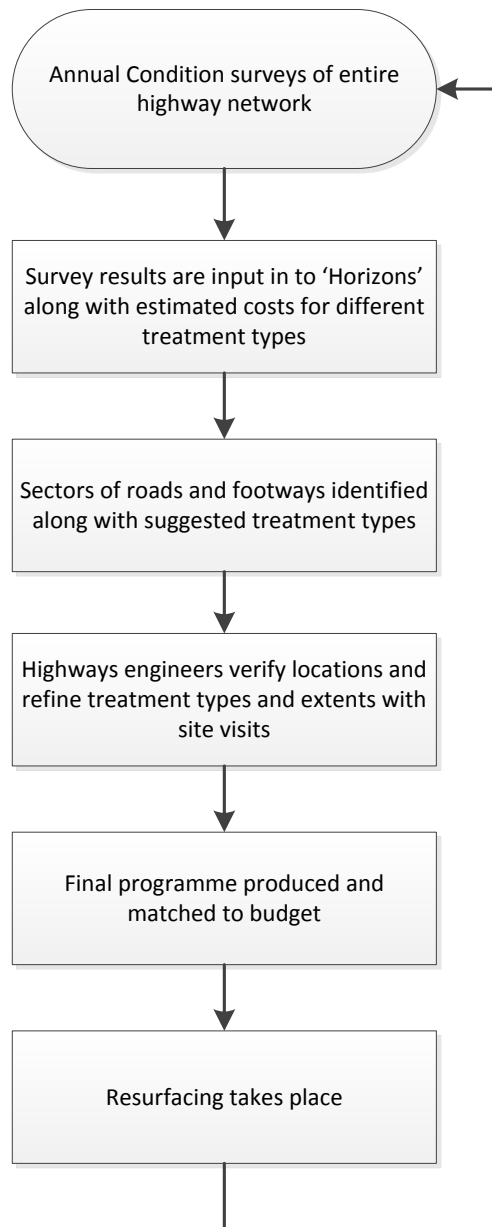


Figure 1: Summary of approach to identifying annual works programme

REASONS AND OPTIONS

6. Reasons for the decision:

- 6.1 By agreeing to adopt a parking strategy and a highways resurfacing policy, Cabinet will demonstrate a commitment to keeping Havering moving.
- 6.2 An adopted strategy and policy position will improve service delivery and provided the necessary strategic direction to deliver high quality and transparent services going forward.

7. Other options considered:

- 7.1 An alternative option is to not agree a strategic or policy position. This is not recommended as it would compromise the ability to deliver the keep Havering moving agenda, particularly in light of increasing parking and highways pressures.

IMPLICATIONS AND RISKS

8. Financial implications and risks

- 8.1 There are no specific financial risks associated with the highways resurfacing policy, which is seeking to set out an objective approach to spending available money on highways resurfacing and is not in itself a commitment to spend a particular amount. Any available capital funding should be sought to be spent as effectively as possible.
- 8.2 The aims and strategic objectives of the parking strategy do not in themselves have financial implications but deliverability of the actions set out in the action plan would be subject to available funding and would have individual executive decisions/ approval processes and it is via these that funding will need to be confirmed as available before proceeding further.

9. Legal implications and risks:

- 9.1 Cabinet are requested to adopt two strategies that relate to highways resurfacing policy and parking policy.
- 9.2 At paragraph 3.9 above Officers correctly state that responsibility to maintain the highways is a statutory function of the Council set out in section 41 of the Highways Act 1980. Officers request that Cabinet adopt a policy at paragraphs 2.2/ 2.3, which includes budget to fulfil the works requested within the policy. The policy recommends an approach that places and identifies the priority for capital maintenance of adopted highway based on condition.
- 9.3 The section 41 statutory duty is broad and it is considered that the strategy does assist the Council to meet the obligatory duties under the Highway Act 1980 to maintain the highways within the administrative area of Havering.
- 9.4 At paragraph 2.1 Officers request a parking strategy is adopted by Cabinet. The strategy includes a range of statutory instruments, such as the review

of controlled parking zones, parking operations plan, parking enforcement and review of charging arrangements.

9.5 The primary legislation which forms the basis of these mechanisms is to be found in the Road Traffic Regulation Act 1984 and the Traffic Management Act 2004. The Acts are supplemented by the Local Authorities Traffic Orders (procedure) (England and Wales) Regulations 1996. The legislation sets out the statutory process which the Council must adhere to prior to the amendment of traffic orders as may be necessitated by the introduction of the measures referred to above. Consultation is a requirement in the introduction of any new controlled parking zones review, parking enforcement and review of charging arrangements.

9.6 Officers are advised to contact legal for further advice once timeframes are known and the initial review has been undertaken. Members are correctly advised to adopt both of these strategy documents.

10. Human Resources implications and risks:

10.1 There is no HR implications or risks arising directly that impact on the Council's workforce by adopting both policies.

11. Equalities implications and risks:

11.1 Havering has a diverse community made up of many different groups and individuals. The council values diversity and believes it essential to understand and include the contributions, perspectives and experience that people from different backgrounds bring.

11.2 The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the council, when exercising its functions, to have due regard to:

11.2.1 the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;

11.2.2 the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;

11.2.3 foster good relations between those who have protected characteristics and those who do not.

11.3 Note: 'Protected characteristics' are: age, sex/gender, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

11.4 The council demonstrates its commitment to the Equality Act in its decision-making processes, the provision, procurement and

commissioning of its services, and employment practices concerning its workforce. In addition, the council is also committed to improving the quality of life and wellbeing of all Havering residents in respect of socio-economics and health determinants.

