



## HIGHWAYS ADVISORY COMMITTEE

17 December 2019

Subject Heading:	TPC816 St. Andrews Avenue area Statutory Consultation
CMT Lead:	Dipti Patel
Report Author and contact details:	Matt Jeary Engineering Technician <a href="mailto:Matthew.jeary@Havering.gov.uk">Matthew.jeary@Havering.gov.uk</a>
Policy context:	Traffic & Parking Control
Financial summary:	The estimated cost of implementation is £0.010m and will be met from the LIP allocation 2018/2019 - A2904.

### 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

The Schemes section of Havering Council are committed to solving Parking issues within the Borough, and will maximise 'on-street' parking for Residents where possible, with the emphasis on safety and maintaining vehicular access.

This report outlines the responses received to the detailed parking consultations undertaken in the St. Andrews Avenue area and recommends a further course of action.

## Ward

Elm Park Ward

### RECOMMENDATIONS

1. That the Highways Advisory Committee having considered this report and the representations made, recommends to the **Cabinet Member for Environment and Community Safety** following consultation with the Leader of the Council that the proposals to introduce a new Residents Permit Parking Area 'Permit Parking Past this point' (operational Monday to Friday 08:30 to 18.30 hours inclusive) in St Andrews Avenue parking zone as shown on the plan in Appendix C be implemented as advertised.
2. Members note that:
  - a. all existing 'at any time' waiting restrictions (double yellow lines) within the St. Andrews Avenue parking zone will be retained for junction protection;
  - b. additional 'at any time' waiting restrictions (double yellow lines) will be implemented at junctions in the St. Andrews Avenue parking zone to assist traffic flow;
  - c. 'at any time' waiting restrictions (double yellow lines) will be implemented at the refuge island in Rosewood Avenue to assist traffic flow.
3. Members note that the estimated cost of the fully implemented proposals, including all physical measures and advertising costs, should a scheme be implemented is £0.010m and will be met from the LIP 2018/2019 funding allocation – A2904.

## REPORT DETAIL

### 1.0 Background

- 1.1 Following reports from local residents regarding dangerous and / or inconsiderate parking at junctions which led to the introduction of 'At Any Time' waiting restrictions at junctions in early 2016, this Committee agreed that an informal consultation should be undertaken in January/February 2016 to identify and deal with parking related issues and gauge the views of local residents on the current parking situation in their road.
- 1.2 The 'St. Andrews Avenue Informal Consultation', complete with questionnaire (a copy of which is contained in Appendix B), was distributed to 349 residents on the 22<sup>nd</sup> January 2016 with a closing date of 19<sup>th</sup> February 2016 for receipt of representations. A plan showing the distribution area, agreed with local Ward Councillors, is contained in Appendix A. The distribution area covers all properties affected by the perceived problems.
- 1.3 At the close of the St. Andrews Avenue area Consultation on Friday 19<sup>th</sup> February 2016 of the 349 properties consulted a total of 69 completed responses were received with a further 10 incomplete responses received. The results of consultation, shown on the table in Appendix C, show a clear and positive response from the majority of the roads favouring the implementation of parking controls and for the Council to undertake further detailed design on a scheme.
- 1.4 It was noted that the roads within the proposed St. Andrews Avenue parking zone attracted some non-residential / commuter parking, due to the close proximity of Elm Park Station which is a 15 minute (approximate) walk away.
- 1.5 The results were presented to local ward Councillors on the 4<sup>th</sup> March 2016, and subsequently a meeting was held on 22<sup>nd</sup> March 2016 to discuss the results of the Consultation.
- 1.6 Following the meeting officers considered that detailed design and formal consultation for the implementation of a scheme should be progressed with the inclusion of the following:
  - a) Option of having split operational times of restrictions from 9.30am to 10.30am and 2.30pm to 4pm;
  - b) Inclusion of permit pricing information within consultation documentation;
  - c) Inclusion of area immediately to the front of the St. Alban RC church in Aldingham Gardens in the designed scheme / consultation.

