

LONDON BOROUGH OF HAVERING

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

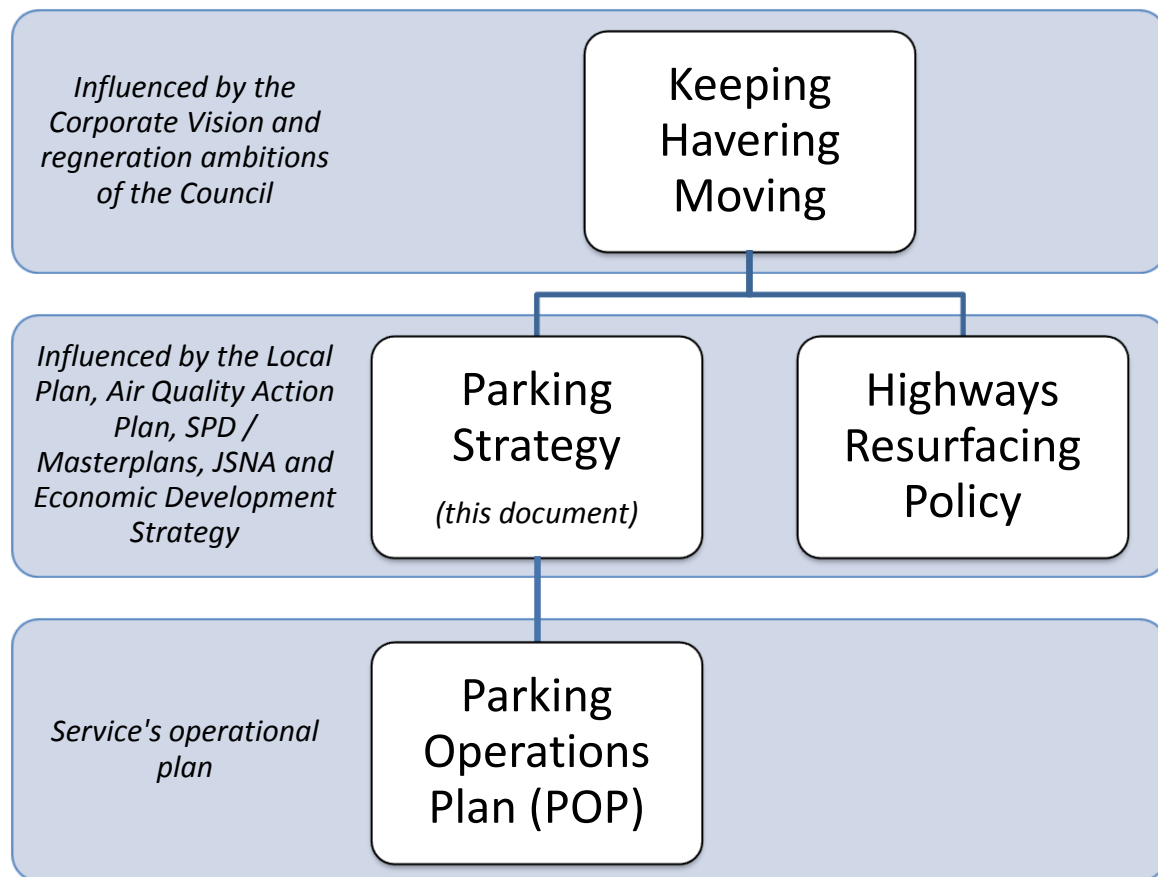
"Our ambition is to deliver parking services in a way that makes a positive contribution to keeping Havering moving"

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.