- 11.5 Equalities issues have been considered but a full EQIA is not necessary in support of this decision. In implementing the Highways Resurfacing Policy, there would be a positive impact for all residents overall but in terms of specific impacts on road users with protected characteristics; it would be disabled or less mobile users that will benefit most from improved road and footway surfaces, improving access for those vulnerable users. The parking strategy specifically prioritises disabled road users as the highest priority in developing its parking arrangements (chapter four of parking strategy)

BACKGROUND PAPERS

- Appendix A - Parking Strategy
- Appendix B - Highways Resurfacing Policy

DRAFT - Highways Resurfacing Policy

“Improving Havering’s highways with targeted resurfacing works”

Reason for Policy

The length of the highway network in Havering consists of 740km of carriageways (roads) and nearly 1,070km of footways, making it the second largest highway network in London. Havering, in its capacity as the Highway Authority, has a statutory duty to maintain the public highway (Highways Act 1980 s41) but fulfilling that statutory duty with such an extensive highway network can be challenging and expensive.

Havering Council is seeking to make a significant investment in the highways asset for the benefit of the borough's residents and make a step-change in the condition of its highway network.

With finite levels of capital funding available, it is critical that any funding is spent in the most effective way possible to get the maximum benefit to the highway network. This policy sets out an overtly objective method by which locations for any available resurfacing investment will be determined in tackling the roads and footways that need it most. This policy approach can be applied irrespective of levels of funding available but levels of improvement will depend on funding exceeding the rate of decline of the highways asset.

Background – 'Prevention is Better than Cure'

The majority of carriageways and footways within Havering were built within the last 100 years. Many of these were either constructed at the same time as part of large estate developments or are evolved roads (i.e. of minimal construction). The network roads are now all aging / deteriorating together at comparable rates and the reactive maintenance budgets are increasingly stretched as the network continues to age.

A review report commissioned by DfT and published in April 2012¹ emphasised that;

"local highway authorities should adopt the principle that 'prevention is better than cure' in determining the balance between structural, preventative and reactive maintenance activities in order to improve the resilience of the highway network and minimise the occurrence of potholes in the future".

Preventative and reactive maintenance budgets are very much linked. If there is an investment made via capital funding to carry out major resurfacing works on the highways asset, the future spend from maintenance budgets on that proportion on the renewed asset would significantly decrease. This highlights the maintenance savings that can be made with an increased proportion of the highway network in good condition.

¹ 'Prevention better than cure; potholes review', HMEP, DfT, 2012

Approach to Managing the Highways Asset – using the ‘Worst-first Strategy’

A strategy focussed on replacing the carriageways and footways in the worst condition first would entail targeting those carriageways and footways that are deemed to be at the end of their useful life cycle and help address the significant backlog. The steps are set out below but a summary diagram is included in Appendix One.

Figure one below is an illustrative example (based on real highways data but not Havering) to demonstrate the impact of a worst-first strategy on the condition of the highway assets over time. A worst-first strategy would reduce those assets identified within the ‘very poor’ and ‘poor’ categories and increase the proportion of the highway that is either ‘good’ or ‘very good’.

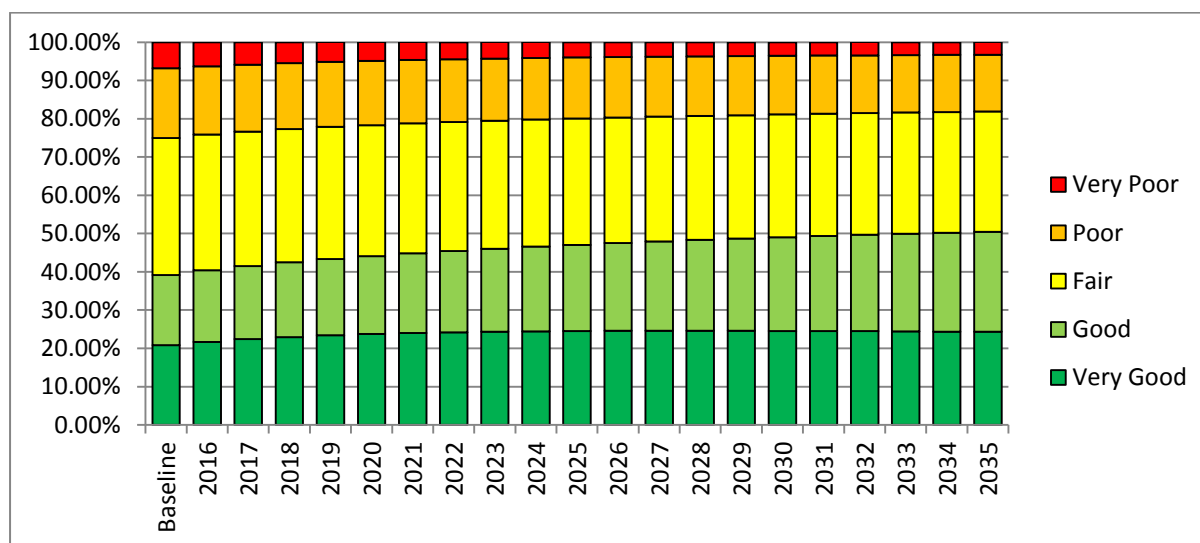


Figure 1: Worst-first Strategy

With annual borough-wide condition surveys planned, it will become increasingly realistic for the Council to map out and forecast the degradation and lifespan of its own highways network and review this policy approach in future years but the worst-first strategy is most appropriate for now.