- 1.7 Officers initially favoured that any implemented scheme should be operational Mon to Sat, 08.30 hours to 18:30 hours which would be consistent with the parking controls implemented in the adjacent area north of the train line.
- 1.8 Officers noted that some of the roads in the St. Andrews Avenue area have footway parking, to allow access for Emergency and Refuse Vehicles. Any implemented scheme will be designed to maximise available on-street parking while maintaining traffic flow.
- 1.9 Officers also noted that a majority of responses from Easdale Drive and Rosewood Avenue rejected the need for parking controls. However, to omit these roads from the proposals would increase the risk of future parking displacement in these roads should the scheme proceed. It should be noted that the sample of responses from Easdale Drive and Rosewood Avenue are too small to be taken as representative of the entire roads. There was only one respondent from Easdale Drive out of 24 properties, and only 5 respondents from 45 properties in Rosedale Avenue.
- 1.10 Following the informal consultation a report was presented to the Highways Advisory Committee on the 26<sup>th</sup> April 2016 with a recommendation to proceed to formal consultation.
- 1.11 A detailed consultation was undertaken in December 2016, and the results were distributed to Ward Councillors on 16<sup>th</sup> February 2017. A total of 383 properties were consulted with 79 responses received giving a 21% response rate. Out of the 79 responses 49 were in favour of having parking restrictions with 30 showing a preference for implementation of a 'Monday – Friday' restriction; 17 showed a preference for a 'Monday – Saturday' restriction. Of the 40 respondents that responded to the times of operational times, 22 respondents showed a preference for '8am to 6.30pm', 5 respondents showed a preference for '9.30am to 10.30am & 3pm to 4pm', 8 respondents showed a preference for '9.30am to 11am & 2.30pm to 4.30pm' and, 5 respondents showed a preference for '11am to 2pm'. The results of the consultation are contained in Appendix D.
- 1.12 The scheme was put on hold in the Councils programme of works and was reinitiated in August 2017. Due to the delays in bringing the scheme into operation it was considered appropriate to re-consult the Residents.
- 1.13 A further Consultation was undertaken on the 25<sup>th</sup> August 2017 and concluded on the 15<sup>th</sup> September 2017 the results of which are contained in Appendix E. Of the 395 properties consulted, there were 87 responses received giving a 22% response rate. Of the 87, responses received 70 (80%) said there was a Parking Problem, 55 (63%) said that the situation had deteriorated since the previous Consultation, and 66 (76%) said they would like a residents parking zone to be implemented.
- 1.14 Following detailed discussions with Ward Councillors and taking full consideration of the consultation responses officers considered that the St.

Andrews Avenue parking zone should proceed to formal consultation as a 'Permit Holders Past this Point' Scheme operational Mon to Fri between 09:30 hours and 11:00 hours and 14:00 hours and 15:30 hours.

- 1.15 A 'Permit Holders Past This Point' scheme will offer residents and visitors the chance to park anywhere in the zone, including over their own driveways, increasing parking provision, as long as the Resident or Visitor displays a valid permit and does not cause an obstruction (maintaining adequate space for pedestrians and large vehicles).
- 1.16 The report was presented to the Highways Advisory Committee on the 2<sup>nd</sup> February 2018, and was resolved unanimously to proceed to a Statutory Consultation.
- 1.17 The Statutory Consultation was undertaken on the 25th May 2018 and concluded on the 15th June 2018. The extent of the consultation area is shown on the plan in Appendix F. At the close of consultation a total of seven responses were received of which one respondent requested results of the stage 2 re consultation and another was made via a Ward Councillor requesting a meeting with a resident regrading rear access to their property.
- 1.18 An Officer from the Schemes section met with the Ward Councillor on the 31st May 2018, but the Resident declined to attend an on-site meeting regarding the issue.
- 1.19 The five responses specific to the matters under consultation are set out in Appendix H.

## **2.0 Staff Comment**

- 2.1 Following the Statutory Consultation and the representations received, the officers recommend that the scheme is implemented as advertised.
- 2.2 Ward Councillors were consulted on the 9<sup>th</sup> July 2018, and they responded on the 12<sup>th</sup> July 2018. The Ward Councillors gave their full support for implementation of scheme subject to the removal of those elements of the scheme from Aldingham Gardens as shown on the plan in Appendix G.

