

CABINET

12 July 2022

Title: Controlled Parking Strategy 2022-25	
Report of the Cabinet Member for Enforcement and Community Safety	
Open Report	For Decision
Wards Affected: All	Key Decision: Yes
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Accountable Director: Andy Opie, Operational Director, Enforcement and Community Safety	
Accountable Strategic Leadership Director: Fiona Taylor, Acting Chief Executive	
Summary <p>In July 2018, Cabinet approved the Controlled Parking Zone (CPZ) project (referred to as Project 1) which aimed to improve safety, congestion and air quality across the borough, as well as providing a safer, fairer, consistent and a more transparent parking service in line with the Council's Parking Strategy.</p> <p>This paper provides an update on the delivery of Project 1, including the benefits that have been realised, and sets out the plan for a second programme of schemes (Project 2) as well as recommendations for changes to the consultation and engagement process and some parking permits.</p>	
Recommendation(s) <p>The Cabinet is recommended to:</p> <ul style="list-style-type: none">(i) Note the update provided with regards to CPZ Project 1, as set out in section 2.1 of the report;(ii) Approve the delivery of the new CPZ Project 2 from Spring 2023 following the completion of Project 1, as set out in section 2.2 of the report;(iii) Delegate authority to the Operational Director, Enforcement and Community Safety, in consultation with the Cabinet Member for Enforcement and Community Safety, to determine the timetable for implementation of Project 2;(iv) Agree the enhanced consultation and engagement arrangements in relation to CPZ schemes, as set out in paragraph 2.3 of the report;(v) Agree the amended terms of use and pricing structure for school permits and LBBD staff permits; as set out in paragraph 2.4 of the report; and	

- (vi) Agree the introduction of a specific permit to enable residents to park across their dropped kerb within a CPZ; as set out in paragraph 2.5 of the report

Reason(s)

To assist in achieving the Council's Inclusive Growth Strategy and Net Zero priority, aimed at improving air quality in the borough.

1. Introduction and Background

- 1.1 The current parking strategy sets out a clear vision for parking in the borough. This vision was supported by 75% of respondents to the consultation. The vision is "To provide safe, fair, consistent and transparent parking services". 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:
- Reduce congestion caused by parked vehicles and improve road safety
 - Make best use of the parking space available
 - Enforce parking regulations fairly and efficiently
 - Provide appropriate parking where needed
 - Ensure that the low emissions and air quality strategy for London is at the heart of our decision making.
- 1.2 By Minute 19 (17 July 2018) as part of a Parking Fees and Charges report, Cabinet approved the Controlled Parking Zone (CPZ) project which aimed to improve safety, congestion and air quality across the borough, as well as providing a safer, fairer, consistent and a more transparent parking service in line with the Council's Parking Strategy. Since 2018 the parking team have designed, consulted upon and introduced 17 CPZ's and are now in the final phase on the project which aims to deliver a further 10 school dedicated schemes by April 2023. Prior to July 2018 approximately 15% of the borough's streets benefitted from CPZ whereas today this is the case for around 60%.

2. Proposal and Issues

2.1 Current CPZ Project 1– Current Benefits

- 2.1.1 By introducing these CPZ's we have been able to deliver many benefits to the community including;
- Improved access to parking for residents, visitors, businesses and blue badge holders by designating only those with a valid permit or who have registered with pay by phone to park.
 - Improved road safety, particularly around schools and community hubs. By the end of this current project, it is estimated that 47 schools will have restrictions helping to reduce conflict between motorists and school children by clarifying where it is safe to park and by discouraging the use of the motor vehicle. Further, the council is re-introducing a lollipop person scheme and will be

offering funding to help schools improve safety outside their school gates where other restrictions may not be possible.

- Improved Air Quality - In line with the requirements of the Mayor of London's Transport Initiatives and Manifesto we have been encouraging members of the public to choose healthier and more sustainable methods of transport including, walking, cycling and public transport through our emissions/no. of permit per household-based permit pricing structure. Where CPZ restrictions apply this also reduces the amount of motorists "cruising for a parking space" and idling. Many areas around transport hubs such as train stations are covered reducing the likelihood of commuting brought about by the expansion of the Mayor's Ultra Low Emission Zone (ULEZ) to the A406.
- Encouraging more sustainable forms of transport by funding active travel schemes to encourage more walking, cycling and other green forms of transport.
- Reduced Traffic Congestion – The introduction of CPZ reduces the amount of parking related journeys being made within the borough by restricting the overall demand for parking and mitigating instances of illegal and obstructive parking.
- Parking bays and yellow line restrictions help to ensure motorists can safely travel along the road without obstruction. This is particularly important for the London Fire Brigade (LFB) who continue to raise concerns about access in certain parts of the borough.
- Improved Access for pedestrians - Parking bays and yellow lines help to ensure pedestrians can safely use the footway which is especially needed for vulnerable residents such as wheelchair users and those who are partially sighted.
- Improved highways through funding maintenance and repairs to the borough's roads and introducing new schemes to reduce congestion, improve traffic flow and make our roads safer.