Making use of ‘Horizons’ to Objectively Deliver the ‘worst-first’ Strategy

During Havering’s Highways Asset Management planning a need was identified for a more overtly objective approach to identifying and prioritising capital spending. Horizons is a web based mapping application which allows users to visualise, manage and optimise asset management strategies. The software package is based on a combination of GIS, Pavement Management and Asset Management systems.

The software identifies and prioritises highway maintenance schemes, and determines the cost implications of various treatments. It allows Havering to use locally defined remedial treatments and

also allows users to specify additional criteria and triggers at which these treatments would be invoked should it so wish.

UKPMS (United Kingdom Pavement Management System) survey data - collected by Havering in accordance with industry best practice - is entered into Horizons.

Condition is the primary driver when determining a programme of remedial works. However, Horizons is able to take account of additional local factors when managing the local highway network (e.g. proximity to shops, schools, bus routes etc.) which can be considered whenever this policy is reviewed and refined.

Footway and carriageway treatment groups / approximate costs / treatment life spans.

To enable Horizons to be able to come up with meaningful works plans all current resurfacing treatment types that are currently carried out in Havering have been included. These treatments are:

Footway treatments;

- Renew existing asphalt footway.
- Renew existing block work footway.
- Slurry seal exiting asphalt footway.
- Convert existing ASP to asphalt.
- Convert existing concrete footways to asphalt.

Carriageway treatments;

- Resurface existing carriageway to a depth of 100mm.
- Resurface existing carriageway to a depth of 50mm and install glass grid over high stressed areas to prevent joint failures.
- Resurface existing carriageway to a depth of 40mm.
- Surface treat existing carriageway with micro asphalt.
- Surface treat existing carriageway with surface dressing.

Not all treatments are suitable for all classifications of roads and footways, so a set of rules has been written within Horizons to make the treatment selection process more accurate (e.g. it would only consider surface dressing within the rural network). The current rule set can be further developed year upon year as the selected treatment sets suggested by Horizons are validated.

The approximate cost of each treatment (per square metre) has been uploaded into Horizons to enable an annual works programme to be produced based on the budgets available.

Horizons Outputs - Draft Works Programmes

Delivery of the works programme is the tangible outcome of the asset management planning process. The process to develop a works programme for maintenance and renewal of highway infrastructure assets comprises the identification, prioritisation, optimisation, programming and delivery of individual schemes.

On-site Validation – Finalisation of Works Programmes

Although the aforementioned process creates a works programme, individual locations still need to be validated on site by suitably qualified and experienced engineers as other local factors that can not be inputted into Horizons may necessitate change to the suggested treatment and hence the cost.

- On site factors not available for Horizons to consider, such as insufficient kerb height in a road to allow microsurfacing to be applied, or there are high stress junctions where joints would require glass grid application to prevent a shortened life span of the treatment.
- Cost efficiencies on getting works into a higher banding within the schedule of rates
- Specialist contractor's e.g. surface dressing, may be more cost effective to surface dress more roads than suggested within a certain programme as this would reduce future set-up costs.
- Ability to test new methods / materials as they become available to solve specific issues
- High level of statutory undertakers within Havering can affect the programme of works.
- Regeneration works / future planned developments may affect the programme of works.

As more condition surveys are undertaken and more asset information is inputted into Horizons, the level of validation required to draft works programmes will decrease. Any such changes made to the works programmes produced by Horizons will be well documented and made available for scrutiny.

Works undertaken

With a works programme agreed, the Council will work with contractors to deliver the agreed resurfacing on time and to budget within the planned year. Engineers will closely supervise contractors to ensure high quality and value for money.

Policy Review

This policy will be in place until such time as it is deemed necessary to amend but the input options and priorities will be reviewed after three years, which will be sufficient time to measure success of the approach.

Appendix one – Summary of policy approach

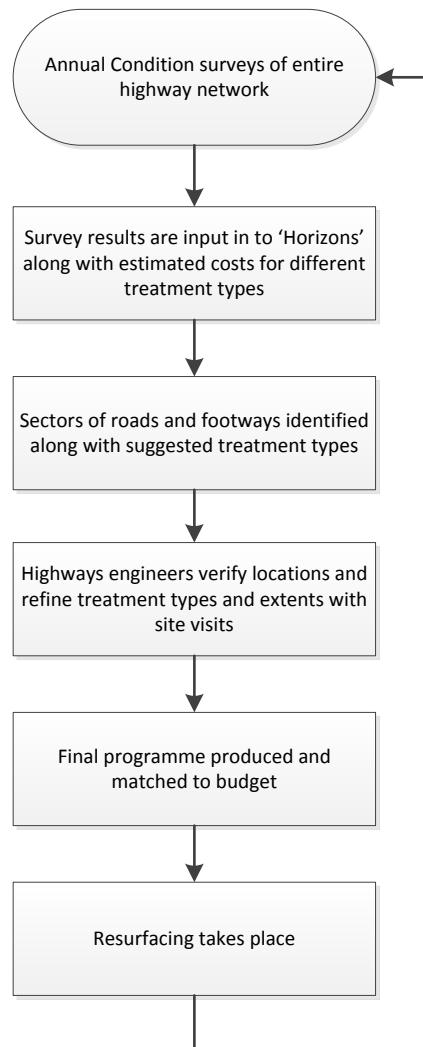


Figure 2: Summary of approach to identifying annual works programme

DRAFT Parking Strategy 2018

Making a Positive Contribution to Keeping
Havering Moving

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Forward by Cabinet Member for Environment...

To be written following agreement to adopt...

