

Notice of Non-key Executive Decision

Subject Heading:	Haydock Close Epsom Way Grass Verges Conversion Scheme.
Decision Maker	Cllr Mugglestone Lead Member for Environment
Cabinet Member:	Cllr Barry Mugglestone
SLT Lead:	Imran Kazalbash Director Environment
Report Author and contact details:	Ildfonso Cases Highways Engineer ildfonso.cases@havering.gov.uk
Policy context:	Havering Local Development Framework (2008)
Financial summary:	Approximate cost of £0.202m funded by the Community Infrastructure Levy (CIL).
Relevant OSC:	Places
Is this decision exempt from being called-in?	Yes – Non-Key

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]

Non-key Executive Decision

Part A – Report seeking decision

DETAIL OF THE DECISION REQUESTED AND RECOMMENDED ACTION

This Executive Decision seeks approval to:

- I. consider and approve the Officers recommendations in relation to the objections received to the informal consultation
- II. agree to implementation of the measures as detailed in the designs in Appendix A of this report for:
 - (a) **Haydock Close, Hacton Ward**
Creation of additional nine (9) car parking spaces in Haydock Close within the existing grass verge areas, subject to results of an ecology survey;
 - (b) **Epsom Way, Hacton Ward**
Creation of additional nineteen (19) car parking spaces in Epsom Way within the existing grass verge areas

AUTHORITY UNDER WHICH DECISION IS MADE

Council's Constitution

Part 3, Section 3.8.3:

paragraph (b) other than in those matters delegated to the Lead Member to exercise all powers and duties in respect of maintaining and improving highways, providing facilities, and interference with highways arising under Parts IV, V, VII, IX and XIV of the Highways Act 1980; and

Paragraph (u) To authorise the creation, amendment and removal of disabled persons' parking bays and footway parking bays and at any time waiting restrictions at bends and road junctions

STATEMENT OF THE REASONS FOR THE DECISION

Background to the Scheme and Design Proposals

Following on from concerns raised by members, residents, waste and emergency services in relation to obstructive and erroneous parking caused by parking stress on residential streets in the borough the Council proposes to convert a limited number of existing grass verge spaces into hardstanding parking areas.

After 96 sites were proposed and analysed in April 2020, 29 sites were identified as being suitable for possible grass conversion into parking bays. The reasons why sites were rejected or deemed unsuitable was:

- ✓ Not enough space for the verge conversion and issues associated with providing suitable drainage

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- ✓ Clearly visible underground utilities e.g., BT, CATV, sub-station for electric cables – moving these will be very costly
- ✓ No parking problems in the area observed

Following on from informal member approval to provide additional parking spaces, the 29 sites were sent to the Council's highways contractor for statutory undertaker (stats) searches and estimates as conflicts with apparatus could be very costly and their relocation would not be able to be accommodated within the scheme budget.

A Key Executive Decision - **Grass Verges Conversion – Recommendation** dated February 2022 recommended to reduce the scale of the project by undertaking a trial in selected sites. A scoring method was introduced to prioritise these sites and a total of five were selected from the 29.

From these five sites, two were rejected informally by the Cabinet Member after a site visit carried out in August 2022, because of its impact on the surrounding and no apparent parking stress in the areas. The remaining three sites were progressed for residents' informal consultation and designs were updated.

Initial Design Proposal and First Consultation

The original design proposed twenty-four (24) parking bays along Epsom Way, on the grass verge adjacent to existing trees and greenery. In Haydock Close, the initial design proposed twelve additional parking bays, six on each side of the road immediately west to the junction with Epsom Way.

On October 12th 2022 Officers sent letters to properties in Haydock Close and Epsom Way inviting them to share their views on proposals in an online survey using our public consultation website Citizen Space or responding by post until October 28th.

The questions of the survey were:

1. In your view, is there currently a parking problem in your road to justify action being taken by the Council
2. Are you in favour of your road having additional parking spaces?
3. Are you in favour of having the current grass verge areas converted into road parking spaces as per attached design?
4. Do you or anyone in your household hold a Blue Badge?

