

## **HIGHWAYS ADVISORY COMMITTEE**

**15 January 2019**

<b>Subject Heading:</b>	<b>Proposed traffic and parking improvements in Petersfield Avenue, Harold Wood</b>
<b>SLT Lead:</b>	<b>Dipti Patel Assistant Director of Environment</b>
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<b>Policy context:</b>	<b>Havering Local Development Framework (2008). Havering Local Implementation Plan 2018/19 Delivery Plan.</b>
<b>Financial summary:</b>	<b>The estimated cost of £0.063m for implementation will be met by Transport for London through the Local Implementation Plan bid allocated to the borough for 2018/19 (A2915).</b>

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

Communities making Havering	[ x ]
Places making Havering	[ x ]
Opportunities making Havering	[ ]
Connections making Havering	[ x ]

## SUMMARY

This report sets out the responses to a consultation relating to improving traffic flow and parking in Petersfield Avenue, Harold Hill. The proposals involve provisions of 12 parking bays to operate by Pay & Display, 20 free parking bays at rear side of the shops for residents of the flats and a new zebra crossing for pedestrians. The proposals are included in appendix 2 of this report. It further seeks recommendations that the proposals be implemented.

The scheme lies within **Gooshays** Ward.

## RECOMMENDATIONS

1. That the Committee having considered the report and the representations made recommends to the Cabinet Member for Environment in consultation with Leader of the Council implementation of the following proposals:
  - i. Petersfield Avenue, south side (to front of the shops): Provision of 12 parking bays to operate by Pay and Display (with 30 minutes free parking), situated outside property Nos. 134 to 140, 148 to 154, 162 to 164 and 168 to 174 in Petersfield Avenue, Harold Hill as shown on drawing No. QQ021\_PA\_FS\_GA\_101 attached in appendix 1 of this report.
  - ii. Provision of 20 new free parking bays to be allocated at rear side of the shops shown in drawing No. QQ021\_PA\_FS\_GA\_101 attached in appendix 1 of this report.
  - iii. Provision of 2 new parking bays to be allocated outside Nos. 162 and 164 Petersfield Avenue as shown on drawing No. QQ021\_PA\_FS\_GA\_101 attached in appendix 1 of this report.
  - iv. Provision for a zebra crossing with pedestrian islands in the middle of the road, located outside No.144, Petersfield Avenue as shown on drawing No. QQ021\_PA\_FS\_GA\_101 attached in appendix 1 of this report.
2. That it be noted that the estimated cost of £0.063m for the implementation would be met by Transport for London through the Local Implementation Plan bid allocated to the borough for 2018/19 (A2915).

## REPORT DETAIL

### 1.0 **Background**

London Buses, part of Transport for London (TfL) and their commercial operators, Stagecoach London have expressed their concerns to the Council about vehicles parking too close to the existing pedestrian islands in Petersfield Avenue. This restricts the passage of buses and large vehicles along the road.

Officers are aware of an instance when a bus was stranded due a van parked very close the existing pedestrian island, situated outside No. 144 Petersfield Avenue. The bus was eventually assisted by the response unit of the bus operators to reverse back from the parked van. The bus was subsequently taken out of service as it could not serve the other stops at scheduled times.

As a result, site investigations were carried out by officers which confirmed the problems arising from vehicles parking too close to the pedestrian islands thus restricting access for buses and other large vehicles.

As an interim measure, officers obtained authority from the Director of Neighbourhoods to advertise the Traffic Management Orders implement new parking restrictions. These parking restrictions failed to adequately deal with obstructive parking. Further feasibility studies have been carried out to ensure that the measures now proposed will overcome the current problems.

### 2.0 Public transport facilities

There are two bus routes operating in Petersfield Avenue ie 496 and 608. The former operates on low frequency ie 15 minutes (ie 8 buses/hr at peak times in both directions) and the later operates during school term times only.

Harold Wood railway station is situated approx. 1.5 miles from the main shops in Petersfield Avenue. The station is on the Cross Rail (Elizabeth Line between Shenfield to London Heathrow).

### 3.0 Scheme proposals

The following measures have been proposed as detailed below:

#### 3.1 Proposals for zebra crossing

A zebra crossing has been proposed outside No 144 Petersfield Avenue which is on a common desire line where pedestrians commonly or naturally cross the road. It is important to consider their location carefully when designing pedestrian crossings especially in the vicinity of shops, schools or housing. The crossing incorporates a traffic island to enhance safety for pedestrians. The proposals are shown on drawing No.QQ021\_PA\_FS\_GA\_101.