1. Ambition

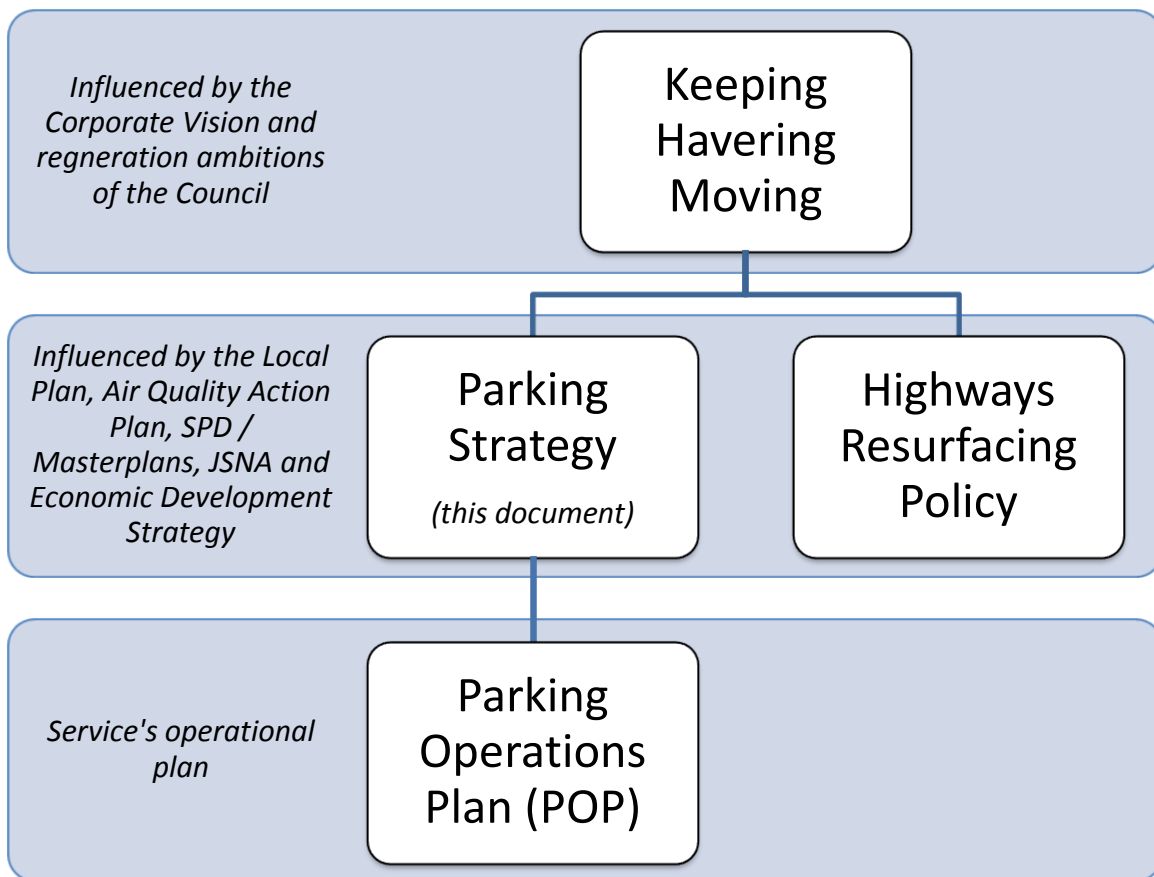
"Our ambition is to deliver parking services in a way that makes a positive contribution to keeping Havering moving"

2. Introduction

Everyone living, working or visiting the London Borough of Havering is affected to some degree by parking. The successful and safe movement of people and goods is critical to the vitality of Havering and to the well-being of residents, as well as existing and prospective businesses and visitors.

There are a range of challenges associated with the pace of new development in Havering, the continuing need to support local businesses and the predicted population and employment growth. This Parking Strategy - along with the emerging Parking Operational Plan (POP) - will enable Havering to positively respond to those challenges and deliver effective, safe parking management in the borough.

The scope of the Parking Strategy is necessarily broad, in part reflecting the complex and challenging linkages between parking and transport, environmental, economic, health and planning issues. Although the objectives and associated actions are focussed on what a parking service can deliver within its limited remit, it has been written with an awareness of and an intention to complement other strategic policies, such as the Local Plan, the Air Quality Action Plan, and the Joint Strategic Needs Assessment as well as Mayoral strategies such as the London Plan.



2.1 Delivering within a 'Havering Specific' Context

The Parking Strategy has been prepared with an understanding of the local context here in the London Borough of Havering. A London borough but in many ways, not a typical London borough, it is important that the parking arrangements in Havering work to meet local needs. Consistency across boroughs can be of value to motorists but what works in other parts of London or in neighbouring Essex may not be most appropriate for Havering. For this reason, the Strategy does not simply propose actions that other boroughs take, but it seeks to propose the adoption of best practice that best suits Havering.

There are a unique set of contextual characteristics that combine in Havering that need to be carefully managed. Chief amongst them is that Havering is very large, with approximately 43 square miles making it the third largest London borough. Although a large and beautiful borough and its size is an asset to be proud of, that size brings with it an extensive and costly road network responsibility with over 700km of adopted roads and over 1,000km of footways to manage and maintain.

The other key contextual issue that the strategy needs to be mindful of is that car ownership levels in Havering are some of the highest in England. Over 75% of households have at least one car and nearly one third of households own at least two cars. The parking pressures that high car ownership levels place on what is a

finite amount of available kerb space are significant and need to be well managed, as do the associated traffic implications.