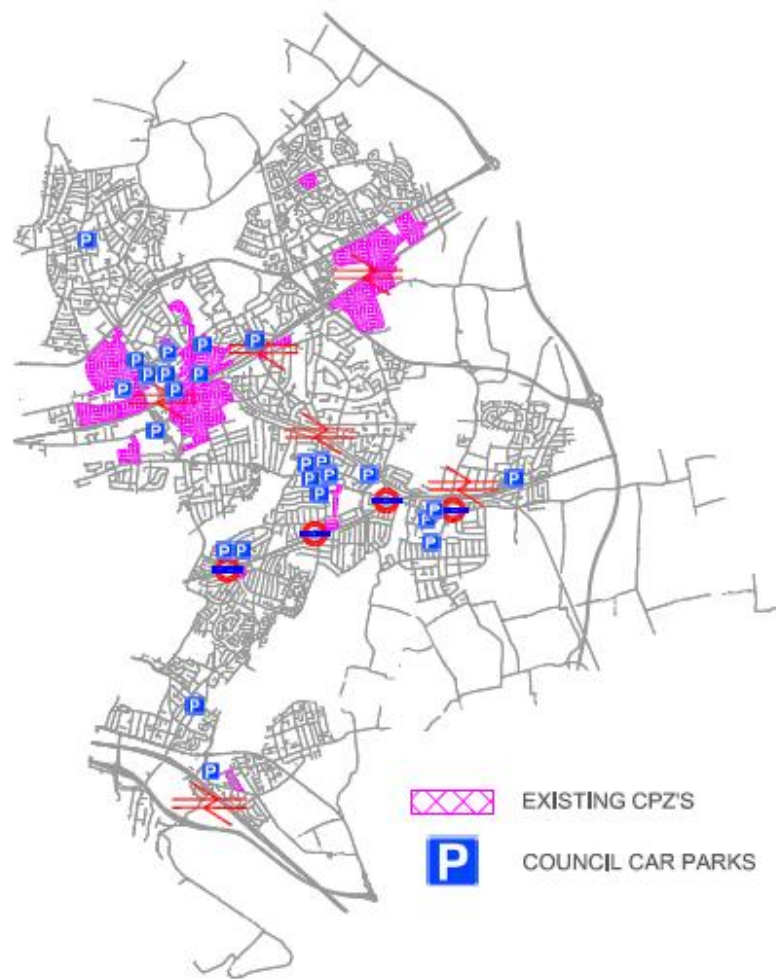


Figure One – Existing CPZ coverage

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.

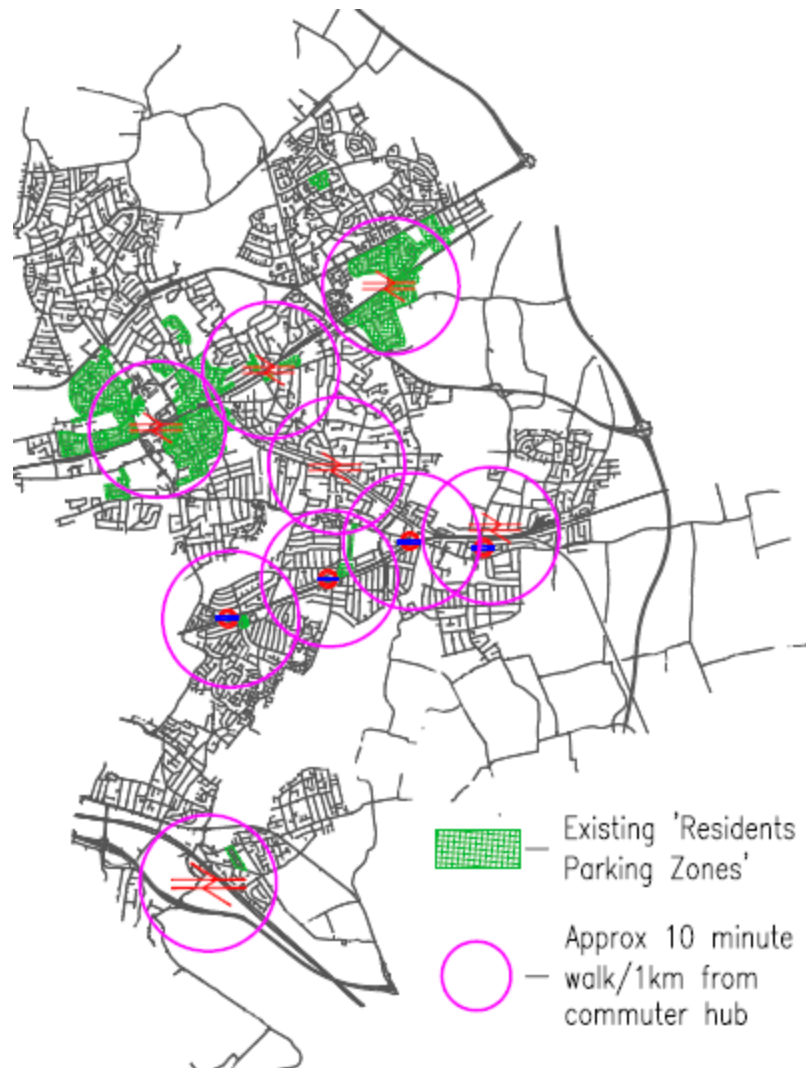


Figure Two – Potential CPZ coverage

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