



Notice of Non-key Executive Decision

Subject Heading:	Amendments to Hornchurch Off Street Car Parking Arrangements and Tariff
Decision Maker:	Imran Kazalbash Director of Environment
Cabinet Member:	Cabinet Member for Environment, Cllr. Barry Mugglestone
ELT Lead:	Neil Stubbings Strategic Director of Place
Report Author and contact details:	Mark Hodgson Assistant Director, Highways, Traffic and Parking Mark.hodgson@havering.gov.uk
Policy context:	Parking Policy
Financial summary:	Implementation cost of £0.005m funded from A24600. Estimated annual financial impact as set out in the body of the report.
Relevant Overview & Scrutiny Sub Committee:	Place
Is this decision exempt from being called-in?	Yes – Non-Key

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

People - Things that matter for residents	X
Place - A great place to live, work and enjoy	X
Resources - A well run Council that delivers for People and Place	X

Part A – Report seeking decision

DETAIL OF THE DECISION REQUESTED AND RECOMMENDED ACTION

The Director for Environment is asked to authorise amendments to the paid for parking and business permit arrangements in Fentiman Way and Appleton Way Car Parks, Hornchurch, as follows:

- to take all necessary steps to replace the existing parking tariff (shown in the body of this report) with a new charge of £1.00 for the first two hours of parking, £2.00 for two to three hours of parking and no changes to other, longer session, tariff points; and
- to advertise a new Order to permanently introduce Business Permit eligibility, under a single “Hornchurch Business Permit” permit, for use in both car parks using the Councils existing Business Permit criteria. If no material objections to the statutory consultation are received to then make the Order.

This decision does not make any change to existing on-street paid for parking arrangements or any other locations within the borough.

The decision, when implemented as set out within the body of the report, complies with current legislation and legal requirements.

AUTHORITY UNDER WHICH DECISION IS MADE

Council’s Constitution Part 3.3.5 (1.1).

To exercise the Council’s powers and duties arising under the Road Traffic Regulation Act 1984, New Roads and Streetworks Act 1991 and Traffic Management Act 2004.

STATEMENT OF THE REASONS FOR THE DECISION

Parking management is an important public service. It provides benefits to residents and businesses, motorists and the wider community.

The Council has introduced parking controls in many parts of the borough, particularly where there is kerbside parking pressure or high demand for space. Controls are in place both on-street and in Council car parks.

Parking controls and restrictions are primarily designed to:

- Support road safety
- Contribute to wider transport objectives such as reducing congestion
- Encourage active travel (walking and cycling) and public transport use
- Prioritise space for those who need it most (like disabled customers)

- Improving air quality and contributing to the Councils response to address climate change
- Helping to ensure access to goods and services
- Allow space for loading.

Parking (pay and display) charges, maximum stay and no-return restrictions help encourage turnover and maximise customers to shopping areas and other amenities. They help prevent commuters and all-day parkers from using the space. Charges can also help deliver policy objectives like encouraging public transport use, reduce air pollution and emissions and support active travel.

Parking enforcement is a key component of the parking service to ensure compliance with the rules.

Within the current financial year paid for parking from both on and off-street locations is forecast to generate a full year income of £2.965m.

The Council operates many on-street and off-street (car park) paid for parking locations. In the main, paid for parking arrangements are the same borough wide. Except for the Romford area, all paid for parking locations offer a free half hour session, one per customer per day. The tariffs are the same borough wide (on and off street) and maximum stay and no-return restrictions are also broadly consistent, with only a few exceptions, across the borough.

Paid for parking arrangements in Hornchurch town centre currently operate under the borough-wide parking tariffs. These are shown below.

