



## 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**

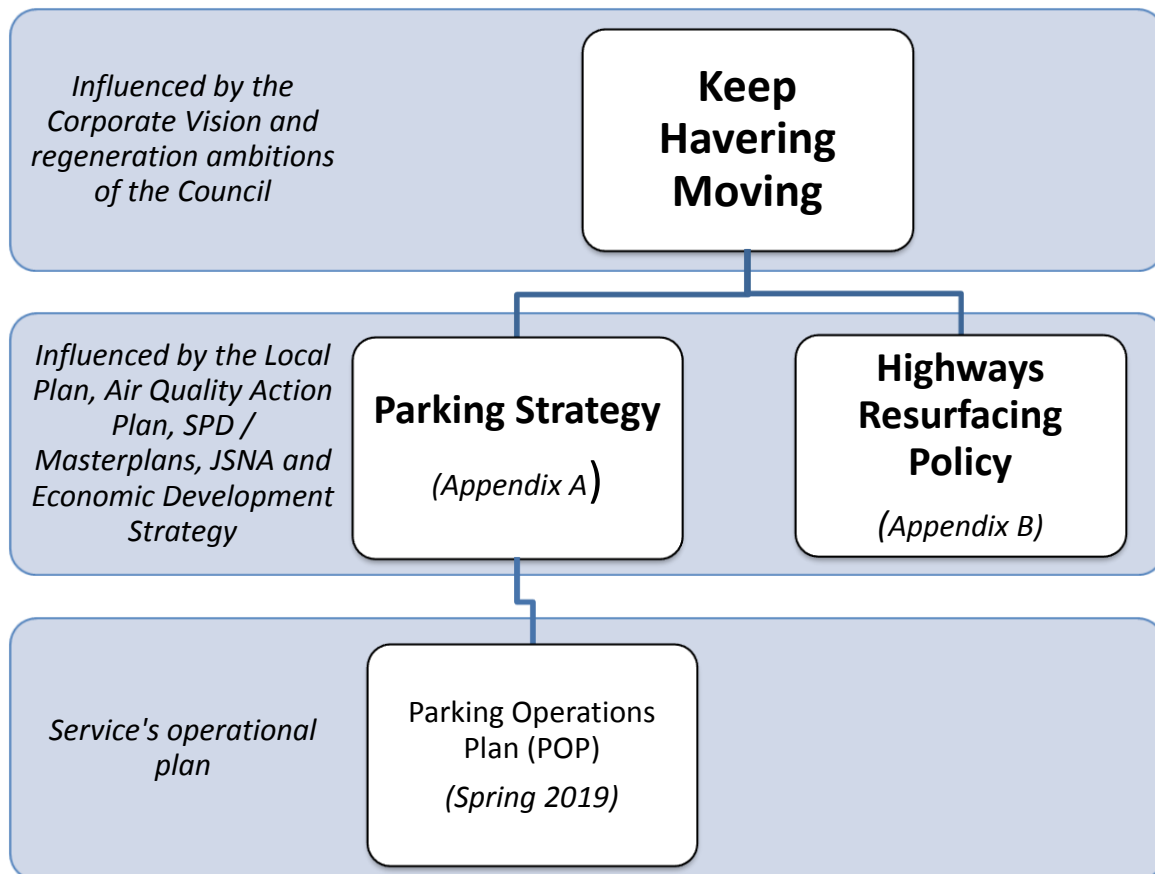
Communities making Havering	x
Places making Havering	x
Opportunities making Havering	x
Connections making Havering	x

**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.

## **Cabinet, 12 December 2018**

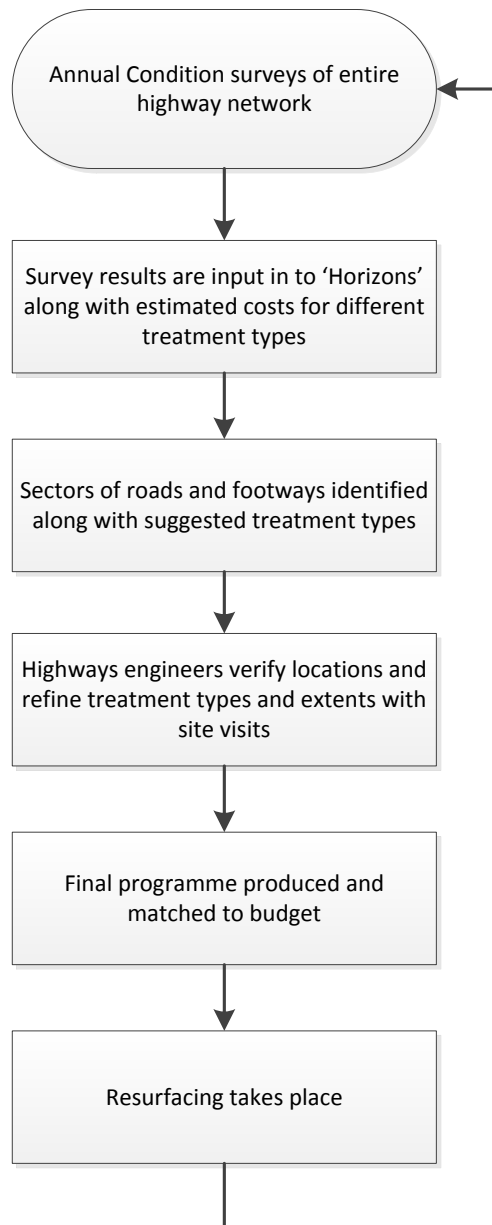
- 4.7.2 Converting areas of grass verge to hardstanding to increase available parking provision. Areas with tight road networks and already oversubscribed parking provision will be prioritised and steps taken to ensure that any additional capacity is protected for resident use and not available for out 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**

None

**Appendices:**

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