

# **Report to the Cabinet**

**Report reference: C-024-2016/17**  
**Date of meeting: 12 October 2016**



**Portfolio: Housing**

**Subject: Off Street Parking Programme on Housing Estates**

**Responsible Officer: Paul Pledger (01992 564248)**

**Democratic Services: Gary Woodhall (01992 564470)**

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## **Recommendations/Decisions Required:**

(1) That, for the time being, off street parking schemes be only constructed at the following sites, which are already committed, funded from the existing 5-year combined HRA and General Fund Off Street Parking Capital Programme Budget (which currently has budget provision of £1,855,000 available):

(a) The four sites agreed by the Council Housebuilding Cabinet Committee in February 2015 which have all progressed to the point of planning applications being submitted, namely:

- (i) Paley Gardens, Loughton;
- (ii) Torrington Drive, Loughton;
- (iii) Etheridge Green, Loughton; and
- (iv) Alderwood Close, Abridge;

which, if approved, will commit around £605,000 from the Off Street Parking Capital Programme Budget;

(b) The two sites where the Council Housebuilding Cabinet Committee has already agreed to fund the cost of demolishing the existing garages and to create off street parking spaces at:

- (i) Springfield, Epping; and
- (ii) Loughton Way, Buckhurst Hill

at an estimated cost of around £40,000;

(c) The four sites within Phases 1 and 3 of the Council Housebuilding Programme, for which the relevant Area Plans Sub-Committees have attached a condition to the planning consent to undertake a parking study and to provide off street parking (if there is sufficient local resident support and planning approval granted), at;

- (i) The Roundhills Red Cross Site, Waltham Abbey;

- (ii) Roundhills Site 4, Waltham Abbey;
- (iii) Stewards Green Road, Epping; and
- (iv) Centre Avenue, Epping;

at an estimated cost of £235,000;

(2) That, for future off street parking schemes (not including the above schemes), charges be made for the use of the off-street parking bays through either one, or a combination, of the following options (as considered appropriate by the Director of Communities, in consultation with the Housing Portfolio Holder):

(a) the sale of Residents Parking Permits in line with other Controlled Parking Zones in the District;

(b) the provision of a hinged lockable bollard, rented to local residents at a cost of:

- (i) £500 in the first year; and
- (ii) £250 per annum thereafter; or

(c) through a Pay and Display Scheme, in line with other similar schemes on Highway Land around the District;

(3) That the charges for the use of parking bays at future off-street parking schemes be added to the Annual Schedule of Fees and Charges for Housing Related Services and reviewed annually;

(4) That the additional cost of monitoring the Controlled Parking Zones and/or Pay and Display bays for future schemes be met from the Off-Street Parking Budget, with the income used to help fund any future maintenance costs or the construction of future schemes;

(5) That the Cabinet considers any further off-street parking schemes to be undertaken in the future on an annual basis;

(6) That, since prior to any Council housebuilding planning application being submitted, transport studies are now undertaken to assess the parking stress in the locality caused by any loss of garages, and because each planning application has to be determined on its own merits, the provision of separate off street parking schemes in the locality only be considered where transport studies have identified a lack of parking provision as a result of the new development, and that this previous automatic link between the two programmes be discontinued; and

(7) That it be noted that the following sites are unable to proceed, since they have either failed to gain the support of local residents or there is insufficient Council-owned land available in the vicinity to develop a scheme:

- (a) Watermans Way, North Weald;
- (b) Sycamore House, Buckhurst Hill; and
- (c) Tillingham Court, Waltham Abbey.

## **Executive Summary:**

Against the backdrop of the need to make savings or generate additional income across the Council's budgets, it is recommended that the Council only undertakes the currently-committed off-street parking schemes for the time being and that, for any future off street parking schemes, charges be made for the use of the parking bays by way of Parking Permits, rented bays or through a Pay and Display arrangement.

## **Reasons for Proposed Decision:**

The Cabinet has indicated that it wishes to receive an annual report on the progress made in delivering the off street parking programme. Each year the Cabinet agrees the next set of sites to progress to the design, consultation, planning and then the build stages. However, with a need to make savings or generate additional income across the Council, it has been identified that income could be generated that will benefit both the General Fund and the HRA in funding future the off street parking schemes.

## **Other Options for Action:**

- (a) Not to charge for parking spaces at future schemes;
- (b) To charge for the use of parking bays in the committed schemes listed in the recommendations
- (b) Not to undertake any of the schemes previously committed; and
- (c) To set a different charge for the parking spaces on HRA land other those already established elsewhere in the District, or the proposed charges for renting individual parking bays.

