

## CABINET

17 July 2018

<b>Title:</b> Review of Parking Fees and Charges	
<b>Report of the Cabinet Member for Enforcement and Community Safety</b>	
<b>Open Report</b>	<b>For Decision</b>
<b>Wards Affected:</b> All	<b>Key Decision:</b> Yes
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<b>Summary</b> This paper sets out a series of proposals for fees and charges for Parking Services for 2018/19 and subsequent years.  The proposals are in line with the agreed objectives of the Parking Strategy adopted by Cabinet in October 2016 and the Mayor of London's transport initiatives and manifesto.	
<b>Recommendation(s)</b>  The Cabinet is recommended to:  (i) Approve the proposed fees and charges for Parking Services set out in the report; and  (ii) Approve the proposals for Controlled Parking Zones as set out in the report.	
<b>Reason(s)</b>  The report sets out a series of proposals to significantly rebalance parking fees and charges aimed at meeting one of the Council's key priorities of reducing air pollution and as well as providing a safer, fairer, consistent and more transparent parking service.  The borough faces growing challenges in terms of traffic flow, congestion, safety and air pollution. If these challenges are not addressed now, they will impact on future generations of residents, businesses, drivers and other road users.  This report supports the Parking Strategy 2016-2021, which aims to encourage the greater use of other modes of transport, for example cycling, and greater use of initiatives such as car clubs as a means to improve air quality and offer choice to residents. The population of Barking and Dagenham is changing and has increased by more than one quarter (26%) from 163,900 to 206,500 residents since 2001 and is anticipated to rise to 223,000 by 2020. It is vital therefore, that parking control measures are introduced now, to	

ensure that congestion on our roads does not increase and road safety and air quality are not further compromised.

The plans include recommendations for parking control measures for vehicles which are most likely to impact on the borough's air quality as well measures to restrict Heavy Goods Vehicles (HGV) parking in residential areas.

## **1. Introduction and Background**

1.1 The Parking Strategy 2016-21 sets out a clear vision for parking in the borough. This vision was supported by 75% of respondents to the consultation on the strategy. The vision is "To provide safe, fair, consistent and transparent parking services".

1.2 This vision is supported by five main priorities that have been designed to reflect the competing parking needs in the borough. These priorities reflect the needs of residents, businesses, commuters, cyclists and pedestrians alike. The priorities are:

- Ensure that the low emissions and air quality strategy for London is at the heart of our decision making.
- Reduce congestion caused by parked vehicles and improve road safety;
- Make best use of the parking space available;
- Enforce parking regulations fairly and efficiently; and
- Provide appropriate parking where needed.

1.3 In developing the Parking Strategy, the Council developed and agreed a hierarchy of needs for parking in the borough, based on the responses to our consultation. This hierarchy forms a core part of our decision making for parking controls, the design of parking schemes and the cost of parking services. The hierarchy of parking needs are set out below, and highlights that people are at the heart of strategy:

- Residents with a disability;
- Non-residents with a disability;
- Local residents;
- Priority care workers;
- Local business essential servicing;
- Short stay visitors and shoppers;
- Long stay visitors and shoppers;
- Long stay commuters; and
- Safety of children around schools.

1.4 The key proposals set out in the strategy were: -

- Free half hour parking in all on-street shopping locations;
- Free one-hour parking in all council Parks;
- Adopt an area-based approach to parking controls;
- Move to cashless payment for car parking including contactless payment cards;

- Continue to apply a lower parking permit charge for the first two vehicles per household, compared to the third and introduce a higher charge for the fourth vehicle and above;
- Establish parking permit prices which encourage low emission vehicles and improve air quality; and
- Increase our enforcement in areas where pavement parking affects safe access to pedestrians and cyclists.

## 1.5 The challenges for improving air quality in London

Since the adoption of the Parking Strategy 2016-21, the Mayor of London has published his transport initiatives. The Mayor's Air Quality Strategy has highlighted the health and social impact of air pollution in our capital city. These include: -

- 9,000 early deaths attributable to air pollution;
- 24% of primary schools are in areas which breach the legal limit for Nitrogen Oxides (NOx);
- People are twice as likely to die from lung diseases when living in deprived areas of London; and
- Air Pollution has a £3.7bn cost to London's economy.

The most significant transport initiatives in the Manifesto are as follows:

- Improving air quality in built up areas (as proven by empirical evidence);
- Reducing congestion;
- Penalising fuel guzzling vehicles; and
- Moving away from Diesel vehicles and moving towards Electric.