Following the consultation, the responses were analysed. Eight responses supported the design proposals and five objections were received. Despite having a majority of support for the scheme, some residents shared their concerns about the removal of trees and greenery along Epsom Way to accommodate parallel parking from Haydock Close to the turning head at the northern end of the road. Concerns were all from an ecological and aesthetic point of view. The objections received were:

- *While I agree there is a parking problem in Epsom Way, I do not agree with the grass verges being made into extra parking spaces. There is already a lot of traffic and this would increase with the additional parking spaces. We already have people who do not live in Epsom Way parking here and this would increase with the new parking spaces. I agree to the additional spaces at the turning circle as this is needed together with the additional spaces in Haydock Close.*
- *This will be inviting unsocial behaviour and ruin the aesthetic of the area*

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- *I agree that additional parking is required, but feel the proposed layout is detrimental to the environment. As many trees and green spaces should be protected. There is a need for parking for Gatwick Way. But the number of large vans that now park in Epsom Way and Haydock Close is now ridiculous. The parking problem has got far worse since the new flats were built. All with parking but most spaces remain unused, as too small for the large vans. Some additional spaces are needed, but the plan is overkill.*
- *There are a lot of vehicles being parked in my street and surrounded that don't belong to residents. I believe we should have permit parking 2 issued per house hold and those that chose ignore or park illegally get fined. This way the outlay's for council will be lower and you could generate money for those that wish to ignore the signs cameras and officer that could patrol the area. It's so wrong to remove trees and green areas for cars that don't belong to residents. Will also attract more outside vehicles cause it's free parking.*
- *I do agree that Haydock Close, Epsom way and Gatwick Way have parking issues. As a result, we do need additional parking spaces however, I don't agree with the proposals. I do not want to be looking out of my front window to a parking lot but at the same, I think there can be a compromise. I believe creating a parking bay by the Bolards and parking bay on Epsom way will relieve the congestion issues but at the same time, the trees and the green area at the beginning of Haydock Close and the corner of Epsom will remain in tact, which will look more aesthetically pleasing.*

Design Update and Second Consultation

Along Haydock Close, the initial design proposed twelve parking bays, with six on each side of the road. However on the northern side of the road it was identified that shallow BT infrastructure was present which would conflict with the required depth needed for carriageway construction and add an increase to costs for the scheme. Therefore, in an attempt to still achieve the same number of additional parking bays, an alternative proposal of nine parking bays was suggested to be configured in an echelon arrangement on the southern side of the road allowing for a 1.5m wide footpath.

Following on from the objections received above consultation was undertaken between the Council's Highways and Trees Officers to achieve an appropriate solution. It was further proposed to reduce the number of parking bays along Epsom Way from twenty-four (24) to nineteen (19), relocating sixteen (16) parking bays into a new 300m² parking surface at the top of Epsom Way by the turning head, and three (3) in a parallel parking fashion at the southern end of Epsom Way. This would lessen the impact of tree and vegetation removal which residents had concerns with as part of the initial consultation.

For the proposed conversion of verge at the northern end of Epsom Way a hardstanding parking area is proposed which will take the form of a product called Grasscrete.

This type of surfacing essentially uses a honeycomb type concrete surface where the voids are filled with soil and grass seed but still retains the ability to be driven on and retain its structural integrity.

The grass areas allows surface water drainage through the soil which can cut down on the need for expensive drainage apparatus and therefore also reduces the associated maintenance required.

These types of products assist with sustainability as they use recycled materials.

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This updated design was presented to Ward Members who approved a second consultation due to the change in the proposed layout.

Letters were sent again to the residents inviting them to the consultation for their views on the updated design. The consultation was active from July 21st until August 11th.