## **Report:**

1. Since 2009, when the former Housing Directorate commenced with the off street parking programme on housing estates across the district, some 182 off street parking bays have been created across 12 streets with the greatest need for off street parking. This has been at a total cost of around £800,000, split between the General Fund and the Housing Revenue Account (HRA) Capital Programmes. These programmes, when completed, have generated very high resident satisfaction and have reduced the parking stresses in those streets as a result of the works. However, these have been created for residents at a considerable cost to the Council and for use free of charge.

2. With the HRA facing a 1% reduction in rents each year for the next 4-years, and with the impending required sale of higher value void properties to help fund the extension of the Right to Buy (RTB) Scheme for housing association tenants, the full financial impact cannot yet be fully identified, and will be subject to a Financial Options Review later in the year, once the operation of the Government's policies are clearer. However, what is clear, is that there will need to be savings made to the HRA Capital Programme in future years and/or to generate some additional income. A similar situation also applies to the General Fund, where all of the Council's capital reserves are now allocated for major investment schemes, with further capital borrowing likely to be required to meet the shortfall. Therefore, it is recommended that the Council only continues with its Off Street Parking Programme for future, uncommitted, schemes where residents have said, though the consultation process, that they would be prepared to pay to use the spaces, and that charges are then made accordingly for agreed schemes, thereby generating an income to offset the high cost of constructing the bays.

3. However, it is proposed that charges for the use of parking bays are **not** introduced for the following sites, that are already agreed and committed:

(a) four sites that have already been agreed by the Cabinet Committee in February 2015, namely Paley Gardens, Loughton; Torrington Drive, Loughton; Etheridge Green, Loughton and Alderwood Close, Abridge - which have all progressed to the point of planning applications having been submitted which, if approved, will commit around £605,000 from the Budget;

(b) two sites where the Council Housebuilding Cabinet Committee has already agreed to fund the cost of demolishing the existing garages and to create off street parking spaces at Springfield, Epping and Loughton Way, Buckhurst Hill at an estimated cost of around £40,000;

(c) two sites where the Area Plans Sub-Committee (West) has attached a condition to the planning consent at Roundhills Red Cross Site and Roundhills Site 4, which make up part of Phase 1 of the Council House-building Programme in Waltham Abbey. The condition requires the Council to undertake a parking study in line with the off street parking programme and consult with residents parking once the development is completed and if there is sufficient local support and planning approval is granted, complete the works in line with the conditions, at an estimated cost of £125,000; and

(d) two sites where the Area Plans Sub-Committee (East) has similarly attached the same conditions to the planning consents at Stewards Green Road and Centre Avenue, Epping, at an estimated cost of £120,000.

4. The combined Capital Programme within the General Fund and HRA for off street parking over the next 5-years amounts to £1,855,000, which is made up of £953,000 from the General Fund and £902,000 from the HRA. The estimated cost of the committed schemes listed in Paragraph 3(a)-(d) above is around £880,000.

5. It is proposed to introduce charges for future schemes, following the usual consultation process with residents, in order to generate an income to the Council, either through the introduction of a Residents Parking Zone (RPZ) and sale of Parking Permits, renting out dedicated spaces with hinged and lockable bollards or by charging a Pay and Display tariff.

6. The Council already operates a Residents Parking Policy and a Pay and Display Policy across the District therefore, where a Controlled Parking Zone is to be introduced, it is suggested that the charges to be applied to any new off-street parking schemes would fall in line with that policy. However, where it is agreed that individual parking bays be rented, it is proposed that these parking bays be secured with a hinged lockable bollard. It is further proposed that residents wishing to rent parking spaces for future schemes be charged an initial £500 for the first year (which would also cover the cost of installing the lockable bollard) and £250 per annum thereafter. It is also proposed these charges be added to the annual Schedule of Fees and Charges for Housing-Related Services, which is reviewed annually.

7. It is proposed that any costs for monitoring the Controlled Parking Zones and/or Pay and Display bays are met from the Off-Street Parking Budget, and that the income received be used to fund any future maintenance costs and/or the construction of future schemes.

8. It is unlikely that one approach will fit all situations. Therefore, it is recommended that an assessment be made for each site in future schemes and that the most appropriate approach for each site be determined by the Director of Communities, in consultation with the Housing Portfolio Holder.

9. For the time being, it is recommended that only the schemes that are already committed be constructed, and that any new schemes are only be added when the Cabinet next undertakes its annual review of off street parking, in 2017.