Public transport connectivity is variable across the borough with some areas of very good and improving radial connections in to central London - particularly with the Elizabeth Line and the new Beam Park station. However, there are also some very limited connections for travelling north-south within the borough and pockets of the borough with very limited public transport options for any journeys.

2.2 Delivering within the wider Statutory Context

There is a range of statutory instruments in place that the Council must adhere to when delivering its parking arrangements and the actions that flow from this Strategy have been developed within that context. The Council has freedom to manage parking arrangements on its streets how it wishes but any arrangements need to be legal and follow all statutory guidance.

The primary legislation that gives powers to and governs local authority parking management include the Road Traffic regulation Act 1984 and the Traffic Management Act 2004, which is supported by statutory and operational guidance issued by the Department for Transport (DfT).

Other relevant statutory regulations and legislation includes the Traffic Signs Regulations and General Directions (TSRGD) 2016, which dictates design requirements for signage, bay markings etc.

3. Strategic Objectives

This strategy has been prepared to positively contribute to a number of strategic objectives with consideration given to relevant local, regional and national drivers. The management of parking cannot deliver all of these objectives by itself but, parking does have an important role to play in delivering a wider agenda and keeping Havering moving.

1. **Keep Havering Moving** - Smoothing of traffic flow and reducing congestion in conjunction with other related Council services
2. **Improving air quality** - linking across the Council to the Air Quality Action Plan and other initiatives
3. **Improving the health of residents** - Encouraging and enabling a positive choice away from private cars with better developed provision of more sustainable and active means of transport. Exploring incentive schemes to promote, less polluting vehicles
4. **Improvement of road safety** - targeting key locations where there may be an accident history together with locations such as schools or medical facilities where people are more vulnerable.

5. **Supporting regeneration while protecting local residents** - Balancing the demand for parking from new developments whilst maintaining parking for existing local residents
6. **Deliver excellent customer service** - Utilise advances in technology to provide good and efficient customer service as the borough grows
7. **Support local business growth** – particularly supporting local traders and small businesses
8. **A high quality parking enforcement service**- Provision of a fair, robust, proportionate, efficient, responsive and transparent enforcement service

4. Prioritising Road Users

This Strategy recognises that local needs, expectations and characteristics may require variance from the priority ranking identified. However the hierarchy of road users in relation to the use of available kerb space, will always be the reference point for the development of parking arrangements to support the strategic objectives set out in this Strategy.

1. Those with a disability (residents prioritised over non-residents),
2. Local residents
3. Priority care workers
4. Local business essential servicing
5. Short stay visitor (including shoppers)
6. Long stay visitor (including shoppers)
7. Long stay commuter

5. Strategic Focus - what we need to prioritise now

This Strategy sets out the primary focus of the work that the Service will focus on in the future. Some of these are already being done and will continue to be focused on, others are new, but all are important to delivering the strategy. To complement the strategy a Parking Operations Plan is currently being developed to address the operational aspects for the Parking Service.

The action plan in appendix one provides more detailed information but a brief summary of key actions is set out below.

5.1 Controlled Parking Zone coverage

Controlled Parking Zones (CPZs) are a powerful tool and can be extremely efficient in protecting local kerb space for local people and preventing borough roads from becoming a free car park for commuters from outside the area. An increase in CPZ coverage across the borough is needed, protecting local residents and businesses, supporting regeneration and discouraging commuter 'rail-heading'.

Each zone's design will be tailored to suit the needs of the specific area but the overall approach will be consistent between zones. All available kerb-space within a ten minute (one kilometre) walking distance of a station or town centre will be controlled for the benefit of residents to reduce the attractiveness of commuters using Havering roads to park and commute. Zones will also be designed to be future proof to protect those areas that may not currently experience parking pressure from allowing that pressure to build in the future. This will remove the need for continual revisiting of arrangements.

When reviewing or introducing CPZs, the Council may explore options as to how commercial vehicles parked on Havering roads could be addressed.

Clearly signed controlled parking zones will also reduce non-residential drivers driving around residential areas for long periods looking for available parking provisions.

The parking zones and other on-street restrictions can also be viewed in advance on the Havering Council website, enabling drivers to better plan any journeys and reduce idling and congestion that can happen when searching for available parking space.

An illustrative map of the borough's current levels of CPZ coverage and locations of car parks is shown in Figure One.