Within Hornchurch town centre there are currently five Council run car parks and two large privately run car parks attached to shops, as follows:

Car Park	Tariff	Comments
Billet Lane Car Park *	Standard council tariff	Slightly outside immediate town centre
Fentiman Way*	Standard council tariff	
Appleton Way*	Standard council tariff	
Keswick Avenue*	Standard council tariff	Due to close 5 January 2026
Dorrington Gardens*	Standard council tariff	Due to close late January 2026
Sainsbury	Free 2-hour customer parking £8.00 All day parking	
Lidl	Free 1.5-hour customer parking	

*Council owned and operated

Other, limited, private offer is also available but makes up a small part of the overall offer.

As shown, two of the Council's car parks in Hornchurch are currently being disposed of. Keswick Avenue is due to close on 5 January 2026 and Dorrington Gardens car park is due to close by late January / early February 2026.

Appleton Way and Fentiman Way Council car parks both have ample capacity.

As with many local town centres and high streets, trading conditions are challenging and there are a number of vacant shop units in Hornchurch. A Business Improvement District is currently being developed following feasibility work and consultation earlier in the year. Feedback through this process included parking charges as a factor affecting the vitality of the town centre.

In an attempt to support the Hornchurch town centre Members have asked for the paid for parking tariffs to be amended. Ward Members are of the opinion that the free half hour encourages much shorter visits to the town meaning customers do not use the full range of shops on offer. Additionally, Ward Members consider the tariff is too high and that this discourages custom altogether.

A modified parking scheme has been proposed by members, and having gained support of Cabinet, this decision formalises the proposal.

The new tariffs will be as shown below:

Fentiman Way and Appleton Way	Current	Proposed
*0-30 mins	Free	£1.00
0-1	£2.60	
1-2	£4.40	
2-3	£6.20	£2.00
3-4	£8.00	£8.00
4-5	£10.00	£10.00
5-6	£12.00	£12.00
6-7	£14.00	£14.00
Over 7	£15.00	£15.00
Overnight	£2.00	£2.00
Sundays	Free	Free

Modelling and analysis has been completed to assess the impact of these changes on Council income. This is a difficult exercise as there is no comparator or previous similar example to help determine the impact of such a change on transactions and stay durations. The private offer in the town may mean there is no appreciable difference to volumes, regardless of cost. On the other hand, lower charges could result in an increase in car-based customers and therefore footfall and patronage in local shops.

Officers best estimate is that the change would generate additional financial pressure of around £0.050m per full year. In order for the new charges to be cost neutral (in terms of

parking income), the number of transactions (paid for parking sessions) in both car parks combined would need to increase from 90,000 to 150,000 per year. However, setting aside the possible financial pressure, members wish to consider the wider economic growth impact, vacant units in the town and support for the area.

As part of discussions officers advised Cabinet Members that whilst the intention of encouraging demand, including car-based demand to the town centre is acknowledged, the Council has adopted several key priorities such as improving rates of active travel, reducing air pollution, delivering the climate change action plan and improving road safety conditions.

The assumed financial impact of the new tariff is therefore set out alongside other considerations including:

- Lower cost parking could help encourage additional customers and longer stays in the town centre.
- Consideration as to where the new customers would come from – either genuine new customers or existing customers from a different part of the borough – thereby reducing footfall and paid for parking income in that location.
- The need to develop the scope of a review framework and metrics for measuring success. This would be developed alongside tariff changes, rather than in advance.
- The risk that existing 3 to 4 hour customers (who pay £8.00) may reduce their time in Hornchurch to benefit from the new £2 for 3-hour rate.
- The proximity to other parking offer within a short distance of the two Council car parks and how that influences customers habits.

Cabinet noted the above and asked for the tariff change to commence in Fentiman Way and Appleton Way car parks as soon as possible. Upon approval of this report the statutory process to amend the tariff will be completed with new charges in place as soon as possible thereafter.

Business Permits

In addition to the paid for parking tariff amendment within Fentiman Way and Appleton Way car parks Cabinet also requested the introduction of a Business Permit offer to these two car parks.

At the present time, there are no on street business permit parking bays in Hornchurch. Ward Members consider that offering this provision will be beneficial to businesses within the town centre.