10. In February 2015, the Cabinet delegated authority to the Council Housebuilding Cabinet Committee to consider and agree any off street parking schemes that are within the vicinity of a garage site earmarked for development as part of the Housebuilding Programme. The reason behind this decision was so that the works can be undertaken simultaneously, to offset any parking stress that may result from the demolition of the garages. However, prior to any Council housebuilding planning application being submitted, transport studies are being undertaken to assess the parking stress in the locality caused by any loss of garages. Since each planning application has to be determined on its own merits, it should not be necessary to rely on a separate off street parking scheme to obtain planning approval. Therefore, this link between the two programmes is no longer necessary.

11. In February 2015, when the Cabinet last considered the Off Street Parking Programme, it agreed to release seven sites to progress to the next design and consultation stages. Paragraph 3(a) above sets out the schemes that have progressed, and planning applications have now been submitted. However, the schemes at Watermans Way, North Weald; Sycamore House, Buckhurst Hill and Tillingham Court, Waltham Abbey cannot be undertaken, since they have either failed to gain the support of local residents or surveys have established that there is insufficient Council-owned land available in the vicinity to develop a viable scheme.

12. The full list of schemes that have been registered, assessed and ranked can be found at Appendix 1.

#### **Resource Implications:**

The overall remaining budget within the Capital Programme for the installation of off street parking bays is a total of £1,854,614. The anticipated expenditure for the committed schemes is £880,000.

#### **Legal and Governance Implications:**

The Housing Act 1985.

#### **Safer, Cleaner and Greener Implications:**

Off-street parking sites have been assessed, taking account of access for emergency vehicles and waste lorries, as well as damage caused to green verges and open spaces.

#### **Consultation Undertaken:**

Consultation with residents for future schemes will be consulted as part of any feasibility study.

#### **Background Papers:**

Previous Cabinet decisions in September 2008, April 2011, October 2011, December 2012, February 2014 and February 2015. Planning conditions applied to the Council's house-building sites that make up Phase 1 at Roundhills, Waltham Abbey. Council house-building Cabinet Committee decisions in January 2016 in relation to sites unsuitable for redevelopment.

## **Risk Management:**

The main risks to the Council are that:

The contract to construct the off-street parking schemes has been developed to allow a continuation of work by using SOR's. However, the contract has annual break clauses so that there is no commitment to undertake any further works.

A safety audit is undertaken as part of the design stage, and this is agreed with ECC Highways as part of the consultation process.

All public utility companies are consulted to establish the extent and position of all underground services, so that the Council can minimise the risk of incurring unexpected costs when works commence.

As with all works procured by the Council, contractors are paid for work completed and not in advance. This means that if the Contractor goes into administration part-way through a contract, then the Council would have to step in and complete the works, but would not have over-paid.

There is a risk of damage to any bollards that may be installed, which will result in higher on-going maintenance costs. This is mitigated in part by introducing a higher initial cost in the first year.

# Due Regard Record

This page shows **which groups of people are affected** by the subject of this report. It sets out **how they are affected** and how any **unlawful discrimination** they experience can be eliminated. It also includes information about how **access to the service(s)** subject to this report can be improved for the different groups of people; and how they can be assisted to **understand each other better** as a result of the subject of this report.

S149 Equality Act 2010 requires that due regard must be paid to this information when considering the subject of this report.

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In April 2011, the Cabinet agreed to the construction of off-street parking, starting with schemes at the top of an approved priority list of sites based on a site by site assessment of safety and need, and taking account of the percentage of Council owned properties in the vicinity. This was due to the fact that a number of Council properties have over the years been purchased under the Right to Buy Scheme, and the land on which the off-street parking would be HRA land. Financial rules do not permit funding General Fund expenditure from the HRA.

The Cabinet appointed the Main Contractor to commence the construction works for the top six schemes on the priority list. The Cabinet also considered a revised priority list, taking account of any newly added sites.

The Cabinet once again reviewed the priority ranking of sites, taking account of additional sites added at the request of the Cabinet. These additional sites were assessed using the agreed assessment criteria, namely:

- Percentage of council tenants;
- Lack of off street parking;
- Road width;
- Verge/footway damage;
- Accident risk to pedestrians/drivers; and
- Special parking requirements.

Whilst the assessments take into account any technical or legal issues known at the time the initial assessments were undertaken, it does not take into account any technical or legal matters that may arise as part of a more detailed feasibility study, which may mean that some of these schemes may not actually be possible.

In all instances, local residents are consulted on whether they support an off-street parking scheme in their area, and if a majority does, they are consulted on the design and layout. All schemes that achieve the support of local residents are then subject to a planning application.