## **IMPLICATIONS AND RISKS**

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

This report is asking HAC to recommend that this scheme is progressed to be implemented following the Statutory Consultation, for the St. Andrews Avenue area, as laid out in 'Appendix G'.

The estimated cost of implementing the proposals, including physical measures, advertising and making the Traffic Management Orders is £0.010m, and will be met from the LIP 2018/2019 funding allocation – A2904.

The costs shown are an estimate of the full costs to implement a scheme should it be ultimately implemented. It should be noted that further decisions are to be made following a full report to the Committee and with the Cabinet Member approval process being completed where a scheme is recommended for implementation.

This is a standard project for Environment 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 unlikely event of an overspend, the balance would need to be contained within the overall Environment budget.

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

The Council's power to make an order creating a controlled parking zone 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 (SI 1996/2489) are complied with. The Traffic Signs Regulations and General Directions 2002 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:**

It is anticipated that the enforcement activities required for these proposals can be met from within current staff resources.

### **Equalities implications and risks:**

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 different contributions, perspectives and experience that people from different backgrounds bring.

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:

- (i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (ii) the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- (iii) foster good relations between those who have protected characteristics and those who do not.

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

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.

Parking restrictions in residential areas are often installed to improve road safety and accessibility for residents who may be affected by long-term non-residential parking.

Parking restrictions have the potential to displace parking to adjacent areas, which may be detrimental to others. However, the Council has a general duty under the Equality Act 2010 to ensure that its highway network is accessible to all. 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, children, young people and older people), this will assist the Council in meeting its duty under the act.

The proposal to install a Residents Parking Scheme and 'At Any Time' waiting restrictions will be publicly advertised and are subject to formal consultation.

Consultation responses will be carefully considered prior to a further course of action being recommended.





There will be some visual impact from further signing and lining works.

**BACKGROUND PAPERS**

## Appendix A

### St. Andrews Avenue area informal consultation plan



St. Andrews Avenue Area	
	Scale: 1:5000 Date: 07 January 2016 Size: A4 
	London Borough of Havering Town Hall, Main Road, Romford, RM1 3BD Tel: 01708 434343 © Crown copyright and database rights 2015 Ordnance Survey 100024327







## Appendix B

### St. Andrews Avenue area Informal Consultation Results

ST. ANDREWS AVENUE																		
03/03/2016																		
Road Name	Address	% Returns	Returns total	Returns total	Problem?		Controls?		Reconsider?		OVERALL SUPPORT?		Parking Controls		% Reconsidered		% Support	
					Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
AMBLESIDE AVENUE	66	18%	12	0	11	1	12	0	0	0	12	0	100%	0%	0%	0%	100%	0%
CARNFORTH GARDENS	55	15%	8	0	6	2	6	2	0	1	6	2	75%	25%	0%	13%	75%	25%
DERWENT WAY	20	25%	5	0	5	0	5	0	0	0	5	0	100%	0%	0%	0%	100%	0%
EASDALE DRIVE	24	4%	1	0	1	0	0	1	0	0	0	1	0%	100%	0%	0%	0%	100%
LANGDALE GARDENS	20	10%	2	0	1	1	2	0	0	0	2	0	100%	0%	0%	0%	100%	0%
ROSEWOOD AVENUE	45	11%	5	0	0	5	0	5	1	1	1	4	0%	100%	20%	20%	20%	80%
SIVERDALE DRIVE	9	22%	2	0	2	0	1	1	0	1	1	1	50%	50%	0%	50%	50%	50%
ST ANDREWS AVENUE	99	21%	21	0	13	8	12	9	0	1	12	9	57%	43%	0%	5%	57%	43%
WINDERMERE AVENUE	54	24%	13	0	11	2	11	2	0	1	11	2	85%	15%	0%	8%	85%	15%
<b>Total</b>	<b>392</b>	<b>18%</b>	<b>69</b>	<b>0</b>	<b>50</b>	<b>19</b>	<b>49</b>	<b>20</b>	<b>1</b>	<b>5</b>	<b>50</b>	<b>19</b>	<b>71%</b>	<b>29%</b>	<b>1%</b>	<b>7%</b>	<b>72%</b>	<b>28%</b>
INCOMPLETE	10	3%	10	0	7	3	7	3	0	0	6	2						