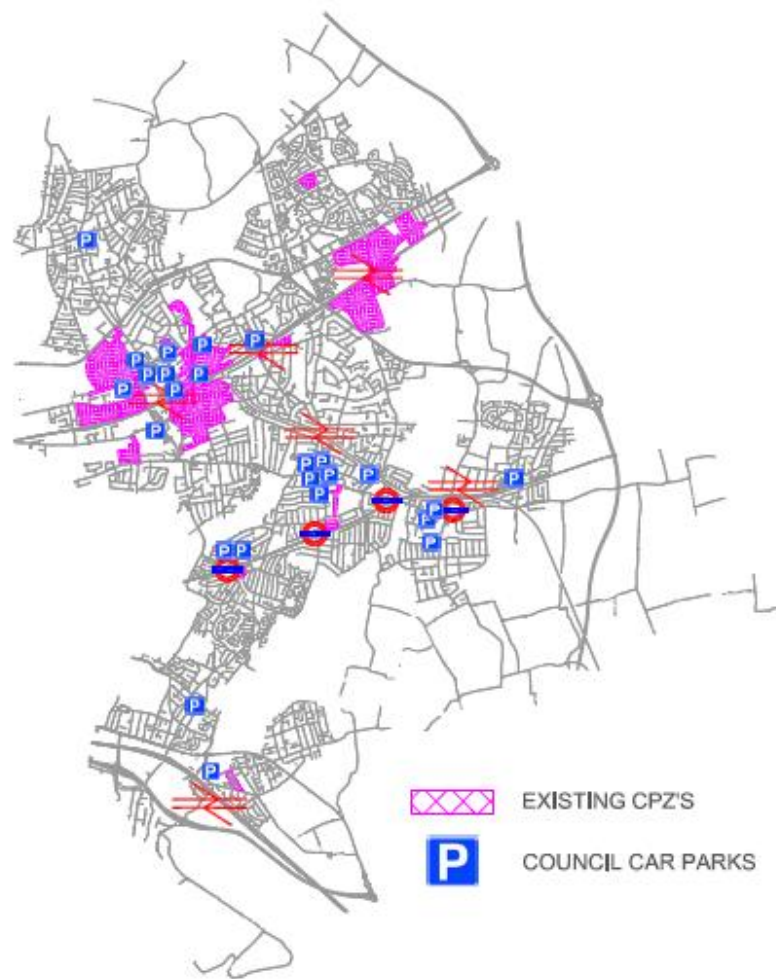


Figure One – Existing CPZ coverage

Figure Two, which is not intended to show every street but demonstrates the scope for a step change in the scale of protection that will be afforded to residents near commuter hubs compared to the existing provision shown in Figure One.

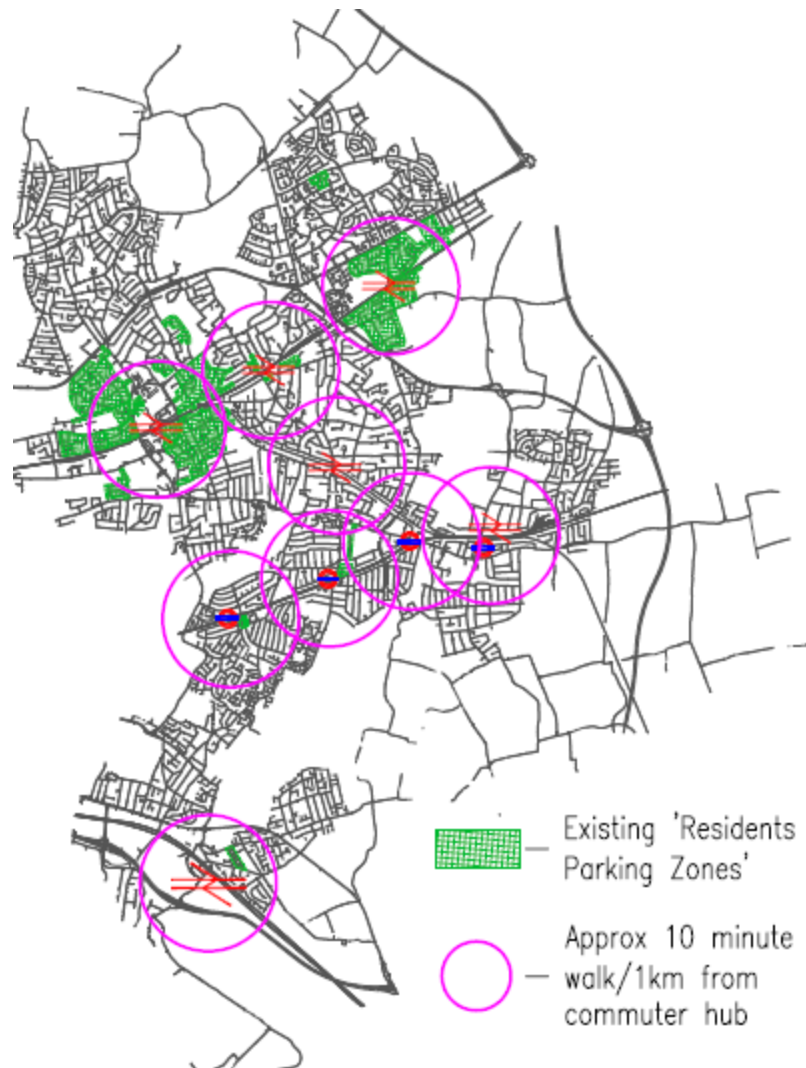


Figure Two – Potential CPZ coverage

5.2 Conversion of verges to hardstanding

In certain areas of the borough (e.g. parts of Harold Hill) the existing road layout, which may have been appropriate at the time the estates were created, now see the existing on street parking provision oversubscribed. In some cases this has led to inconsiderate and dangerous parking and has impacted upon local community cohesion.

To address this issue, sections of communal grasses and grassed verges will be targeted for replacement by hardstanding to increase parking availability (Harlesden Close is a recent example of where this type of verge conversion has proved successful).

Any new hardstanding will be linked to areas with new or existing CPZs to ensure that the additional provision is exclusively for local residents.

5.3 Integrate parking into masterplans etc.

Parking has already been a major consideration when the submitted Local Plan was written over recent years. While planning policies primarily 'bite' when a planning application is being considered, there is also a suite of other emerging area-based masterplans and strategies that will effectively 'set out our stall' in terms of the regeneration the borough wants and needs. The Council will ensure that parking design feeds positively in to those documents.

5.4 Appropriate and transparent enforcement

The deployment of enforcement resources will be "intelligence led" whilst seeking to strike a balance between achieving an acceptable standard of compliance in CPZs, car parks and being responsive to local problems and concerns.

Enforcement of new and existing moving traffic contraventions, bus lanes and yellow box junctions will be sensible and carried out in a way that is highly visible and supported by good communications. There are significant air quality benefits to enforcing bus lanes in particular, and road safety benefits from enforcing moving traffic offences such as banned dangerous turns and one way streets.