2.1.2 It is acknowledged that we would benefit from measuring more specifically the outcomes of the CPZ programme and are currently looking at opportunities to gather more intelligence to better understand the impact of them. This includes:

- Car ownership data and relationship to permit uptake
- Evidence of inconsiderate parking (site surveys)
- Evidence of how many motorists are travelling within a CPZ through traffic count data
- Additional air quality monitoring across the borough
- Parking stress surveys (Lambeth Methodology)
- Enforcement activity
- Feedback from stakeholders
- Better understanding of health improvements such as COPD which is commonly caused by exhaust fumes

2.1.3 We will be gathering the above information over the summer so that we have a benchmark to assess the impact after the potential delivery of the remaining schemes as part of project 1 come April 2023.

2.2 CPZ Project 2

- 2.2.1 If Barking and Dagenham is to transition to a low-carbon, clean growth borough to meet its 2030 and 2050 carbon reduction targets and address issues of poor air quality caused by nitrous oxides (NOx) from car emissions, the Council must continue to build on the success of the CPZ project 1.
- 2.2.2 It is for this reason the parking team are recommending that the council commence consultation from Spring 2023 on a further 9 areas. These areas, along with current CPZ progress can be seen on a borough plan at Appendix A – CPZ Borough Overview Plan
- 2.2.3 A summary breakdown of the next areas include the following
- The next areas focus primarily on neighbouring locations to those rolled out during project 1. It is recommended that we expand upon the boundaries of the zones which now exist to prevent displacement issues as well as ensure that we are supporting any remaining school locations which are not currently controlled.
 - Geographically these zones are located in the upper centre, north and east of the borough. Wards affected will include, Becontree, Parsloes, Heath, Eastbrook, Valence and Whalebone.
 - It estimated that within these new areas-controlled parking will be introduced around 10 additional schools
- 2.2.4 Further analysis is required to identify the priority for these schemes to be delivered, which will be based on a number of identified needs including;
- Evidence of reported road traffic accidents
 - Number of schools
 - Number of community hubs
 - Proximity to shopping and transport hubs
 - Evidence of displacement parking from nearby CPZ or restrictions
 - Evidence of commercial vehicle parking
 - Complaints from stakeholders including emergency services and residents
 - Known air quality data
 - Known car ownership data
 - Evidence or new housing developments
- 2.2.5 Once this analysis has been completed a recommendation on the rollout timetable will be presented to the Operational Director for Enforcement and Community Safety and the Cabinet Member for Enforcement and Community Safety to agree prior to implementation.

2.3 Proposed changes to the consultation and engagement process

- 2.3.1 Feedback from the delivery of Project 1 has identified that amendments to the consultation and engagement process should be made to ensure that our key stakeholders such as residents and businesses are fully aware of our proposals, what this will mean for them and how they can provide feedback. Consequently, we are recommending the following:

- Introduce additional parking officers within the back office who are fully trained in dealing with CPZ related enquiries at any stage of the process, ensuring that we are promoting potential new schemes and can respond effectively to enquiries.
- Engagement with statutory partners (such as the London Fire Brigade (LFB)) before we formally consult with residents so that we are clear about any specific issues being raised regarding safety and access. LFB colleagues have raised safety concerns where parked cars are causing access issues given the impact this could have when attending an emergency, which the council has to take into consideration when making a decision about implementing a CPZ.
- Where possible, make use of the new “community hubs” throughout all stages of the process as these will often be ideally located within the zone in question and can provide an additional route for residents to get information and provide feedback.
- Consider alternative methods of engagement through digital media and the communications team, one borough newsletter and other LBBB literature, libraries, community groups etc.