The questions in the consultation were:

1. Are you in favour of your road having additional parking spaces?
2. Are you in favour of having the current grass verge areas in Epsom Way converted into road parking spaces as per attached design?
3. Are you in favour of having the current grass verge areas in Haydock Close converted into road parking spaces as per attached design, despite the possible loss of existing trees and greenery?
4. Additional comments

There were only 6 responses to it (compared to the 13 responses on the previous consultation). 5 responses support the proposed parking bays in Haydock Close. For Epsom Way, 3 residents support the scheme versus 2 opposing to and 1 Not Sure.

The comments received were:

- *I do agree the design circulated is a far better design than the one previously submitted. Whilst I am in agreement to the additional 16 spaces by the turning circle at the top end of Epsom Way, I do, however, object to the 3 additional parking spaces at the beginning of Epsom Way. I would think that the additional 9 spaces in Haydock Close together with the additional 16 spaces in Epsom Way should be sufficient for resident parking. I believe the 16 spaces at the top end of Epsom Way should be painted with the house numbers of residents in Epsom Way thereby stopping commuters parking, walking and/or using public transport to and from Hornchurch Station. I have seen this happen in the parking bays by Bevan Way shops.*
- *The turning circle at the top of Epsom way will be lost. How do you propose that vans/lorries turn round given that the 1st parking spaces available will be probably be taken?*
- *I am concerned about theft of cars, that will use these spaces. There should be proper lighting and CCTV installed. It will become a thieves paradise. If these spaces are not outside houses.*
- *I strictly oppose to this. I am the owner of XX at the end of Epsom Way. This proposed car park blocks the turning area for my tenants. It's an eyesore, will cause security and safety issues for my tenants. And will cause a loss of value on my property and also a loss of appeal for the area. There are 2 big areas ideal for carpark behind trees lower down on the green and also below Haydock Close*

Ecology and Arboricultural Considerations:

The Council's Arboricultural Officers have been consulted on the proposals. Whilst there are a number of hedgerows to be removed along Epsom Way there are no significant ecological issues associated with their removal. In Haydock Close there is a more significant area of vegetation and hedgerow which would need to be removed, therefore requiring an ecological survey to be undertaken in order to determine whether or not there is evidence of protected species, and also to determine if this vegetation is subject to any legal protection.

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The ecological survey has been undertaken and no protected species or trees have been found. However it will still be required to inspect the zone prior any works commencing to ensure no species are found.

If any species is afforded with legal protection appropriate measures will be taken.

If the conversion goes ahead, in terms of offsetting the tree loss of notable trees (those over 100mm diameter) the Council should be replanting urban trees in the surrounding area at a rate of 2 new trees for every one that is lost). Where hedgerows are to be lost, i.e. to the south of Haydock Close, these will be replenished with whips to the rear, where there is ample grass space to accommodate this.

Officers' recommendations

Officers have reviewed the responses and comments above.

The creation of additional parking capacity in these areas is a political priority. Despite mitigation in the design there will be some adverse environmental implications. Elected members have approved the work in principle, through the Grass Verges Conversion Executive Decision dated 28/01/2022, and the environmental considerations were advised at the time. This decision is to agree the specific detail of the schemes in these locations. Nevertheless, the decision maker will be mindful of the fact that the schemes will increase surface water runoff, requires the loss of establishes bushes and hedgerow and goes against the policy to improve public health through the reduced reliance on car use.

Officers would propose the grass verge areas detailed above to be converted into parking bays, both in Epsom Way and Haydock Close, as per outlined on the drawing attached in Appendix A.

An ecology survey will need to be undertaken for works to progress in Haydock Close. As outlined above the introduction of such measures will have an impact on existing greenery and trees. Trees and shrubs will have to be removed and new ones will be replanted in the surrounding areas to offset the ecological impact. The .ecology report identifies that two trees are to be removed as part of the works and so four trees will be installed to replace these. The total area of shrub to be removed is approximately 200sqm which will also be replaced in an appropriate location identified by the relevant officer.

Drainage considerations have also been factored into the design.

Five objections were received to the consultation and the introduction of measures would work towards alleviating existing on street parking stress in the area. The Officers' response to these comments can be found in Appendix B.