### 3.2 Proposals for free loading bay for businesses

A free loading bay was initially proposed outside property Nos. 160 to 162, Petersfield Avenue to enable deliveries to be made to businesses without undue delays. Following further investigations, it was noted that all shopkeepers have service yards at rear side of their premises, therefore, the proposals and replaced with parking bays for two cars. The proposals are shown on drawing No. QQ021\_PA\_FS\_GA\_101.

### 3.3 Proposals for parking bays for shoppers

12 new parking bays have been designed in Petersfield Avenue directly outside the shops. Parking will operate by Pay & Display between 08:00 am to 6:30 pm, Monday to Saturdays. There is a provision of 30 minutes free parking for the shoppers which means that they can park 30 minutes in morning and afternoons without charge. The parking tariff applicable will be similar with the charges for Hilldene Avenue shopping area to maintain consistency.

### 3.4 Proposals for additional parking for residents (residing above shops) and shopkeepers

There is further provision of 20 free parking bays at rear side of the shops. This parking has specifically been designed for the residents of the flats and shopkeepers to be able to park their cars. CCTV cameras are in operation and further street lights will be provided, aid residents safety when parking during at night time. The proposals are shown on drawing No. QQ021\_PA\_FS\_GA\_101.

### 4.0 Details of pre- meeting with ward members

A meeting was held on Friday, 29<sup>th</sup> June 2018. Present at the meeting were three members of Gooshays Ward and officers from the Council's Street Management Services. The following issues were raised and discussed:

- i) Extension to the 30 minutes free time on Pay & Display bays in Petersfield Avenue to 1 hour. Members were explained that any change to the charging regime is subject to the decision of the Executive.
- ii) Provision for a Zebra Crossing between Petersfield Close and A12 Colchester Road and consideration of Road Traffic Accident data for the previous 5 years including a speed survey data for this area.

#### Additional items raised (outside the scope of this scheme)

- iii) Parking enforcement around Brookside School to enforce parking controls during the school times.
- iv) Advance warning signs for wild animals (ie Deer warning) around the perimeter of Dagnam Park to protect the animals from speeding motorists.
- v) Introduce of Double Yellow Lines in Gooshays Gardens.

- vi) Issues about lorries damaging the footway in Redruth Road and requested for some enforcement.
- vii) Introduction of Double Yellow Lines at the junction of Petersfield Avenue and Petersfield Close.
- viii) Provision of a new Zebra Crossing in Petersfield Avenue, following a desire line outside the shops.

Action by officers - Items (iii), (v) and (vii) are being dealt with by the Council Parking Team. Item (iv) has been included on the list of action of future schemes. Item (vi) was passed to the Area Liaison Officer for investigation. Item (viii) has been included in the current scheme (at recommendation iv above).

## 5.0 Outcome of the public consultation

- 5.1 100 letters were hand delivered to occupiers considered to be affected by the proposals. In addition, the emergency services and the Council's Estate Services were consulted.

8 responses were received which represent 8% of the delivered letters. The responses have been analysed carefully and the results are included in appendix 1 of this report.

The most common suggestion raised by respondents was to provide Echelon parking outside the shops. This would involve vehicles parking perpendicular or at angle to maximise parking by making use of the excessive depth of the existing footway outside the shops.

Officers considered the provision of Echelon parking but discounted it on the following grounds:

- i) Vehicles leaving the parking bays would need to reverse back into a busy road which is also a bus route. Echelon parking operates successfully where it is situated away from through traffic and bus routes such as the Hilldene shopping area.
- ii) Echelon parking would involve building longer parking bays into the footway. Although the existing footway on front side of the shops is relatively wide, there is a dense network of existing underground utility services which would require costly diversions and cannot be justified against the civil costs of the scheme.

- 5.2 During the consultation, a ward member on behalf of the shopkeepers suggested that the existing bus stop (westbound services) should be relocated from the shops to outside, William the Conqueror public house. This request was considered in conjunction with London Buses (LB) who is responsible for installing and maintaining the infrastructure of bus stops across London. The following issues were highlighted:

- i) The distance between the existing stops would not meet the criteria set by LB in maintaining a linear distance of 400 metres between bus stops.
- ii) The proposed location of the bus stop would be at a bend in the road with a configuration of an 'S' shape. LB avoids installing bus stops at these locations as it can be dangerous for approaching vehicles when a bus is parked at the bus stop.
- iii) The new location of the bus stop would require implementing a bus stop clear way which would mean allocating the new stop with 37 metres of free access to the stop. This would in turn require the removal of existing parking.
- iv) The bus stop would move from a convenient location at the shopping centre to a position some distance away. Elderly passengers would experience additional/inconvenience in carrying their shopping or walking back to the shops. In addition, certain businesses like the newsagents, mini-markets, café benefit from their proximity to the bus stops.