### St. Andrews Avenue revised area plan with road analysis



St. Andrews Avenue area stage 2 consultation boundary	
	Scale: 1:2500 Date: 11 April 2016 
 <p>London Borough of Havering  Town Hall, Main Road  Romford, RM1 3BD  Tel: 01708 434343</p>	© Crown copyright and database rights 2016 Ordnance Survey 100024327

## Appendix D

## St. Andrews Avenue Detailed Consultation Results

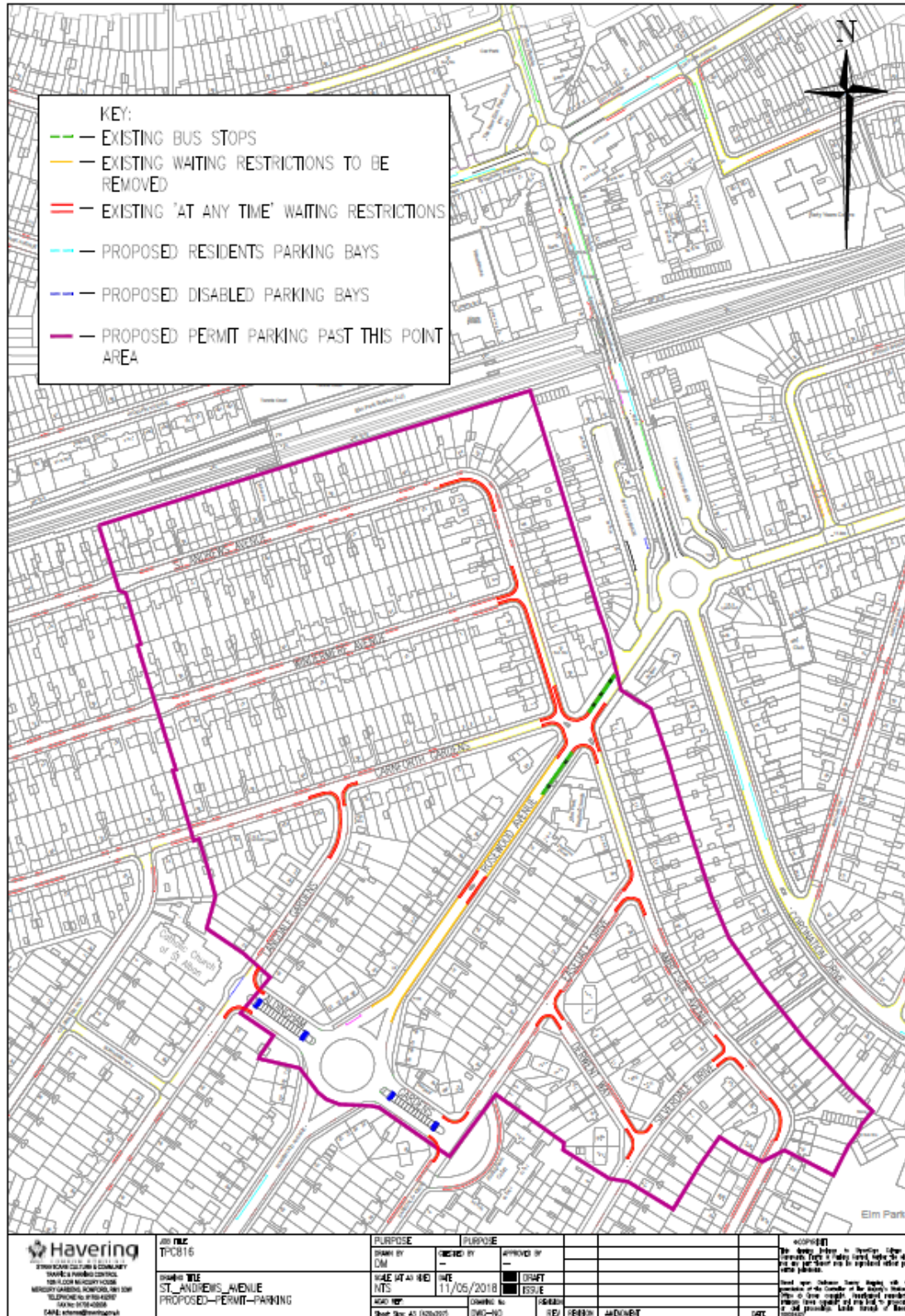
[illegible]