- 1.6 One of the key strands of the Mayor of London's Air Quality Strategy, is to reduce the number of high pollutant vehicles which are entering the city and applying increased charges for those vehicles who have high levels of NOx and CO2 emissions.
- 1.7 The Mayor's Air Quality Strategy commenced in 2010 with the introduction of the London Wide Emission Zone for lorries and coaches. In October 2017, a [£10 toxicity 'T-Charge'](#) was introduced aimed at older, more polluting vehicles in central London.
- 1.8 The Ultra Low Emission Zone (ULEZ) will be introduced in central London on 8 April 2019. Motorists looking to park and ride into London are likely to choose outer London Boroughs, such as Barking and Dagenham to park. Protective measures therefore need to be put in place such as diesel surcharges and increased Controlled Parking Zones, particularly around our transport hubs, supported by increased enforcement.
- 1.9 In summary, the impact of the above changes will mean that areas such as Barking and Dagenham will experience displacement as motorists choose outer London boroughs as a place to start and end their commute. If steps to control parking are not introduced, both in terms of reducing pollution and congestion, the impact will be most significant on residents of the borough.

- 1.10 Barking and Dagenham faces specific challenges due to its geography and arterial road network and has levels of Nitrogen Oxides which exceed European Union limits.
- 1.11 Within the Capital there are currently 187 Air Quality Focus Areas, which were created to deal with areas which had high human exposure and were exceeding the EU annual mean limit value for NO<sub>2</sub> of 40 µg/m<sup>3</sup>.
- 1.12 Barking and Dagenham has three Focus areas which were created in 2016 following a Borough wide evaluation of pollutant concentrations, relevant exposure and the potential for local intervention to improve the situation. The areas are:-
- Barking Town Centre and the surrounding area;
  - Area along A13; and
  - Area from A12 south along Whalebone Lane.
- 1.13 These areas contain schools and some residential properties which are above the current objectives and have relevant exposure. The Air Quality Action Plan states that a combination of vehicle parking strategies, school and residential awareness campaigns and speed control measures will aim to reduce air pollution.
- 1.14 The council produces an annual Air Quality Annual status report. The report provides a detailed overview of air quality in Barking and Dagenham. It is produced to meet the requirements of the London Local Air Quality Management statutory process.
- 1.15 The most recent report, published in May 2018 includes a number of transport related actions to improve air quality. These include:
- Ensuring that the need to travel by private car or by lorries other than for essential trips is reduced while accepting the role of the car and the lorry in helping to meet transport needs;
  - Support measures to manage travel demand in the Borough and encourage alternative travel modes to the car through traffic management measures;
  - Seek improvements to the public transport network that provides for the needs of residents, businesses and employees in the Borough without significant adverse impact on the environment;
  - Ensure that schools encourage pupils and staff to cycle or walk to school and that adequate facilities are provided to enable this, including a network of safer routes and undercover cycle parking;
  - Promote and arrange for safer routes to school and organise walking buses along these routes. Steps will be taken to discourage parents from driving children to school; and
  - Take steps to limit the levels of private car use by Council employees in order to set an example to other employers.

## **2. The changes in the Parking Service 2015-2018**

- 2.1 The council retains an in-house parking service which undertakes a series of functions including: -
- Issuance of Parking Permits;

- Management of off street and on street parking including the London Road Car Park, Barking and The Mall Car Park, Dagenham;
- Enforcement of parking offences through Penalty Charge Notices (PCN's);
- Enforcement of moving traffic violations using Parking enforcement technology; and
- Design and introduction of Controlled Parking Zones (CPZ).

2.2 The parking service has seen a number of changes over the past three years.

2.3 In 2015/16 the overall financial projection for parking services was set at £6,899,200. The service achieved £7,076,997 against actual costs of £4,282,000.

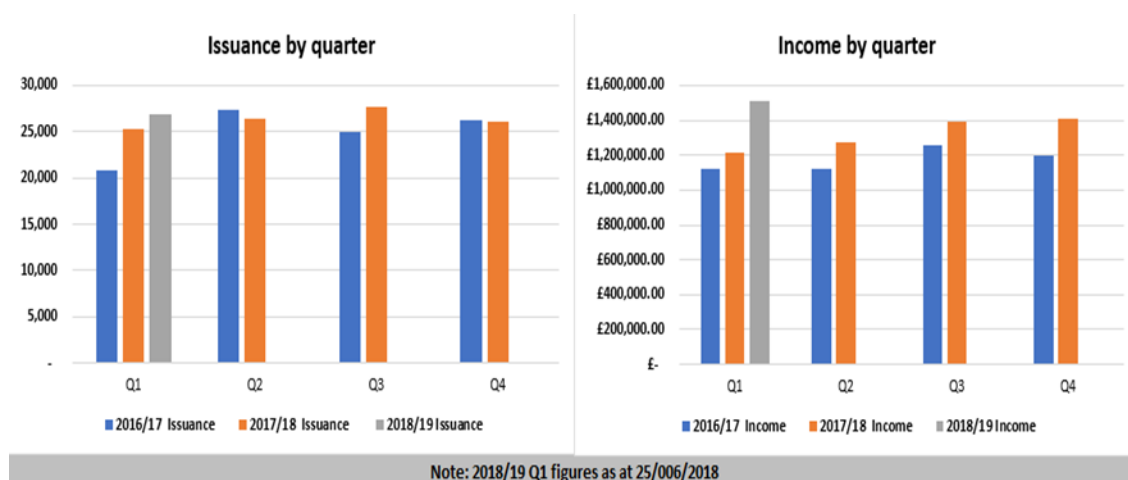
2.4 In April 2015 the Deregulation Bill came in for parking enforcement. The Bill meant that we could not use static cameras for any parked vehicle offence. As a result, 22 static parking enforcement cameras were removed.