Highways, Traffic and Parking request approval from the Lead Member for Environment to overrule the objections received, consider and accept the implications of the removal of existing greenery and ongoing maintenance costs and proceed with the advertised proposals.

OTHER OPTIONS CONSIDERED AND REJECTED

1. Do nothing: This option was rejected due to the high parking pressure in the area and the expectations of residents for the Council to provide a solution.

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2. Maintain the original design proposal at the expense of increasing costs, complexity of implementation and removal of greenery and higher number of trees: This option was rejected after further consideration of environmental factors
3. Implement only one of the three proposed parking areas.

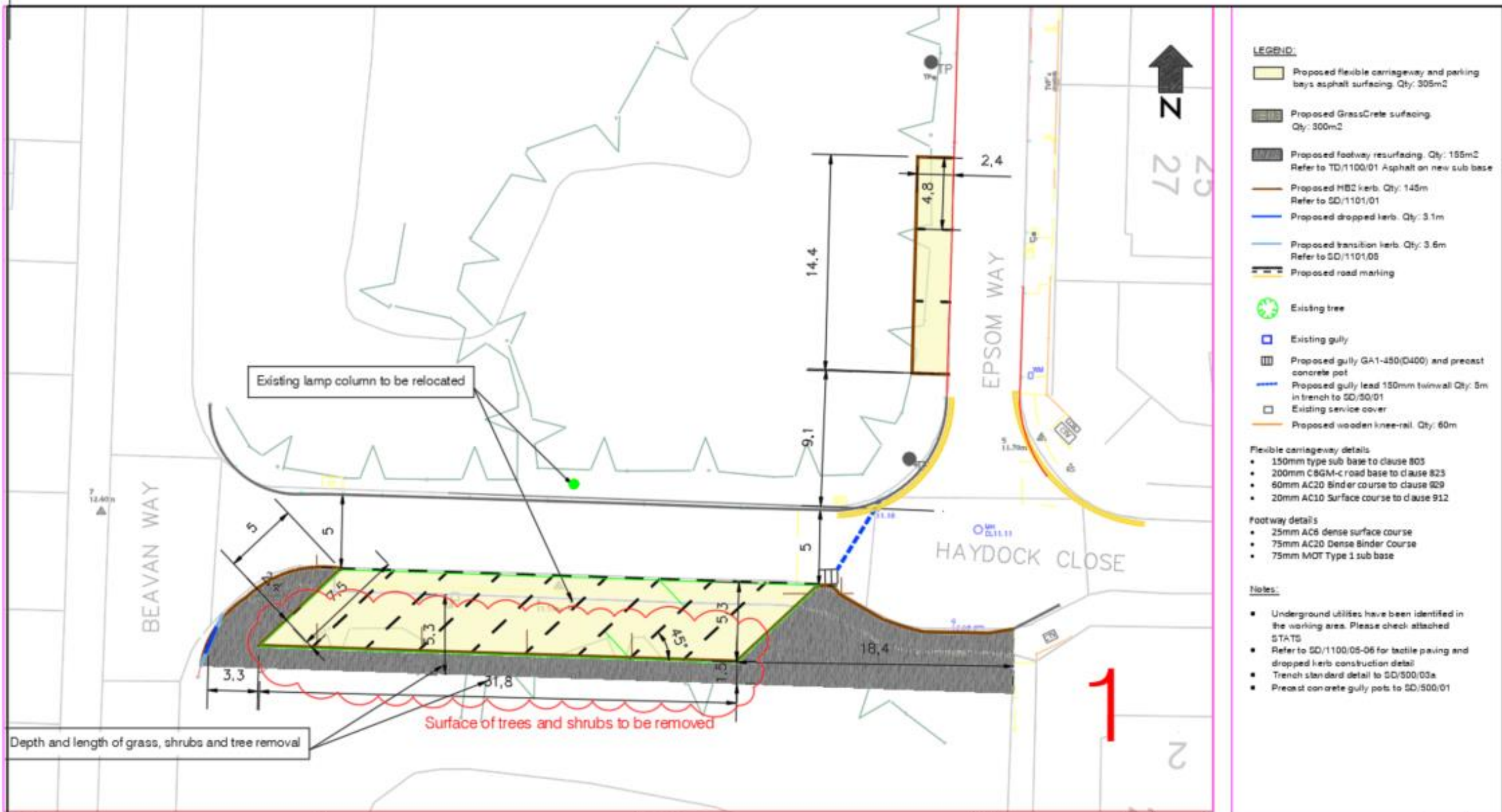
NAME AND JOB TITLE OF STAFF MEMBER ADVISING THE DECISION-MAKER

Name: Ildfonso Cases

Designation: Highways Engineer

Signature: [Ildfonso Cases](#) 23/10/2023