## 6.0 Staff comments and conclusions

Ward members were consulted in May 2018 (pre-local elections) and June 2018 (post local elections). The current proposals incorporate the suggestions of Ward Members to improve the flow of traffic and parking.

The feedback from the consultation provided useful information on the use of available parking bays for long term parking by the commuters, shopkeepers, Petersfield NHS Centre, visitors to church etc.

The proposed Pay & Display parking (with 30 minutes free parking) would assist in reducing long term parking to make way for more potential customers through an increased turnover of vehicles, benefiting local businesses.

The Council has previously implemented similar schemes in Upminster town centre, The Broadway, Elm Park and Hildene Avenue, Harold Hill and these have proved to be successful. Without Pay & Display parking facility, long term parking will continue and this will affect passing trade in the area.

It has not been possible to provide 1 hour of free parking for shoppers as it would not be consistent with the Council's parking charging regime and with other car parks within the area. However, the new parking facility would allocate 30 minutes free parking in the mornings and 30 minutes free parking in the afternoons for each car.

Currently, there are 12 parking spaces available for parking and the same would be maintained. As a result, there will be no loss of parking arising from the proposals.

It is, therefore, recommended that the proposals are agreed to enable the Council to deliver the scheme within the current financial year. If this scheme is

successfully implemented, TfL will provide further funds to improve parking on both sides of the shops in Petersfield Avenue and a pedestrian crossing by A12 Colchester Road in 2019/20 financial year.

## IMPLICATIONS AND RISKS

### **Financial implications and risks:**

This report is asking the Highways Advisory Committee to recommend to the Cabinet Member for Environment the implementation of the above scheme.

The estimated cost for implementation the proposals as shown on drawing No. QQ021\_PA\_FS\_GA\_101 is £0.063m. The funding for carrying out the works will be met by Transport for London through the Local Implementation Plan bid allocated for 2018/19 financial year.

The costs shown are an estimate of the full costs of the scheme, should all proposals be implemented. It should be noted that subject to the recommendations of the committee a final decision then would be made by the Lead Member – as regards to actual implementation and scheme detail. Therefore, final costs are subject to change.

This is a standard project for Street Management and there is no expectation that the works cannot be contained within the cost estimate. There is an element of contingency built into the financial estimate. In the unlikely event of an overspend, the balance would need to be contained within the overall Environmental Capital budget.

### **Legal implications and risks:**

The Highways Act 1980 Part V authorises the Council to construct and maintain places of refuge for the protection of pedestrians in the maintained highway.

The Council's power to make an order for charging for parking on the highway is set out in Part IV of the Road Traffic Regulation Act 1984 ("RTRA 1984"). Before an Order is made, the Council should ensure that the statutory procedures set out in the Local Authorities Traffic Orders (Procedure) (England & Wales) Regulations 1996 (as amended) are complied with. The Traffic Signs Regulations and General Directions 2016 govern road traffic signs and road markings.

The Council's power to create a pedestrian crossing on roads is set out in Part III of the Road Traffic Regulation Act 1984 ("RTRA 1984"). Before making an order under this provision the Council should ensure that the statutory procedures set out in Part III of the RTRA 1984 and the Zebra, Pelican and Puffin Pedestrian Crossing Regulations and General Directions 1997 are complied with. The Traffic Signs

Regulations and General Directions 2016 govern road traffic signs and road markings.

Section 122 RTRA 1984 imposes a general duty on local authorities when exercising functions under the RTRA. It provides, insofar as is material, to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. This statutory duty must be balanced with any concerns received over the implementation of the proposals.

In considering any responses received during consultation, the Council must ensure that full consideration of all representations is given including those which do not accord with the officer's recommendation. The Council must be satisfied that any objections to the proposals were taken into account.

In considering any consultation responses, the Council must balance the concerns of any objectors with the statutory duty under section 122 RTRA 1984.

**Human Resources implications and risks:**

None arising from the proposals.

**Equalities implications and risks:**

The Council has a general duty under the Equality Act 2010 to ensure that its highway network is accessible to all users. Where infrastructure is provided or substantially upgraded, reasonable adjustments should be made to improve access. In considering the impacts and making improvements for people with protected characteristics (mainly, but not limited to disabled people, the young and older people), this will assist the Council in meeting its duty under the Act.

**BACKGROUND PAPERS**

None.



## **Appendix 1**

Summary of the Public Consultation