St. Andrews Avenue Re - Consultation Results

<b>ST. ANDREWS AVENUE AREA - STAGE 2 RE-CONSULT</b>									
Road Name	Q1 & Q2 Address	% Returns	Returns	Q2. Do you still have a Parking problem in your road?		Q3.Has the situation in your road deteriorated since the Stage 2 Consultation in December 2016?		Q4. Would you like us to proceed with the implementation of a Controlled Parking Zone?	
			total	Yes	No	Yes	No	Yes	No
AMBLESIDE AVENUE	68	28%	19	18	1	14	4	14	4
CARNFORTH GARDENS	56	20%	11	9	2	7	4	8	3
DERWENT WAY	20	25%	5	5	0	3	2	5	0
EASDALE DRIVE	24	8%	2	1	1	1	1	1	1
LANGDALE GARDENS	20	15%	3	3	0	3	0	3	0
ROSEWOOD AVENUE	45	13%	6	3	3	2	4	4	2
SILVERDALE DRIVE	9	0%	0	0	0	0	0	0	0
ST. ANDREWS AVENUE	99	28%	28	20	8	16	12	20	8
WINDERMERE AVENUE	54	24%	13	11	2	9	4	11	2
<b>Total</b>	<b>395</b>	<b>22%</b>	<b>87</b>	<b>70</b>	<b>17</b>	<b>55</b>	<b>31</b>	<b>66</b>	<b>20</b>
Duplicates			2						