2.5 The impact was most significantly felt in 2016/17. The outcome was a reduction of 32,000 PCN's at an average value of £39 per PCN. This, plus the loss of revenue from the use of smart cars to capture static parking offences, equated to a projected loss of income of £1.25m.

2.6 There was a significant reduction in both figures, from 2016/17, compared to 2015/16. The reduction in issuance could be seen as a result of the Bill and the ability of the Council to reduce traffic violations. However, the reduction in collection highlighted a concern that the service was not working as effectively and productively as it could.

2.7 The following graphs set out the number of PCN's issued each quarter, between April 2016 and March 2018. The graphs also include the fines collected per quarter.

Graphs 1 and 2 illustrate PCN issuance and income per quarter April 2016-March 2018



2.8 The council has seen a steady improvement in Parking Services since November 2017. These improvements include:

- An increase in payment rate of Penalty Charge Notices, from 51% to over 61%. This is attributable to increased monitoring of PCN non payments and an increase in efficiency in progressing unpaid PCNs, including issuing

- warrants;
- A 4.5% increase in PCN issued, in the 6 months, October 2017 to March 2018 compared to the previous 6 months;
- A reduction in the number of contested PCNs cancelled from 30% in the 6 months between April to September 2017 to 23% in the following 6 months (October 2017 to March 2018);
- Introduction of additional CCTV enforcement cameras in areas affected by traffic congestion and safety issues. 5 enforcement cameras have been in place since March 2018, resulting in approximately 1,579 PCN's issued to the end of April 2018; and
- Increase in usage of both The Mall Car Park in Dagenham, Heathway and London Road Car Park:
  - The number of recorded transactions for the Mall Car Park was 21,272 in 2017/18, compared to 18,084 in 2016/17.
  - In London Road Car Park, the number of transactions increased from 16,928 in 2016/17 to 17,931 in 2017/18. Income has increased over this period by approximately 15%.

### 3. Proposal and Issues

#### 3.1 Proposal 1 - Parking Permits: Change in Banding Structure

- 3.2 At present the council issues around 16,500 permits. Of these approximately 7,500 are issued as resident permits through Controlled Parking Zones. Permit pricing is currently structured across 8 bands. The published bands are based on the vehicle CC, not emissions. They are also structured on the number of vehicles per household; increasing in cost for the second, third and fourth vehicle.
- 3.3 The following table sets out the number of permits issued by car emissions. 16.5% of permits are issued to cars with less than 120 CO2 emissions.

Table 1. Proportion of permits issued based on current banding structure

Tariff Band	LBB Current Charges (CO2 emissions)	Price/permit (£)	Quantity
Band A	0 -100	0	18
Band B	101-120	23	1213
Band C	121-140	23	1004
Band D	141-160	28	1266
Band E	161-180	34	1609
Band F	181-200	43	1055
Band G	201-255	49	737
Band H	<b>256 +</b>	<b>70</b>	<b>529</b>
			<b>7,431</b>

- 3.4 The proposal is to simplify the current banding structure for parking permits. It is proposed to reduce this to 7 bands, to provide a clearer, fairer and more

transparent charging structure. Table 2 below, sets out the proposed banding structure to be implemented from September 2018. The rationale for these increases are set out in the proposals below.

Table 2 – Proposed banding structure from September 2018.

<b>Proposed Bands 2018-19</b>	<b>Emissions (cc)</b>	<b>Price/permit (£)</b>	<b>Quantity</b>
Band 1	0 -50	0	5
Band 2	51 -100	18	13
Band 3	101 -140	36	2,217
Band 4	141 -160	45	1,725
Band 5	161-180	51	1,150
Band 6	181 -255	80	1,792
Band 7	over 256	140	529
<b>Total</b>			<b>7,431</b>

### **3.5 Proposal 2 - Retain free permits for electric cars**

3.6 The council supports the Mayor of London's ambition to make London's transport system zero emissions by 2050.

3.7 The Mayor of London has committed to work with London Boroughs to roll out a greater amount of electric car charging points to make this a reality. The council will work with Be First and planning and design bodies, to support the development of new charging infrastructure as part of the regeneration of the borough.