Disabled parking is incorporated in all off street parking schemes.

# Appendix 1

Off Street Parking Rating Table 2015-16 (Updated March 2016)										
This table includes schemes that have been reassessed under the new assessment procedure by the Housing Assets Section. The locations are listed in priority scoring.										
Location:	Area:	Status:	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Total Score
Centre Avenue/Green	Epping	Surveyed	5	3	Yes	5	5	3	1	22
Wormyngford Court	Waltham Abbey	Surveyed	10	3	No	5	1	2	0	21
Roundhills Red X site	Waltham Abbey	Surveyed	4	2	No	2	3	3	1	15
Roundhills (site 4)	Waltham Abbey	Surveyed	1	2	No	4	3	3	0	13
Roundhills (site 7)	Waltham Abbey	Surveyed	2	1	No	4	1	3	0	11
Stewards Green Road	Epping	Surveyed	5	1	No	3	0	0	0	9
Springfields	Epping	Not Surveyed								
Loughton Way	Buckhurst Hill	Not Surveyed								
<b>Update: Sites currently on-hold:</b>										
Hillyfields	Loughton	Surveyed	7	4	No	6	3	1	1	22
Queensway	Ongar	Surveyed	5	1	No	5	3	2	1	17
Queens Road 46-76	North Weald	Surveyed	6	2	No	5	0	2	1	16
Pyries Lane	Loughton	Surveyed	3	3	No	3	4	0	1	14
Hornbeam Road (BH site)	Buckhurst Hill	Surveyed	5	1	No	3	3	1	1	14
(100-132) Pyries Lane	Loughton	Surveyed	3	2	No	3	5	0	0	13
Graylands	Theydon Bois	Surveyed	3	1	No	4	2	3	0	13
Parkfields	Roydon	Surveyed	3	1	No	4	4	0	1	13
Cascade Close	Buckhurst Hill	Surveyed	3	2	No	5	1	1	0	12
Western Avenue	Epping	Surveyed	4	2	No	4	0	0	0	10
Hornbeam Close	Buckhurst Hill	Surveyed	5	0	No	4	1	0	0	10
Hornbeam Road (H-H site)	Buckhurst Hill	Surveyed	4	0	No	3	1	1	0	9
<b>Update: Sites currently on-hold pending recommendation from the Housebuilding Cabinet Committee:</b>										
Paley Gardens	Loughton	Surveyed	4	3	No	6	1	0	1	15
Torrington Drive	Loughton	Surveyed	7	2	No	2	0	1	0	12
Etheridge Green	Loughton	Surveyed	3	2	No	5	3	1	0	14
Alderwood Close	Abridge	Surveyed	8	1	No	4	0	0	0	13
Rochford Green	Loughton	Surveyed	2	4	No	5	1	1	0	13
<b>Update: Tenant consultation undertaken December 2015</b>										
Grove Court	Waltham Abbey	Surveyed	10	4	No	4	1	1	1	21
The Gladeway	Waltham Abbey	Surveyed	6	2	No	4	3	2	1	18
Millbank Avenue	Ongar	Surveyed	7	2	No	4	3	0	1	17
Hoe Lane	Nazeing	Surveyed	2	3	No	4	3	0	1	13
Borders Lane	Loughton	Surveyed	3	3	No	1	4	0	1	12
Colson Path	Loughton	Surveyed	3	1	No	6	2	0	0	12
Millhoo Court	Waltham Abbey	Surveyed	3	5	No	3	1	0	0	12
Foxley Close	Loughton	Surveyed	2	5	No	5	0	0	0	12
Thaxted Road	Buckhurst Hill	Surveyed	4	2	No	3	1	2	0	12
Buxton Road	Waltham Abbey	Surveyed	5	1	No	4	1	0	0	11
Caterham Court	Waltham Abbey	Surveyed	4	3	No	3	1	0	0	11
Newmans Lane	Loughton	Surveyed	3	2	No	2	3	0	1	11
Amwell Court	Waltham Abbey	Surveyed	3	2	No	3	2	0	1	11
Coopers Close	Chigwell	Surveyed	2	0	No	4	2	2	1	11
Hanson Close	Loughton	Surveyed	3	2	No	4	1	0	0	10
Princesfield Road	Waltham Abbey	Surveyed	4	1	No	4	1	0	0	10
Skarning Court	Waltham Abbey	Surveyed	2	3	No	3	1	0	1	10
Hyde Mead	Nazeing	Surveyed	3	2	No	3	1	0	1	10
Sudicamps Court	Waltham Abbey	Surveyed	4	3	No	2	0	0	0	9
Morris Court	Waltham Abbey	Surveyed	4	1	No	3	1	0	0	9
Greenfields	Loughton	Surveyed	3	0	No	4	2	0	0	9
Theydon Court	Waltham Abbey	Surveyed	3	3	No	3	0	0	0	9
Barnmead, Toot Hill	Toot Hill	Surveyed	2	5	No	2	0	0	0	9
Blackmore Court	Waltham Abbey	Surveyed	2	3	No	4	0	0	0	9