Appendix A – Draft design



- LEGEND:**
- Proposed flexible carriageway and parking bays asphalt surfacing. Qty: 305m²
 - Proposed GrassCrete surfacing. Qty: 300m²
 - Proposed footway resurfacing. Qty: 155m²
Refer to TD/1100/01 Asphalt on new sub base
 - Proposed H&B kerb. Qty: 145m
Refer to SD/1101/01
 - Proposed dropped kerb. Qty: 3.1m
 - Proposed transition kerb. Qty: 3.6m
Refer to SD/1101/05
 - Proposed road marking
 - Existing tree
 - Existing gully
 - Proposed gully GA1-450(D400) and precast concrete pot
 - Proposed gully lead 150mm twinwall Qty: 5m in trench to SD/50/01
 - Existing service cover
 - Proposed wooden knee-rail. Qty: 60m

- Flexible carriageway details**
- 150mm type sub base to clause 803
 - 200mm C&G-M-C road base to clause 823
 - 60mm AC20 Binder course to clause 929
 - 20mm AC10 Surface course to clause 912

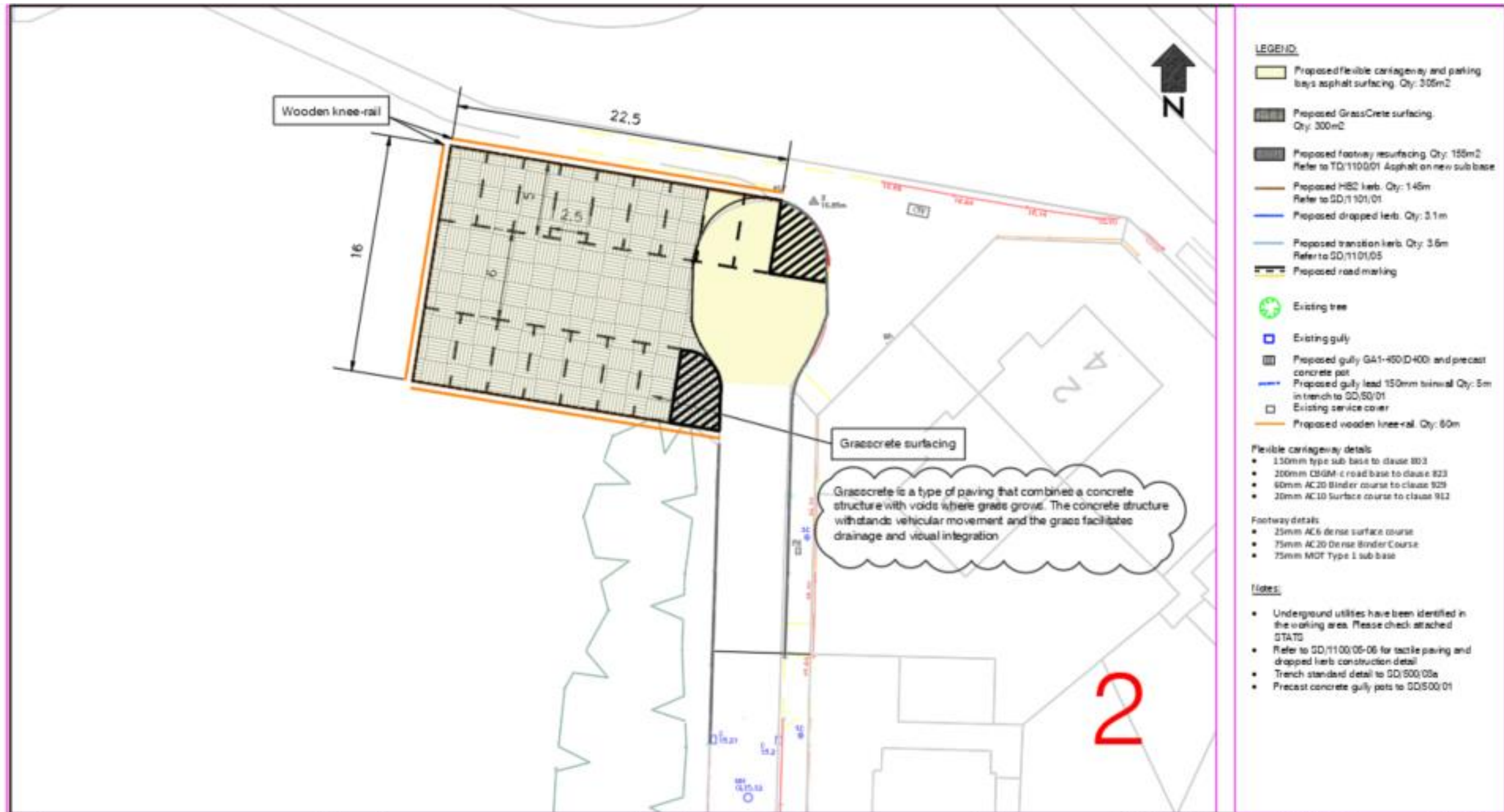
- Footway details**
- 25mm AC6 dense surface course
 - 75mm AC20 Dense Binder Course
 - 75mm MOT Type 1 sub base