3.8 In support of this, the council has proposed to keep parking permits free for those with electric cars.

### **3.9 Proposal 3 - Reduce permit prices for low emission cars**

3.10 As part of our priority to ensure that the low emissions and air quality strategy for London is at the heart of our decision making, it is proposed that the fees and charges structure is applied in a way that encourages a move from higher to lower emission vehicles. It is therefore proposed that the price banding for permits is charged on the basis of CO2 emissions.

3.11 Accordingly, the proposal is to offer free permits for those cars with emissions under 50 CO2. Cars that are under 50 CO2 emissions currently tend to be electric cars. This will be for first and second cars within this band. These proposals will encourage residents to choose lower emission vehicles and this will be supported by a communications campaign with public health colleagues.

### **3.12 Proposal 4 - Increase permit fees for high emission cars and for households with more than one vehicle.**

3.13 To encourage households to move to no or lower emission vehicles, it is proposed that charges for vehicles with emissions over 101 CO2 are increased. There will be

2,217 permit holders in Band 3 at a cost of £36 per permit against the current average for these bands of £23.00.

- 3.14 There will also be an increase in the permit price for vehicles falling in the higher bands, 4, 5, 6 and 7 of £45, £51, £80, £90 and £140 respectively. The current prices range from £28 to £74.

### **3.15 Proposal 5 - Permits for more than one car per household**

- 3.16 There is an increasing pressure on many parts of the borough for adequate and safe parking places. In some areas the volume of vehicles is causing congestion and impacting on air quality and on the safety of pedestrians and other roads users.
- 3.17 As part of our commitment to the priority set out in our Parking Strategy 2016-21, "To reduce congestion caused by parked vehicles and improve road safety", it is proposed to increase the cost for permits for those with three or more vehicles per household. Permit prices will increase by 25% for the third vehicle, 50% for the fourth vehicle and 75% for the fifth or subsequent vehicles, based on the CO2 emission banding
- 3.18 However, where a household has 2 vehicles under 50 CO2, both permits will be free. Where a household has one vehicle over 100 CO2 emissions and one under the 50 CO2 emissions, the free permit for the lower emission vehicle will still apply. A third vehicle in any household will require a permit at a minimum level of £45, regardless of the emission level of the vehicle.

### **3.19 Heavy Goods Vehicle's and large transport vehicles**

- 3.20 One of the major concerns for residents, in terms of both parking congestion and road safety, is Heavy Good Vehicles (HGVs). The majority of complaints from residents relate to HGVs parked on pavements and minimising safe pedestrian access, blocking light to properties and adding to parking congestion, due to the space required for oversized vehicles
- 3.21 The council proposes to restrict HGV's parking in residential areas, but can only do this for vehicles parking in a Controlled Parking Zone area. This is a key feature of the proposals set out below, to consolidate and expand Controlled Parking Zone's. This means that any vehicle with a long wheel-base will not be eligible for a permit. The council will continue to restrict a vehicle no longer than 5.25m and no higher than 2.3m to park in a Controlled Parking Zone.
- 3.22 In addition, it is proposed to introduce measures to restrict the access to Heavy Goods Vehicles and large transport vehicles, from entering residential areas. Currently there are weight restrictions for vehicles of 7.5 tonnes or more travelling through a designated residential area. In addition, there are areas which restrict vehicles of 5 tonnes or more from parking. Penalty Charge Notices have been issued to vehicles seen contravening weight restricted places. In 2017/18 this equated to 1,605 PCN's.
- 3.23 Technology, including CCTV now exists which enables councils to identify and enforce against heavy vehicles from travelling through designated residential areas. It is proposed to undertake a feasibility study to identify areas that would most



benefit from the introduction of this new technology and submit proposals to the Cabinet member for Enforcement and Community Safety to bring forward.

### **3.24 Proposal 6 - Introduction of an additional flat fee charge for diesel cars**

3.25 The Parking Strategy is clear in its aim to reduce carbon emissions, as is the Mayor of London who has fast-tracked the introduction of the Ultra Low Emission Zone (ULEZ) for central London from April 2019.

3.26 This will mean that diesel cars not meeting the Euro 6 emission standard will have to pay an additional charge to drive into the city centre. The Council's own Air Quality Annual Status Summary Report for 2016, published May 2017 shows that the borough faces significant challenges with air pollution. The objective is to encourage businesses and residents to purchase low emission vehicles, thereby having a positive impact on pollution levels across the capital.