Within the town centre there is limited on street space. Accordingly, it is proposed to offer a Hornchurch Business Permit and enable permit holders to park within Fentiman Way or Appleton Way car parks.

The Council's normal business permit conditions, as summarised below, would apply:

- Standard rate of £420 per year (adjusted as per the Fees and Charges schedule as part of budget setting)
- Limited to two permits per business premises (this restriction prevents the permit from being used by staff for commuting purposes)
- Permit operated through the MiPermit system
- Businesses must demonstrate they are a genuine business through provision of the business rates reference number and trading address.

The extent of eligibility of the new Hornchurch Business Permit would be any business with an address in the area shaded on the plan in Appendix 1 to this report. The permit will operate 12am Monday to 11.59pm Saturday, 24 hours per day.

Upon approval of this report the statutory process to enable the Business Permit offer will commence. Any objections to the consultation will be considered in a further Executive Decision. If there are no objections to the consultation the Order and requisite changes on site will also be made.

A range of publicity and communications will be undertaken to highlight both changes approved through this report.

Accordingly, this decision is to approve the above tariff change in Fentiman Way and Appleton Way car parks. This will remain until a further decision to retain or revert back to borough wide tariffs is brought forward. Furthermore, the statutory process to create the business permit provision will be commenced, as a single permit for use in both car parks.

OTHER OPTIONS CONSIDERED AND REJECTED

The option to do nothing exists although this would be unacceptable to Cabinet Members given they have requested the change. Doing nothing would not instigate the support to the area members are seeking or provide information to the impact of the change.

A range of alternative tariffs were shared and discussed with members. However, the tariff listed above was agreed upon.

PRE-DECISION CONSULTATION

The matter has been discussed with Cabinet and Ward Members.

As part of the legal traffic management order making process a Notice of Variation to alert the public to the tariff change is required. This Notice will be advertised in the press and site notices fixed on site for a period of not less than three weeks.

The new Business Permit offer requires a Traffic Management Order. The TMO must be advertised in the press and site notices fixed on site for a period of not less than three weeks. Any valid objections received would need to be considered and a decision made before the Order is made. Any objections would need to be set out in a future Executive Design. If no objections are received the Order can be made.

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

Name: Mark Hodgson

Designation: Assistant Director, Highways, Traffic and Parking

Signature: *Mark Hodgson*

Date: 26.11.2025

Part B - Assessment of implications and risks

LEGAL IMPLICATIONS AND RISKS

Under Section 32 and 35 of the Road Traffic Regulation Act 1984 (the "RTRA 1984"), the Council in its capacity as traffic authority may make a traffic regulation order where it appears to the authority making the order that it is expedient to make it-

(a) may provide off-street parking places (whether above or below ground and whether or not consisting of or including buildings) together with means of entrance to and egress from them, or

(b) may by order authorise the use as a parking place of any part of a road within their area, not being a road the whole or part of the width of which is within Greater London.

As respects any parking place—

(a) provided by a local authority under section 32 of this Act, or

(b) provided under any letting or arrangements made by a local authority under section 33(4) of this Act,

the local authority, subject to Parts I to III of Schedule 9 to this Act, may by order make provision as to—

(i) the use of the parking place, and in particular the vehicles or class of vehicles which may be entitled to use it,

(ii) the conditions on which it may be used,

(iii) the charges to be paid in connection with its use (where it is an off-street one), and

(iv) the removal from it of a vehicle left there in contravention of the order and the safe custody of the vehicle

And the power under paragraph (iii) to make provision as to the payment of charges shall include power to make provision requiring those charges, or any part of them, to be paid by means of the hire or purchase in advance, or the use, of parking devices in accordance with the order.

The RTRA 1984 allows for tariff changes and minor changes to the charging period to be made by process of a Variation Order. Substantial changes including the introduction of new charging categories would require the making of a new order.

Before making a traffic order the Council should ensure that the statutory procedures set out in the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996(SI1996/2489) are complied with. The Traffic Signs Regulations & General Directions 2016 govern the traffic signs and road markings.