- Notes:**
- Underground utilities have been identified in the working area. Please check attached STAS
 - Refer to SD/1100/05-06 for tactile paving and dropped kerb construction detail
 - Trench standard detail to SD/500/03a
 - Precast concrete gully pots to SD/500/01

Depth and length of grass, shrubs and tree removal

CLIENT	PROJECT	SUBJECT	DRAWN	REV	DATE	DESCRIPTION	BY	CKD
LONDON BOROUGH OF HAVERING	GRASS VERGES CONVERSION HAYDOCK CLOSE EPSOM WAY HACTON	DETAIL DESIGN OCT 2023	IC					
			DESIGNED					
			IC					
			CHECKED					
			GN					
			APPROVED					
			BE					
			CONTRACT No.					
			SCALE					
			1:250					

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Grasscrete is a type of paving that combines a concrete structure with voids where grass grows. The concrete structure withstands vehicular movement and the grass facilitates drainage and visual integration

2

<p>LONDON BOROUGH OF HAVERING</p>	<p>GRASS VERGES CONVERSION EPSOM WAY HAYDOCK CLOSE HACTON</p>	<p>DETAIL DESIGN OCT 2023</p>	<p>IC IC GN BE</p>	<table border="1"> <thead> <tr> <th>REV</th> <th>DATE</th> <th>DESCRIPTION</th> <th>BY</th> <th>CKD</th> </tr> </thead> <tbody> <tr> <td> </td> <td> </td> <td> </td> <td> </td> <td> </td> </tr> </tbody> </table>	REV	DATE	DESCRIPTION	BY	CKD					
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Appendix B – Officers’ Responses