3.27 Testing conducted by the independent International Council on Clean Transportation (ICCT)<sup>1</sup> found a typical modern Euro 6 diesel emits seven to ten times more nitrogen dioxides (NO<sub>x</sub>) on the road than the Euro 6 limit achieved in tests (80mg/km. More recent tests performed by Emissions Analytics<sup>2</sup> show diesel emissions on the road are typically four and a half times higher than permitted by Euro 6 standards.

3.28 In the autumn 2017 budget the Chancellor announced an increase in the first year tax rate of new diesels first registered from 1 April 2018 that do not meet the Euro 6d standard. It is anticipated that this is likely to affect those vehicles currently exempted in the Mayors ULEZ.

3.29 Alongside other London boroughs, such as Hackney, Islington and Westminster, it is proposed to introduce an additional charge for diesel cars. The charge will apply to those vehicles that do not meet Euro 6d standards and will be *in addition* to their permit charge.

3.30 The proposal would be to charge initially £50 for the first year increasing to £75 per annum for year two for all residents and business permits. The council will also look at introducing additional charges for diesel vehicles parking in the borough.

3.31 Similarly to the Mayor's ULEZ, the aim of this flat charge is to encourage people to move away from diesel cars. We currently estimate that around 20% of all cars in the borough are diesel and so this would impact on around 3,300 permit holders.

### **3.32 Proposal 7 - Parking in on street and secondary shopping locations (off-street)**

3.33 The council introduced parking charges in secondary shopping locations in 2017/18. The charges included free parking for the first 30 minutes. There are no proposals to change the current free parking commitment.

3.34 The current fees and charges, as from February 2018 are as follows:

- Major on - street and off-street locations:-

- One hour parking – £1.50
  - Two hours Parking – £4.50
  - Four hours to increase -£10.50
- District off - street and on-street locations
    - One hour parking – 75 pence
    - Two hours parking – £1.50
    - Four hours parking – for off-street locations such a secondary shopping area is £2.25, for on-street location is £3.

3.35 It is proposed to formally consult on the introduction of fees and charges for on and off-street parking locations as part of the introduction of Controlled Parking Zones in the borough. This will help to reduce congestion and improve traffic flow. The first period of consultation will commence in the Autumn 2018 as part of the Controlled Parking Zone consolidation proposals set out below.

### **3.36 Proposal 8 - Other permits**

3.37 The council currently provides a range of permits. Prices for these types of permits increased as part of the Fees and Charges report agreed by Cabinet in November 2017.

3.38 At present, the council provides permits for faith organisations who are part of the council's multi faith forum. Currently there are only four permits issued of this type. It is not equitable to continue with such an arrangement and it is proposed to bring these permits to an end with immediate effect.

### **3.39 Staff permits**

3.40 Council staff are encouraged to use cleaner and more sustainable transport options as part of their commitment to improving the environment and reducing traffic congestion in the borough. However, for many staff access to a car is an essential part of carrying out their role.

3.41 At present council staff have three main options:

- Paying for parking at the daily rates set out above;
- Applying for a permit – The current standard annual permit is set at £336 and a priority permit is £571; or
- Use of a parking Fob – the Fob is current set at a day rate of £1.60 or for 4.5 hours is 80p.

3.42 The Parking Service is moving to a virtual system for all permits. This will significantly reduce the cost of printing permits which is currently estimated to cost £15,000 per annum.

3.43 In addition, the cost of the existing Fob system could be reduced by encouraging staff to move to virtual permits. Accordingly, it is proposed to increase the daily charge for a Fob from £1.60 to £2.00 in 2018/19 and a further increase to £3.00 by 2019/20.

3.44 These increases are in line with other London Boroughs. For example:-

- Redbridge Council currently charge staff £3 a day for parking.
- Havering Council currently charge staff £300 per annum for a staff permit.
- Enfield Staff Parking Permit Prices are dependent on location and type of car park between £573.24, £412.56, £267.48 and £240 + VAT per annum all paid monthly.

- 3.45 It is proposed that standard and priority permits remain at their current rate for 2018/19 with an increase in line with inflation for 2019/20. A full review of parking for staff will be undertaken in line with the councils New Ways of Working.
- 3.46 The council delivers a number of its services alongside partner organisations. These include organisations such as the North East London Hospital Trust, who deliver care and support for many of our residents, Be First regeneration, Traded Services and Elevate who provide vital IT and call centre support and leisure providers.
- 3.47 In line with the hierarchy of needs set out in the Parking Strategy, it is proposed that organisations that can demonstrate that they are providing direct priority care work for residents will be offered permits at the same level as council staff.
- 3.48 All other organisations who are directly delivering a service on behalf of the council will be charged at the same rate as council staff until December 2020. From 2021, an additional charge of 20% above the council staff rate will be applied. This will include sub-contractors delivering services on behalf of the council.
- 3.49 To ensure consistency of fees and charges for staff and partner organisations, it is proposed to apply the same options for parking charges, set out in 3.39 above, to Pondfield Depot, Wantz Road, Dagenham. This will come into effect from 1<sup>st</sup> September 2018.