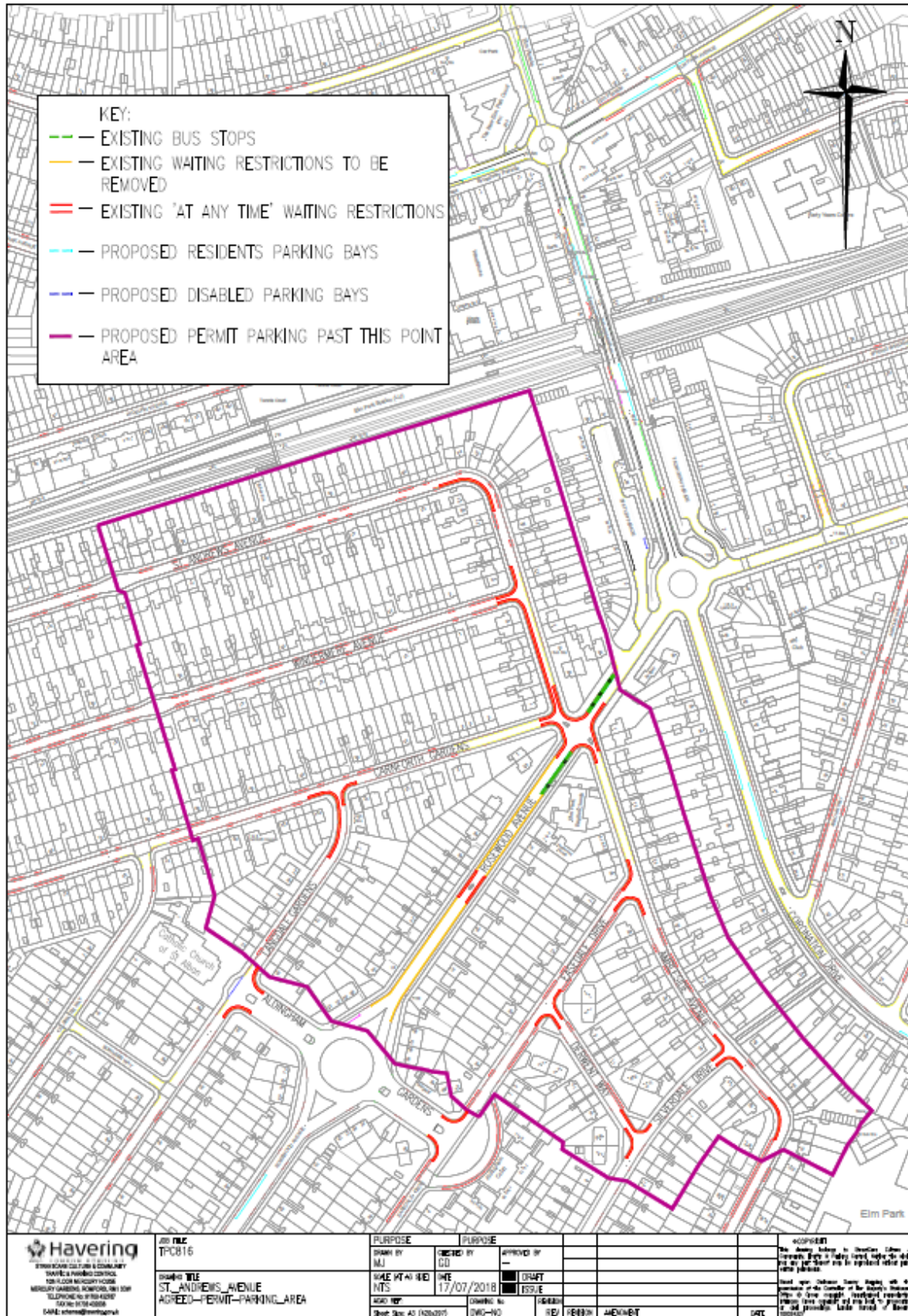
## St. Andrews Avenue Area Plan





## Appendix G

## St. Andrews Avenue Area Amended July 2018



## Appendix H

### St. Andrews Avenue Area Consultation Responses

	Summary of Comments	Staff Comments
Resident of St. Andrews Avenue	<p>1) i can't see any problem with the current parking in my street as when i leave for work my space becomes available for someone else to use and when i get home from work there are some spaces available and thats how it should be. Introducing parking restrictions will create more pollution as the cars that used to be able to park here will now have to drive further to find a parking space.</p> <p>2) My street will not have any less cars parking in it as people that have permits that don't actually live in my street will be parking in it to access elm park station.</p> <p>3) this is not my first experience of parking restrictions as i used to live in xxxxxxxx and once permits were introduced it was an easy revenue stream that seamed it increase annually.</p> <p>4) I have a question on why the restrictions are only proposed for half way down the street? was the whole street asked if they wanted restrictions in parking or is this another ploy as if the whole street was asked the answer would have been no.</p>	<p>1) The Schemes section believe that the measures that have been proposed will adequately ease traffic flow , remove the commuter issues, while importantly protecting sight lines for pedestrians and vehicles egressing their driveways.</p> <p>2) Any inter-commuting of the zone will be closely monitored, although the zone is not significantly large enough to cause any issues.</p> <p>3) It was agreed that Permit parking allows for residents to have the choice to purchase a permit rather than a Single Yellow Line restrictions which causes Residents to move their vehicles into adjacent areas. The permit prices are not set by the Schemes Section.</p> <p>4) The agreed area with Ward Councillors was extensively consulted and the results have been fully supported by the ward councillors.</p>