RESPONSE REF:	COMMENTS	COUNCIL COMMENTS
Response 1	<p><i>I do agree the design circulated is a far better design than the one previously submitted.</i></p> <p><i>Whilst I am in agreement to the additional 16 spaces by the turning circle at the top end of Epsom Way, I do, however, object to the 3 additional parking spaces at the beginning of Epsom Way. I would think that the additional 9 spaces in Haydock Close together with the additional 16 spaces in Epsom Way should be sufficient for resident parking.</i></p> <p><i>I believe the 16 spaces at the top end of Epsom Way should be painted with the house numbers of residents in Epsom Way thereby stopping commuters parking, walking and/or using public transport to and from Hornchurch Station. I have seen this happen in the parking bays by Bevan Way shops.</i></p>	<p>The Council will monitor feedback after implementation in order to assess further measures that may benefit the scheme, subject to funding and resources</p>
Response 2	<p><i>The turning circle at the top of Epsom way will be lost. How do you propose that vans/lorries turn round given that the 1st parking spaces available will be probably be taken?</i></p>	<p>The proposed space for the parking bays at the end of Epsom Way will increase the surface of the turning head and will facilitate the manoeuvre</p>
Response 3	<p><i>I am concerned about theft of cars, that will use these spaces. There should be proper lighting and CCTV installed. It will become a thieves paradise. If these spaces are not outside houses.</i></p>	<p>The Council will monitor anti-social behaviour and encourage residents to communicate any change in behaviour in the proposed parking areas.</p>
Response 4	<p><i>I strictly oppose to this. I am the owner of XX at the end of Epsom Way. This proposed car park blocks the turning area for my tenants. It’s an eyesore, will cause security and safety issues for my tenants. And will cause a loss of value on my property and also a loss of appeal for the area. There are 2 big areas ideal for carpark behind trees lower down on the green and also below Haydock Close</i></p>	<p>The scheme follows a request to increase parking provision in the area and has been designed minimising impact on the aesthetics and environmentally. Anti-social behaviour will be monitored and we encourage residents to communicate any</p>

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		change in behaviour in the proposed parking areas
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Part B - Assessment of implications and risks

LEGAL IMPLICATIONS AND RISKS

Here Officers seek approval for the implementation of additional parking bays, that pursuant to the Council's Constitution requires an executive decision by the Lead Member for Environment.

The Council's power to make an order regulating or controlling vehicular traffic on roads is set out in Part I of the Road Traffic Regulation Act 1984 ("RTRA 1984") with the power to designate parking places set out under part IV of the 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 & 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.

FINANCIAL IMPLICATIONS AND RISKS

The full cost of implementing this scheme, including contingency, is £0.200m and will be met through the CIL allocation 'Infrastructure - Verges for parking (C38010).

Budget and contract monitoring will be regularly carried out by officers throughout delivery to ensure the project is completed within the approved allocation.

If this project is not completed, concerns raised by members and residents in connection to the parking stress within the area would not be resolved.

The implementation of the scheme implies ongoing maintenance costs to be transferred to the arboricultural team for their works.

The cost breakdown is as follows:

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HUMAN RESOURCES IMPLICATIONS AND RISKS (AND ACCOMMODATION IMPLICATIONS WHERE RELEVANT)

The proposal can be delivered within the standard resourcing within Highways, Traffic and Parking and has no specific impact on staffing/HR issues.

EQUALITIES AND SOCIAL INCLUSION 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.

ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS

The increase in the parking provision may improve traffic flows and reduce the time of vehicles driving looking for a parking bay. It may however encourage drivers from using these facilities and bringing additional traffic.

From a climate change and carbon footprint media perspective this could appear to be favouring cars over trees, hedgerows and habitats.

Greenery will be affected and removed with the excavation works in Haydock Close.

BACKGROUND PAPERS

Key Decision ED Report Grass Verge Conversion Recommendations Feb 2022.

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Part C – Record of decision

I have made this executive decision in accordance with authority delegated to me by the Leader of the Council and in compliance with the requirements of the Constitution.

Decision

Proposals agreed

Details of decision maker

Signed

Barry Mugglestone

Name: Cllr Barry Mugglestone

Cabinet Portfolio held: Cabinet Member for Environment

CMT Member title: Barry Mugglestone – Director of Neighbourhoods

Head of Service title Mark Hodgson – Head of Highways, Traffic and Parking

Date: 23/12/2023

Lodging this notice

The signed decision notice must be delivered to Democratic Services, in the Town Hall.

For use by Committee Administration

This notice was lodged with me on _____

Signed _____