5.5 Clean air for healthy lives

The management of parking arrangements will not by itself be able to deliver vastly improved air quality but by introducing a suite of reasonable additional measures, and having air quality at the forefront of thinking when carrying out related work, parking can support the wider work and ambition of the Council's Air Quality Action Plan.

Also, the expanded CPZ coverage will encourage less commuters travelling by car from out of the borough, reducing car use and improving local air quality.

5.6 Road Safety

Road safety is of paramount importance and the Council is continuously seeking opportunities to improve road safety across Havering. With the fastest growing child population in London (JSNA fig. 12), this vulnerable group needs particular attention and the Council's parking operations can help.

Parking arrangements around schools will be necessarily robust. All 'School Keep Clear' markings at infant, junior and primary schools within the borough will have a uniform time of operation of Monday to Friday, 8am to 5pm so the space outside schools is kept free from parked vehicles and children can be seen more easily. The period these times cover will also assist in ensuring sensible and safe parking at events outside of school hours such as 'breakfast' and 'after school' clubs. School Keep Clear areas will be robustly enforced to ensure high levels of compliance.

There are Public Space Protection Orders (PSPOs) in places around a number of local primary and infant schools to prevent illegal behaviour when dropping off and picking up children. A PSPO has been shown to be an effective, yet costly option and is not appropriate at all schools so will be considered against application criteria and in the round with alternative mechanisms that could deliver similar outcomes.

Viable alternative options to a PSPO are actively being considered and will continue, to try and tackle the ever increasing parking pressure outside schools.

5.7 Review of Charging Arrangements

Reviewing parking charges will carefully consider the needs of local residents and businesses to maintain vitality and viability of Town Centres.

Factors influencing the introduction or revision of parking charges include:

- Supply, demand and the value of a parking space on the public highway or in an off-street Council owned car park (private car park pricing should be considered)
- A vehicle's impact on congestion, road safety, local air quality and climate change
- Bench marking with other London authorities and consistency across Havering's town centres

Parking charges should generally be applied consistently across the Borough for on and off-street parking space, and should take into account the availability of unrestricted carriageway

Charges will reflect on-street demand and turnover of spaces in a way that best supports local businesses whilst discouraging long-stay parking.

Recognising economic pressures on local businesses, free parking may be offered at certain locations and/or at certain times within controlled areas. This will generally be restricted to shorter periods outside town centres.

Changes to parking charges will be communicated in a clear and transparent way that explains the rationale behind changes.

6. Costs of Delivery

It is possible and indeed common throughout London that more money will be received from delivering an efficient parking service than it costs the Council in delivering that service. In that case, any surplus monies are legally required to be reinvested in to transport related spending.

In Havering, any financial surplus will typically be spent improving the condition of the borough's roads and footways but can also contribute towards the costs of concessionary fares (bus passes) for the borough's elderly and disabled residents. The Parking Service's financial position will be determined annually and published on the Council website.

7. Appendix One - Action Plan

Action	What we'll do	Objectives	Why we'll do it	Risk/Priority
<p>Rollout of Controlled Parking Zones around commuter hubs</p> <p><i>(introduced by Summer 2020)</i></p>	<p>Increase the proportion of the road network where parking controls are in place. Prioritisation will be on areas generally within a 10 minute walk around transport hubs with opportunities to standardise hours of operation considered. Existing zones will be reviewed and amended as part of this exercise. Designs will be tailored depending on the pressures in the areas but the ability for residents, businesses and their visitors to park safely and easily on-street will be prioritised over yellow line restrictions which prevents all parking.</p> <p>It is not only the immediate locations with current parking pressures but zones will be designed to future proof a location so that parking pressures and poor parking behaviour do not build. This will remove the need for continual revisiting of arrangements.</p> <p>Smaller scale schemes which disproportionately use significant staffing and financial resources with limited impact will be de-prioritised.</p> <p>The use of borough roads for overnight parking of business vehicles (such as utility company vans) will seek to be addressed in a way that benefits and prioritises kerbspace for residents.</p>	<ul style="list-style-type: none"> • Keep Havering Moving • Improving air quality • Improving the health of residents • Improvement of road safety • Supporting regeneration while protecting local residents 	<p>To discourage commuters from parking for free in local streets and taking advantage of Havering's transport hubs to reduce demand on the road network and help ease congestion.</p> <p>Reduced car use will have a positive impact on air quality and links well with the ambitions of the AQAP.</p> <p>Encouraging a positive choice away from private cars with better developed provision of more sustainable and active means of transport.</p> <p>Controlled Parking Zones can be designed to positively address associated road safety issues with sight lines, access, and speeding.</p>	Medium/High

Action	What we'll do	Objectives	Why we'll do it	Risk/Priority
<p>Incorporate parking design ambitions in to emerging planning policies, regeneration strategies, masterplans and SPDs.</p> <p><i>(Ongoing and forever)</i></p>	<p>Engage across the Council to ensure that wherever relevant, on street parking provision is considered and the Council's ambitions are set out.</p>	<ul style="list-style-type: none"> Supporting regeneration while protecting local residents 	<p>while planning policies primarily 'bite' when a planning application is being considered, there are a suite of other emerging masterplans and strategies that will effectively 'set out our stall' in terms of the regeneration the borough wants so parking design will feed positively in to those documents.</p>	Low/High
<p>Robust, transparent, effective parking and traffic enforcement</p> <p><i>(Ongoing and forever)</i></p>	<p>Any new or existing parking or moving traffic restrictions (e.g. banned turns) will be enforced</p> <p>Enforcement will include civil enforcement officers patrolling, as well as fixed and re-locate cameras enforcing moving traffic offences such as banned turns, bus lanes, and yellow box junctions.</p> <p>The aim of all enforcement activities will be to boost compliance, improve driver behaviour, smooth traffic flow, and aid road safety.</p>	<ul style="list-style-type: none"> Improvement of road safety Keep Havering Moving Improving air quality 	<p>The enforcement of contraventions will boost road safety for all road users including pedestrians.</p> <p>Improved driver behaviours resulting from enforcement will positively contribute to smoothing traffic flow and easing congestion.</p> <p>Smoothing traffic flow will have a significant positive impact on local air quality.</p>	Low/Medium