Under Section 122 of the RTRA 1984 the Council has a duty to exercise the functions conferred on it by the RTRA 1984. 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 are taken into account.

FINANCIAL IMPLICATIONS AND RISKS

This report is seeking approval to:

- 1) Amend parking tariffs in Fentiman Way and Appleton Way car parks within Hornchurch;
- 2) Introduce a Hornchurch Business Permit scheme.

Car Parking Fee Change

While intended to support local businesses and increase footfall, the proposal will negatively impact parking income. Implementation costs of £0.005m (signage, statutory notices), will be met from the Parking Budget, but ongoing income shortfalls are projected.

The following table shows potential outcomes from the change in rates:

Scenarios Per Annum	Estimated Cost to Council	Change in sessions
Most Likely – a positive increase in use	£47,000	+30,000
Worse Case – no change in behaviour	£91,000	0
Breakeven – highly unlikely	£0	+65,000

The most likely option would further decrease the income received from the two car parks by £0.047m, despite a projected increase in parking sessions of 30,000 (33%). It should be noted that this area is highly challenging to predict as car park use will be impacted by the macro environment, pricing, seasonal events, the weather, road closures, private car parks, business activity and our own closure of two nearby car parks at the start of next year.

Business Permit Introduction

Business Permit income (£420 per permit, maximum of two per business) is uncertain and unlikely to offset losses. Estimates are based on full year transactions in 2024/25 but carry uncertainty due to lack of comparable changes and assumptions about customer behaviour.

The rate for the permit is set Borough wide and is not changing because of this decision. The rate itself is considered favourable as a business operating 52 weeks a year, 6 days a week, the permit would cost £1.35 a day compared to £15.00 for over 7 hours for a standard parking permit.

Parking Service

Any income loss will add to the existing £0.182m on-street & off-street parking budget pressure (based on period 6 October reporting) and may require compensatory savings elsewhere. However, the wider Parking budget is in underspend this year and yearly generates a parking surplus, for example in 2024/25 (£6.395m).

The annual surpluses are ring fenced to fund specific services within the legislative framework such as public passenger transport (concessionary fares), highways maintenance and improvements or environmental improvements provided by the council to benefit the community. The authority spends far more than the annual surplus on these areas, therefore this means a reduction in income impacts the funding for these services indirectly and can cause a pressure requiring funding to be directed from elsewhere or a compensatory saving being applied.

Financial Risks

The proposal carries additional financial and operational risks.

Aside from the projected reduction to income within the Parking Service from implementing this decision, amending the rates for these two car parks brings them out of line with the authority's other car parks within the borough. This could be seen as a two-tier approach. Additionally, this may introduce challenges to other fee structures within other parts of the borough.

In terms of the rate changes, they affect up to 3 hrs only, with no changes beyond that. It means that between 2 to 3 hours it will cost £2, but between 3 and 4 hours will cost £8 then rising £2 per hour every hour after until £15.00 is reached for over 7 hours stay.

There is also a risk that due to ample supply of parking spaces within Hornchurch, as noted in this report, that parking behaviours may not be impacted materially from this change. Price conscious users may continue to opt for alternative options whilst those primarily parking for convenience may continue their behaviours.

Wider implications include conflict with climate and active travel objectives and potential precedent for similar requests. If not implemented, financial risk is avoided, but the opportunity to support Hornchurch town centre recovery may be lost.

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.

These measures reduce the cost of parking in Hornchurch and apply equally to the whole community.

ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS

It's possible that increased car travel is generated as a result of this decision and therefore it will have an adverse impact on emissions. This would be contrary to the Climate Change Action Plan 2021.

BACKGROUND PAPERS

None.

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

Proposal agreed

Details of decision maker

Signed:



Name: Imran Kazalbash
Director of Environment

Date: 03/12/2025

Lodging this notice

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

For use by Committee Administration

This notice was lodged with me on _____

Signed _____