<p>Resident of Rosewood Avenue</p>	<ol style="list-style-type: none"> <li>1) Will not resolve any 'parking issues' as none exist, but will cause problem and will off elm park shops a lack of shop parking.</li> <li>2) Existing Parking Restrictions work ok, no parking problem to solve , which makes introduction of a scheme just a scam to make money and fleece residents.</li> <li>3) A smaller scheme proposal but last year on smaller scale. Changing the boundaries does not change the reasons for refusal.</li> <li>4) If parking an issue than just ban it, don't charge for it, we pay enough in rate</li> </ol>	<ol style="list-style-type: none"> <li>1) This scheme has gone through an intense period of consultation, and the shops have adequate P&amp;D facilities, especially with the introduction of Tadworth and Station Parades.</li> <li>2) Overall the majority of the respondents were in favour of change in the parking and it would be prudent to introduce the option to park outside residents cars should they choose to pay for permits.</li> <li>3) The boundary was increased to include Aldingham Gardens at the Ward Councillors' request due to inconsiderate parking and commuter issues</li> <li>4) Parking is boroughwide problem and has to be addressed.</li> </ol>
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<p>Resident of Ambleside Avenue</p>	<p>1) I'm not happy with the parking permit you are proposing to introduce in our area and I would like to object with your proposal. The area is not congested and I am happy with the amount of parking already available on our road. We have never had an issue with finding parking on our road.</p>	<p>1) This scheme has gone through an extensive period and to not take the area as a whole, there will be significant displacement into other areas.</p>
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<p>Resident of St. Andrews Avenue</p>	<ol style="list-style-type: none"> <li>1) I cannot see why there is a need to time limit the resident bays to such a narrow time slot and over two periods. It makes no advantage for resident to buy a permit as there is no guarantee that you will have access to parking over and above shoppers and commuters during the day.</li> <li>2) This does nothing to solve the late night commuter parking problem.</li> <li>3) Nothing will change at weekends, we will still have people parking and disappearing into London for weekend breaks , football , local and remote shopping.</li> <li>4) Does not stop the local shop owners using the street as free parking, instead of paying for permits to park in the parking outside shops.</li> </ol> <p>Resident would like to see the scheme extended from 0900 to 1730hrs, and to include Saturdays.</p>	<ol style="list-style-type: none"> <li>1) This scheme was agreed by Ward Councillors with their full support and by the Highways Advisory Committee after a prolonged Consultation period.</li> <li>2) The hours of operation are to prevent the majority of commuter issues. A 24 hour restriction would not be supported by Residents or Ward Councillors.</li> <li>3) The majority of the parking issues will be covered during the week which is where most Residents have highlighted an issue.</li> <li>4) The spilt times will make it more complicated for Shop owners to park while maintaining adequate parking for visitors to residents.</li> </ol>
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<p>Resident of St. Andrews Avenue</p>	<p>1) My wife works part time and is home Mondays and Tuesdays , I work from home most Fridays and regularly need to bring my company pool car home at various times of the day. My mother-in-law stays two nights a week to assist with childcare and we have always (4.5 years at the address) been able to park within 2-3 houses of our own property.</p> <p>Since the start of this survey and proposal I have noted many times, the number of empty marked bays down the length of St. Andrews Avenue and can honestly say that given the ease with which we can park in our road, close to the property, that we do not believe St. Andrews Avenue warrants parking restrictions and permits put in place. If you would like to supply them, I have pictures taken at approx. 8am and 5.15pm on a week day on a week day and show you the number of marked bays that are empty.</p> <p>In addition to the above we would also like to state that we believe the survey should be sent round again. Given the poor turnout of returned surveys given by the residents , we think that rather than show a solution is required , it actually shows that that the residents aren't concerned – like the GDPR regulations that have just come into force , 'silence does not constitute consent'. I can also advise that one of our neighbours who has sadly passed away agreed to the proposal just to be difficult – she didn't own a vehicle and this would not have affected her either way.</p> <p>Finally, we would like to state, that we find it absolutely ludicrous that should the proposal go ahead, residents should have to pay even more</p>	<p>1) This scheme has gone through an extensive period and to not take the area as a whole, there will be significant displacement into other areas. The majority of St. Andrews Avenue were and still are in favour of Parking Controls in the road. The survey has had three informal consultations and a statutory consultation and the schemes team have gone above the consultation requirements to introduce this scheme.</p>
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	<p>money to park on the streets they already pay Council and Vehicle tax for, at a time when most families are already feeling the 'financial pinch' – the first vehicle should be free of charge.</p> <p>We urge you to reconsider the proposal entirely for St. Andrews Avenue or at least as advised above, ask the residents again.</p>	
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