Action	What we'll do	Objectives	Why we'll do it	Risk/Priority
<p>Creation of additional parking capacity by the conversion of selected green spaces and verges to hard standing.</p> <p><i>(Over the next 4 years subject to funding)</i></p>	<p>In targeted areas - such as Harold Hill - where the on street pressure is most acute, the Council will seek to replace areas of communal green space and verges with hard standing, creating additional parking provision.</p> <p>To ensure that additional provision is for the use of local residents, verge conversion will only be considered in existing CPZs or implemented along with new CPZs. Areas of unrestricted parking will not be appropriate for these new areas of hardstanding.</p> <p>Drainage capacity and the location of underground utilities will be considered when targeting areas to get maximum benefit as costs can vary significantly.</p>	<ul style="list-style-type: none"> • Keep Havering Moving • Improvement of road safety • Delivering excellent customer service • Supporting regeneration while protecting local residents 	<p>Improved parking provisions will smooth traffic flow, particularly where roads are narrow.</p> <p>Additional parking will reduce the pressure on junctions and bends.</p> <p>Converting verges to parking spaces is regularly requested, it will demonstrate to residents that Havering listens and responds to their needs.</p> <p>The CPZs implemented to accompany any new provision will ensure that existing local residents are prioritised and protected from any increase in parking demand associated with future regeneration.</p>	Medium/ Medium
<p>Introduce a Parking Operations Plan (POP)</p> <p><i>(Spring 2019)</i></p>	<p>There is a need to set out the Council's operational approach to a variety of parking related matters</p> <p>Not all parking matters are strategic so need not be in this Parking Strategy but an effective Operations Plan would give direction to officers and comfort to residents.</p> <p>Operational issues to be addressed would include a review of the waive criteria used to determine PCN appeals, an approach to dealing with parking on private forecourts, an approach to vehicle crossovers, and methods for reviewing fees and charges.</p>	<ul style="list-style-type: none"> • All 8 objectives set out within this Parking Strategy 	<p>As well as meeting the 8 objectives within this strategy, the POP will link well across the wider Council agenda to the related AQAP, JSNA, Local Plan, Economic Development Strategy, etc.</p>	Medium/High

Action	What we'll do	Objectives	Why we'll do it	Risk/Priority
<p>Detailed research in to the parking habits and behaviours in Havering</p> <p><i>(ongoing and forever)</i></p>	<p>Through detailed research in to parking habits in Havering, targeted and effective parking interventions will be possible.</p> <p>Some research is available and proved very useful in shaping the Local Plan but with constantly changing demographics and regeneration, it will be important to continuously review and keep up to date with the reality 'on the street'.</p>	<ul style="list-style-type: none"> Keeping Havering Moving Supporting regeneration while protecting local residents 	<p>Continually refreshing/revising evidence as to the trends on borough roads will enable the Council to make informed decisions and measure the impact of policies.</p> <p>With fast paced regeneration being delivered over the coming years, up to date evidence to inform decisions will be very valuable.</p>	Low/Medium
<p>Review PCN banding and progress any request for amendment via London Councils.</p> <p><i>(Submission to London Councils TEC in late 2018. Possible GLA and Secretary of State approval by December 2019)</i></p>	<p>PCN fine amounts vary across London depending on whether the offence occurred in Band A or Band B areas, with Band A said to reflect areas of higher parking pressure so a higher fine is warranted to encourage compliance.</p> <p>As an example, parking illegally on a yellow line in a Band A location would cost £130 while in a Band B location, the same offence would cost £110.</p> <p>Within Havering, only Romford town centre is Band A but this has not been reviewed in many years. The pace of development and the various regeneration and opportunity areas in the borough outside Romford warrant exploration as to whether re-banding is appropriate.</p> <p>An evidence based request would need to be made to London Councils, with sign-off required by the GLA and the Secretary of State for Transport.</p>	<ul style="list-style-type: none"> Keeping Havering Moving A high quality parking enforcement service 	<p>If progressed, this could further encourage for drivers to comply and park legally without need for additional enforcement.</p> <p>The aim of enforcement is for there to be increasing levels of compliance and re-banding certain areas of Band B to Band A will further help deliver higher compliance</p>	Medium/High

Action	What we'll do	Objectives	Why we'll do it	Risk/Priority
Review of Charging Arrangements <i>(changes introduced from April 2019)</i>	<p>When reviewing parking charges we will carefully consider the needs of local residents and businesses to maintain vitality and viability of Town Centres.</p> <p>Review will seek a consistent approaches to charging in the various town centres in the borough, including the approach and availability of P&D machines.</p>	<ul style="list-style-type: none"> • Support local business growth • Improving air quality 	Parking charges will reflect on-street demand and turnover of spaces in a way that best supports local businesses whilst discouraging long-stay parking.	Medium/ Medium

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