Bridge Hill	Epping	Surveyed	2	1	No	2	1	3	0	9
The Croft	Loughton	Surveyed	2	2	No	3	0	2	0	9
Wrangley Court	Waltham Abbey	Surveyed	2	3	No	4	0	0	0	9
Hansells Mead	Roydon	Surveyed	4	0	No	3	1	0	0	8
Maynard Court	Waltham Abbey	Surveyed	3	1	No	3	1	0	0	8
Plumtree Mead	Loughton	Surveyed	3	3	No	2	0	0	0	8
Green Glade	Theydon Bois	Surveyed	3	1	No	3	1	0	0	8
Bromesfield Court	Waltham Abbey	Surveyed	1	4	No	3	0	0	0	8
Winters Way	Waltham Abbey	Surveyed	3	0	No	3	1	0	0	7
Blackmore Road	Buckhurst Hill	Surveyed	1	2	No	3	1	0	0	7
Ladyfield Close	Loughton	Done	3	5	Done	6	3	0	0	17
Harveyfields	Waltham Abbey	Done	10	0	Done	3	0	0	1	14
Queens Road	North Weald	Done	5	3	Done	4	0	0	1	13
Parndon House	Buckhurst Hill	Done	8	0	Done	3	1	0	0	12
School Lane	Abbs Roding	Done	8	0	Done	2	0	0	1	11
Barfields Gardens	Loughton	Done	5	0	Done	4	1	0	0	10
Colebrook Gardens	Loughton	Done	2	1	Done	3	1	2	1	10
Collard Green	Loughton	Done	3	1	Done	5	0	0	0	9
Avenue Road	Theydon Bois	Done	7	0	Done	2	0	0	0	9
Hillcroft	Loughton	Done	4	1	Done	3	0	0	1	9
Tillingham Court	Waltham Abbey	Surveyed	No suitable Housing land for improvements/Residents voted against OSP							
Watermans Way	North Weald	Surveyed	No suitable Housing land for improvements/Residents voted against OSP							
Sycamore House	Buckhurst Hill	Surveyed	No suitable Housing land for improvements							
Chester Path	Loughton	Surveyed	No Council tenants in the Road							
Park Square (New Road)	Lambourne End	Surveyed	Residents voted against OSP development on the green (no other Housing land available)							
Shrublands Close	Chigwell	Surveyed	No Council tenants in the Road							
Coles Green	Loughton	Surveyed	No Council tenants in the Road							
Chester Green	Loughton	Surveyed	No suitable Housing land for improvements							
Millfield	Ongar	Surveyed	No suitable Housing land for improvements							
St Peters Avenue	Ongar	Surveyed	No suitable Housing land for improvements							
Roxwell House	Buckhurst Hill	Surveyed	No suitable Housing land for improvements							
Fullers Close	Waltham Abbey	Surveyed	Limited scope as off street parking schemes already completed							
Badburgham Court	Waltham Abbey	Surveyed	Limited scope as off street parking schemes already completed							
Woodford Court	Waltham Abbey	Surveyed	Limited scope as off street parking schemes already completed							
Stanway Road	Waltham Abbey	Surveyed	Limited scope as off street parking schemes already completed							
Western Avenue	Epping	Surveyed	Re-evaluated following Permit Parking Enforcement (outcome score 10)							
Gravel Close	Loughton	Surveyed	No Housing land for improvements							
Grosvenor Close	Loughton	Surveyed	Limited scope as scheme already completed							
Colson Gardens	Loughton	Surveyed	Limited scope as scheme already completed							
Loughton Court	Waltham Abbey	Surveyed	No Housing land for improvements							
The Chestnuts	Abridge	Surveyed	No Housing land for improvements							
Q1 -	Percentage of council tenants.									
Q2 -	Lack of off street parking									
Q3 -	Consultation undertaken with residents									
Q4 -	Road width									
Q5 -	Verge/footway damage									
Q6 -	Accident risk to pedestrians/drivers									
Q7 -	Special parking requirements									