### **3.50 Proposal 9 - Enforcement around schools**

- 3.51 Road safety outside schools remains a priority for Parking Enforcement. Currently there are 63 schools in the borough.
- 3.52 It is proposed that 5 CCTV cameras be installed outside schools to enforce the “Keep Clears”. The school Keep Clears are designated areas where vehicles cannot be parked, including dropping off and picking up children, immediately outside school entrances.
- 3.53 The table below outlines the costs and projected income of the CCTV cameras:

<b>Description of item</b>	<b>Capital Cost (£)*</b>	<b>Numbers of PCNs (projected)</b>	<b>PCN Income (£) per annum</b>
5 x CCTV cameras (@ £24k per camera)	120,000 one off	600	19,000
Relocation of cameras per annum (3 relocations p.a.)	24,000		

\*Cost of a CCTV camera includes configuration, hardware, columns and sockets

3.54 Cameras are moved at the end of every term as compliance is generally achieved quite quickly following installation of cameras at schools.

### **3.55 Proposal 10 - Controlled Parking Zone's (CPZ's)**

3.56 The council has introduced a number of Controlled Parking Zones to ease congestion and improve traffic flow. At present there are 6 controlled parking areas made up of 25 individual CPZ's with over 12 different restriction times. These schemes have tended to be implemented to address specific issues for a specific area when issues arise.

3.57 As a result, there are a number of adjoining schemes which are no longer compatible with each other in terms of hours specified, causing additional traffic management and safety concerns.

3.58 The council proposes to review the current Controlled Parking Zones over the next three years on a phased programme. The programme will comprise:-

- Phase One - Consolidation of CPZ's – It is proposed that the council undertakes a modelling and consultation process to review the existing CPZ schemes and incorporate adjoining areas which will benefit from controlled parking restrictions. The aim would be to complete a re-modelling exercise and commence consultation in September 2018.
- Phase Two - Schools - The borough is made up of approximately 130 educational institutions, including 63 schools many of which are expanding size and pupil intake. There is significant pressure for parking around schools which is impacting on the safety of young people, impacting on residents, increasing congestion air quality and traffic flow at busy times. 12 schools are included within current CPZ's. There are 24 further schools which will be included in the Phase One consolidation proposal as set out above. Head teachers will be written to directly as part of the consultation programme to commence in the Autumn of 2018. To ensure that there is a consistent approach across all schools, a further 27 schools will be reviewed as part of Phase Two. A list of the schools and their phasing is set out in Appendix 1.
- It is proposed that a tendering exercise to appoint a traffic management professional is undertaken. An assessment of the remaining 27 schools will take place commencing in the Autumn of 2018 to be completed in Spring 2019. The findings of the assessment will be presented to Cabinet prior to any formal consultation.
- Phase Three – borough review – on completion of Phases One and Two, a review of Parking Controlled Zones in other parts of the borough will commence in 2020.

3.59 It is recommended that the council formally proceed to tender for a traffic management professional to commence the modelling and consultation process for Phase Two. Phase One will be delivered by current, in-house services.

### 3.60 **Proposal 11 – Parking on Footways**

- 3.61 At present there is no boroughwide policy, adopted by the council, in relation to parking on footways. It has been illegal to park on footways, land between two carriageways and verges, since the Greater London Powers Act were introduced in 1985.
- 3.62 Whilst we have tolerated footway parking in some areas, there is no overall consistent approach, resulting in confusion and inconsistency for motorists.
- 3.63 It is proposed to introduce a boroughwide Parking on Footways Policy, to regulate this activity and to be presented to assembly by the end of financial year 2018/19.

## 4. **Options Appraisal**

4.1 This paper sets out a series of proposals for Parking Fees and Charges for 2018/19 and beyond. The proposals have been drawn from the work undertaken by the council in reviewing its fees and charges in line with the Parking Strategy 2016-21 and the initiatives set out by the Mayor of London. In light of this, the Council has the following options:

- **Option A** – agree recommendations as set out in this report.
- **Option B** – Don't agree recommendations – There are increasing areas of the borough which are experiencing significant challenges over traffic flow, congestion and safety. In many of these areas, residents are already asking for additional measures to relieve these pressures. In addition, the borough has a high level of air pollution compared to other areas of the capital. Implementing parking controls which benefit residents with low emission vehicles will assist in the Council's approach in improving air quality.