2.4 School Permits

- 2.4.1 During the first year of CPZ Project 1 implementation a few schools that had no alternative parking were provided with access to a small number of parking permits free of charge to park on the street. This was discontinued in year 2 and staff were required to pay the same charge for parking permits as LBBB staff which is £336 per annum or £28 per month. They have also been able to purchase a day ticket of £3 per day. This is an average charge for most vehicles, however since the parking fees and charges cabinet report in July 2018 all permits are based on emissions. Parking charges can be viewed at <https://www.lbbd.gov.uk/parking-permits>
- 2.4.2 Some schools have said that the charges are too high and have indicated that this is affecting their ability to retain staff and have requested a price reduction. It is acknowledged that Controlled Parking Zones have had an impact on school staff, as many of the locations are not well served by public transport and have limited on-site parking. Low paid school staff in particular have been affected by this and there are reported difficulties in retaining and recruiting staff for this reason. This is being further compounded by the cost-of-living crisis so it is appropriate that the Council review options to try and provide additional support.
- 2.4.3 The recommended solution is to apply the same charge to school staff as we do for operational staff who work in the community. This permit type has three charging options all based on emissions:
- a) Annual – ranging from free to £160, with an additional diesel surcharge of £75
 - b) Full day – ranging from free to £2.80 with a 50p diesel surcharge
 - c) 4-hour – ranging from free to £1.40 with a 50p diesel surcharge
- 2.4.4 To be consistent and fair in our approach, it is also recommended the same charge is applied to all other Council-employed staff. In all cases this would apply for a year to assist with the cost-of-living crisis and would mean a significant reduction in what school and LBBB staff pay to park in the borough and will make a positive contribution to easing the financial strain at the current time. People driving electric

vehicles and many hybrid models will be eligible to park for free. Different models of the same vehicle will have varying emissions but examples of some of the most popular vehicles such as a Ford Fiesta or Toyota Yaris will now likely pay just £100 for the year or £1 per day. Models such as a Ford Focus, Volkswagen Golf or Nissan Qashqai may only have to pay £110 for the year or £1.30 per day. For people driving diesel vehicles that are not ULEZ compliant there will be an additional charge.

2.4.5 It should be noted that during this time we will be reviewing permit prices more broadly with a view to providing more incentives for people to drive cleaner vehicles and to support the Council's net zero and air quality priorities.

2.4.6 All other permit charges can be seen via <https://www.lbbd.gov.uk/parking-permits>.

2.5 **Permit Parking Across Dropped Kerbs within CPZ**

2.5.1 There is a need to review the terms and conditions of parking across a dropped kerb within a CPZ. One thing that is clear is that within a CPZ, all parking must be regulated and managed in the form of permits or paid-for parking arrangements. It is suggested that parking across dropped kerbs continues to be managed via a permit as this allows our Civil Enforcement Officers to identify whether or not a motorist is entitled to park.

2.5.2 Customer feedback from the rollout of CPZ Project 1 has included the view that because residents have paid to have a dropped kerb installed that they should be able to park across for free. However, other factors need to be considered.

- Not everyone can have a dropped kerb and if they have a vehicle, they will have to park within a bay in line with resident permit pricing which is based on emissions and number of permits per household (see <https://www.lbbd.gov.uk/apply-for-a-first-time-resident-parking-permit#3a51f259> for further details)
- A key aim of the parking strategy is to reduce vehicle ownership and the type of vehicle ownership, which is the rationale for implementing emissions-based charging to encourage residents to drive cleaner vehicles. Allowing to park across a dropped kerb for free is not consistent with this approach.
- Given this requires permit administration and on-street enforcement a charge should apply so that the service can be provided.

2.5.3 It is therefore recommended to introduce a specific dropped kerb permit which is free for electric and other very low emission vehicles to further encourage the use of cleaner vehicle types up to 50 CO₂ g/km (emissions). For all other vehicles a standard administration charge of £15 will be applied.

3. Options Appraisal

3.1 Alternatives options were considered with regards to school permits. These included

- a) Leaving the charges as they are, on the basis that we wish to discourage commuter parking as part of our Net Zero strategy. It was felt however this would not address the concerns about staff retention, nor would it offer an incentive to school staff.
- b) Amend only the school permit to cost the same as an operational permit which has three charging options all based on emissions;
 - a. Annual ranging from free to £160, with an additional diesel surcharge of £75
 - b. Full day – ranging from free to £2.80 with a 0.50p diesel surcharge
 - c. 4-hour – ranging from free to £1.40 with a 0.50p diesel surcharge.

Although this would benefit school staff it was felt this would be unfair to other Council-employed staff.

- c) Offer school permits at a reduced cost on a case by case basis to school's that do not have their own car park or have very limited parking within its grounds. This was not preferred as it was felt the approach should be consistent and fair for all schools

3.2 Other options were also considered in relation to dropped-kerb permit parking:

- Leave as is and continue to apply the residents emission-based permit pricing structure <https://www.lbbd.gov.uk/permit-prices>. Although this offered a consistent and clear message around a shift towards less polluting vehicles which is the case for all permit pricing. However, this option did not offer a reduced rate of parking which was the intention for the outset.
- An emissions-based tariff could potentially be developed but this would take time and resources to develop for what may be very limited uptake. This option was dismissed at this while the proposed option is monitored.