4.2 An equality impact assessment has been completed and is attached at Appendix 2.

## 5. **Consultation**

5.1 Consultation will be carried out as detailed in the report.

## 6. **Financial Implications**

Implications completed by: Katherine Heffernan, Group Finance Manager

- 6.1 For 2017-18 the service costs were £3.78m and the total income achieved was £6.7m, realising a net position of £3.14m. This was a net position increase from 2016/17 of 16%. For 2018-19, the budgeted service costs are £3.59m. The gross budget target is £8.15m. The net position for 2018-19 has been set at £4.56m. This equates to a 45% increase in the net budget position.
- 6.2 In 2017/8 the budget pressure at the end of the financial year was £1.09m. This was mainly due to underachievement of the MTFS targets and forecasted income. In addition, a further MTFS target has been set for 2018-19 which equates to £250,000.

- 6.3 The current trend for the first quarter of financial year 2018/19 indicated that the service is projecting £185,000 above the annual budget.
- 6.4 The introduction of a new permit pricing structure as described in this report including a Diesel surcharge, as set out above, will generate £212,216 in 2018/19, from October 2018. The increase to £75 Diesel surcharge in 2019/20 will result in a full year income of £508,051, for both the permit income and diesel surcharge based on current patterns of car ownership and usage. Over time if residents and others respond to the changed incentives then this income figure may reduce.
- 6.5 Rollout of the phased implementation of the CPZ programme Phase 1 (which is the consolidation and expansion of existing sites) and Phase 2 (schools CPZ) will generate a total cumulative income of £2.056m against a cost of £1.368m, thereby generating a net income of £689k over the period 2019-21. This should go towards offsetting the MTFS income target of £190k for 2019-20. This will support the service to generate income in the Parking Account for investment in transport services in line with the assumptions set out in the MTFS for 2019-20.
- 6.6 To ensure that we can effectively manage the additional permit areas and on street parking restrictions, the number of CEO's and supervisory officers will need to increase. This increase will be met through the parking account – effectively from the increase in income received.
- 6.7 The additional staffing costs will be £406,804. This includes 6 additional CEOs. It is estimated, based on the current financial analysis that the additional officers will achieve an annual income of £420,000. In summary the additional staffing required will be cost neutral.
- 6.8 However for 2018/19, there will be a budget pressure for the additional staffing of £265,000, equivalent to 6 months costs.
- 6.9 The installation of 5 cameras around schools is not likely to generate a sufficient payback return, however the primary objective of maintaining safety and security around schools would justify installation of cameras around school zones. Elsewhere, the installation of 5 cameras will generate a return within a year of installation, enabling the authority to recover its capital costs of the cameras, maintenance costs and running costs as well. The one-off capital costs of the 5 cameras of £120,000 will be met from the capital budget and the relocation of the cameras will incur a cost of £24,000 per annum which will be funded from PCN income.
- 6.10 Fees and charges were increased for council managed car parks, as part of the Fees and Charges Report, adopted by Cabinet in November 2017. In addition, fees and charges were increased for some permits, including annual season ticket holders and special permits, such as GP's and special events. There are no proposals to increase these further as part of this report. Moreover, any behaviour change on the part of residents and drivers could potentially impact the income received. However, there will be non-financial benefits from any such change which is a key priority of the Parking Strategy.
- 6.11 It must be highlighted that the financial modelling of the income and costs does not come without any risks. Potentially, delays in the rollout of the CPZ scheme at

consultation stage due to objections could lead to delays in the sale of permits and PCN income or the scheme not progressing at all to implementation stage with no income being realised. The provision of an inhouse team to deliver the implementation of Phase 1 will realise budget savings, however Phase 2 will require external expertise. The cost for Phase 2 is estimated at £1.1m including the design, consultation, cost of lining and signage and implementation. The initial design and site work is £238, 295 which is included in the above figure. This will be met through the total cumulative income of £2.056m for the implementation of Phase 1 and 2.

## **7. Legal Implications**

Implications completed by: Dr Paul Feild, Senior Corporate Governance Solicitor

- 7.1 The revenue generated by charges for on-street and off-street parking is subject to the requirement that it be placed within a ring-fenced account, operating in accordance with section 55 of the Road Traffic Regulation Act 1984.
- 7.2 The power to charge and the purposes for which the money may be used has been tested in the courts. They have determined that the power is not to be used as a source of generating revenue, instead the charging regime ought to seek to be self-financing including covering earlier deficits and when a surplus is generated the purpose to which it may be allocated is set out in statute. That does not mean that finances should be on a knife-edge as it is quite lawful to be prudent and to budget for a surplus to allow for unforeseen expenses, shortfalls in other years, and payment of capital charges/debts.
- 7.3 With these considerations in mind any new strategy and charging regime will inevitably take time to settle down. As a result, following a periodic review there may need to be additional fine-tuning as the financial picture emerges to ensure both viability and compliance with statutory obligations.
- 7.4 As identified in the main body of the report consultation will need to be carried out whenever there are proposals for a change of services or discontinuance of a service. In addition, Members will need to be satisfied that Equality Impact Assessments have been carried out before the proposals are decided by Cabinet.
- 7.5 It is important that due regard is given to statutory duties and responsibilities. In particular the Council must have regard to:
  - any existing contractual obligations covering current service provision. Such contractual obligations where they exist must be fulfilled or varied with agreement of current providers;
  - any legitimate expectations that persons already receiving a service (due to be cut) may have to either continue to receive the service or to be consulted directly before the service is withdrawn;
  - any rights which statute may have conferred on individuals and as a result of which the council may be bound to continue its provision. This could be where an assessment has been carried out for example for special educational needs statement of special educational needs in the education context);

- the impact on different groups affected by any changes to service provision as informed by relevant equality impact assessments;
- to any responses from stakeholders to consultation undertaken.

7.6 In relation to the impact on different groups, it should be noted that the Equality Act 2010 provides that a public authority must in the exercise of its functions have due regard to the need to eliminate discrimination and to advance equality of opportunity between persons who do and those who do not share a relevant 'protected characteristic'. This means an assessment needs to be carried out of the impact and a decision taken in the light of such information. For example, people with mobility challenges should not be put at a disadvantage by changes in the regime without proper consideration.

## **8. Other Implications**

8.1 **Risk Management** - None

8.2 **Contractual Issues** - None

8.3 **Staffing Issues** - See 6.7 above

8.4 **Corporate Policy and Equality Impact** -

An Equality Impact Assessment (EQIA) has been carried out in relation to the proposals set out in this report. The EQIA is attached (Appendix 2). The proposals are in line with the priorities of the Parking Strategy 2016/2021, adopted by cabinet in November 2016.

8.5 **Safeguarding Adults and Children**

8.5.1 This report sets out a series of proposals to improve safety around schools, through increased parking controls, installation of cameras and increased enforcement. Taking action against HGVs parking and driving in congested residential areas will improve pedestrian access and visibility in areas which have safety concerns. Improvements in air quality will also safeguard against poor health outcomes in the future.

8.6 **Health Issues**

8.6.1 This paper sets out a series of proposals aimed at improving safety through better traffic management and improving air quality by introducing measures that encourage the use of low emission vehicles and more sustainable transport.

8.6.2 In 2016, a report was produced by the Royal College of Physicians and the Royal College of Pediatrics and Child Health, aimed to look at changes in the sources of air pollution over time, both indoors and outdoors. The report also looks to the future in assessing the impact of an ageing population and climate change, and the effect this has on society. The two Royal Colleges formed a group of experts from medicine and environmental sciences to discuss current evidence, found through a search of the literature, and came up with some recommendations.



- 8.6.3 The report suggests that every year in the UK, outdoor pollution is linked to around 40,000 deaths, and more with indoor pollutants. Air pollution can have a damaging effect from when a baby is in the womb and continue throughout life to older age, playing a role in many chronic conditions such as cancer, asthma, heart disease, and neurological changes linked to dementia.
- 8.6.4 NICE guidelines, Air pollution: outdoor air quality and health, published in June 2017 and the Royal Colleges, recommend that Local authorities to act in protecting public health where air pollution levels are high, this may involve road closures and other traffic control. Parking restrictions and charges in relation to:
- restricted parking zones (including low emission vehicles, car clubs and electric vehicle recharging points),
  - higher parking charges,
  - Vehicle 'idling' restriction and charges including waiting and loading restrictions
- would be important considerations for improving air quality and changing behaviour.

## 8.7 **Crime and Disorder Issues**

Although road safety is not a priority for the community safety partnership, issues of inconsiderate and dangerous parking form part of the concerns raised by residents in relation to antisocial behaviour. This is particularly highlighted where driveways are blocked. The London Fire Brigade has raised concerns over parking in residential areas, which impacts on access for fire appliances, increasing fire safety concerns. The introduction of CPZ's in residential areas which face these challenges would be beneficial.

## **Public Background Papers Used in the Preparation of the Report - None**

### **List of appendices:**

Appendix 1 – Controlled Parking Zone Schools programme

Appendix 2 – Equality Impact Assessment