4. Consultation

4.1 A large part of the CPZ process and the introduction of new permits is consultation and engagement with key stakeholders internally and externally.

4.2 Engagement takes place with affected ward members, Council departments such as My Place and Be First, Emergency services, TfL as well as affected residents, businesses etc.

4.3 The formal part of the process is known as the Traffic Management Order (TMO) process which are legal documents drafted and made by the council, usually under the Road Traffic Regulation Act 1984. They regulate the use of highways for movement and parking. When we would like to make a change or bring in a new scheme/traffic order we advertise the proposed change in the Dagenham Post, London Gazette and by putting notices on street near the location of the proposed change. Anyone can make a representation to us about the proposals which

ultimately helps us to make a final decision on our proposal in accordance with our Residents Parking Policy
<https://www.lbbd.gov.uk/sites/default/files/attachments/Criteria-used-for-decision-Implementation-of-CPZ.pdf>.

4.4 We are also exploring ways to encourage further engagement with residents, business and other stakeholders, through methods such as;

- Alternative digital media streams and via the Councils communications team as well as the one borough newsletter and other LBBD literature, libraries, community groups etc.
- Offering support through the new community hubs
- additional telephone support via the parking back office

5. Financial Implications

Implications completed by: Nurul Alom, Group Accountant

5.1 CPZ Project 1 was approved in July 2018 is due to be completed by April 2023.

5.2 It is proposed to extend the CPZ scheme to a further 9 areas as part of CPZ Project 2. The schemes will be costed after the consultation in spring 2023 and funded from ring-fenced parking reserve. There is currently c£3m unallocated within the parking reserve.

5.3 School Permits - the proposal to reduce the cost of staff permit for all LBBD staff and school staff to match the charge of an operational permit will have a financial impact c£50k. However, this will be offset by income generated through introduction of additional CPZ schemes and Safer School Streets.

5.4 Permit parking across dropped kerbs – The administration of permits is offset by the permit charge. Continuing with the current scheme or introducing a specific drop kerb permit will not have further financial impact.

6. Legal Implications

Implications completed by: Dr Paul Feild, Senior Corporate Governance Lawyer and Ifty Ali, Interim Head of Law

6.1 Consultation is required under the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulation 1996.

6.2 The exercise of powers contained in the Road Traffic Regulation Act 1984 are executive functions and this report fulfils the requirement to follow the key decision process.

6.3 In implementing these proposals the Council as a Highways and traffic Authority needs to take due regard to its Public-Sector Equality Duty (PSED), as set out in Section 149 of the Equalities Act 2010 (the 2010 Act). The PSED provides that a public authority must, in the exercise of its functions, have due regard to the need to: (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the 2010 Act; (b) advance equality of opportunity between

persons who share a relevant protected characteristic and persons who do not share it; (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it. As an example, due to low incomes not all residents or users have access to pay by phone 'applications' nor is English the preferred language or the language a person is proficient in. Furthermore, some people cannot use 'smartphones due to disabilities such as arthritic hands. Recent news stories are there is some evidence that older persons are experiencing difficulty in using 'apps' and fine incomes are greater where local authorities have cashless parking payment. This would be discrimination as age is a protected characteristic.

7. Other Implications

- 7.1 **Risk Management** – Amendments to the permit IT system will be carefully planned with the provider and fully tested prior to rollout. Extensive planning and consultation will go into the rollout of the second CPZ programme with lessons learned from the first programme incorporated into the delivery plan.
- 7.2 **Corporate Policy and Equality Impact** – An Equalities Impact Assessment (EIA) has been completed and the impact of our proposals will have many positive benefits (Appendix B). The proposals will improve safety and access as well as enable residents and businesses to park where they need to. We are mindful that members of the community will be required to obtain a permit to park, which in many cases will involve a cost. However, for electric vehicles owners and low emitting vehicles there is no charge, or the charge is low. In addition, if we are to meet carbon reduction targets, improve road safety and congestion and the health of our residents, it is a necessary requirement to carry out our proposals.
- 7.3 **Health Issues** - Improvements to air quality through the reduction of car emissions and ownership, as well as improve to road safety and access will be achieved through the adoption of the recommendations in this report.

Public Background Papers Used in the Preparation of the Report: None

List of appendices:

Appendix A – CPZ Overview Plan
Appendix B – Equality Impact Assessment