



# Parking & Enforcement Plan 2010-15

Revised August 2011

# London Borough of Hackney

## Parking & Enforcement Plan 2010-15

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## **Foreword from Councillor Feryal Demirci, Cabinet Member for Neighbourhoods**

I am pleased to introduce Hackney Council's draft Parking Enforcement Plan (PEP) for 2010-15.

There has never been a greater need for targeted and effective management of parking in inner London. There is already more demand for parking than there is space available, but car ownership and Hackney's population are increasing. The fast approaching Olympic and Paralympic Games will make the logistical challenge even harder. Parking management can address these issues by prioritising road users according to need and encouraging a shift towards more sustainable forms of transport.

Hackney is, in many respects, ahead of the game. The original PEP, covering 2005-10, put in place a robust set of policies and established a system of allocating space according to need. Hackney's current parking enforcement contract, one of the first to be recognised as best practice by the British Parking Association, rewards quality, not quantity of parking tickets. The number of tickets we have issued has fallen each year because an increasing number of motorists are parking correctly; a 2010 survey showed that 99% of motorists park in line with regulations - this high level of compliance is a strong sign that our parking enforcement is working.

Through the last PEP we delivered a number of important improvements. In 2007 we became one of the first councils in London to apply 'green' charging to parking permits. In 2005 we introduced the Companion Badge as disabled residents asked us for help protecting their Blue Badge from theft. We have monitored the areas where residents and businesses have had difficulty parking and consulted them on controlled parking zones; where we received support for our proposals we introduced controls to protect local people's needs. Our customer satisfaction surveys and subsequent feedback shows that residents and business were happy with the way the Council engaged with them.

In this PEP, which spans the next five years, we are looking to make further provisions for our more vulnerable members of the community through a permit for registered carers. We want to protect more of you from the effects of permit fraud and misuse by expanding our work combating fraud. Many of you have asked for a greater variety of visitor vouchers, and we have responded. We are also looking to help our local businesses in times of economic hardship by working with them to encourage trade through adequate parking provisions.

I would like to reassure you that the Council does not use parking as a means for generating revenue – and would not be able to do so even if it wanted to, as this is strictly prohibited by law. The use of income from parking is tightly controlled under the Road Traffic Regulation Act 1984 (as amended) and cannot be used to subsidise general expenditure. This does not mean we should not manage parking efficiently, economically and effectively, a necessity given the economic downturn and a feature of many of the policies in this PEP.

**December 2010**

## Overview

The Council has developed the Parking and Enforcement Plan (PEP) to improve parking conditions in the Borough. It was constructed to provide a strong policy framework to guide the Council's parking management activities. The overall aim of the PEP is to contribute to a better and safer environment for the Borough. While the PEP supports the Council's strategic goals, its recommendations are focused on transport and parking policy. It sets out in a clear and transparent way how parking management within the Borough will progress over the coming years.

The recommendations in this document aim to balance competing parking needs, such as the needs of disabled people, local residents and local businesses. This helps to manage parking in the Borough on a fair and consistent basis.

The PEP identifies the overall policy basis which will guide the Council's parking-related decisions and presents a series of policy recommendations. This August 2011 revision demonstrates Hackney's progress in implementing the recommendations of the PEP, which was published in January 2011, and reflects other developments made since.

# 1 Introduction

- 1.1 The Parking and Enforcement Plan (PEP) provides the policy framework for effective parking management in Hackney. The original PEP set out the Borough's parking policies for the period 2005-10, and is replaced by this document.
- 1.2 This PEP is guided by the principles of the Traffic Management Act 2004, as set out by the Department for Transport's Statutory and Operational Guidance documents. It is supportive of strategic objectives for integrated land use and transport planning: caring for the environment; improving social inclusion; supporting economic prosperity and regeneration.
- 1.3 The scope of the PEP is necessarily broad, in part reflecting the complex and challenging linkages between parking and transport, environmental, economic and planning issues. This PEP links into a number of Hackney's overarching policies and strategic documents.

## Traffic Management Act 2004

- 1.4 The Traffic Management Act (TMA) 2004 is the key piece of legislation for the management of parking in England. Part 6, the section that affects parking, came into force in March 2008, accompanied by statutory and operational guidance documents. Councils are legally obliged to 'have regard to' the former, while the latter sets out the principles underlying good parking management and recommends how this can be achieved.
- 1.5 The main principles advocated in the TMA 2004 are:
  - fairness
  - consistency
  - transparency
  - a focus on quality, not quantity of enforcement.
- 1.6 Section 3.3 of the statutory guidance states: 'Enforcement authorities should design their parking policies with particular regard to:
  - managing the traffic network to ensure expeditious movement of traffic, (including pedestrians and cyclists), as required under the TMA Network Management Duty
  - improving road safety
  - improving the local environment
  - improving the quality and accessibility of public transport
  - meeting the needs of disabled people, some of whom will be unable to use public transport systems and depend entirely on the use of a car and
  - managing and reconciling the competing demands for kerb space.'

## **Mayor of London's Transport Strategy**

- 1.7 The Mayor of London's Transport Strategy was agreed in May 2010. The key goals of the draft strategy are to:
- support economic development and population growth
  - enhance the quality of life for all Londoners
  - improve the safety and security of all Londoners
  - improve transport opportunities for all Londoners
  - reduce transport's contribution to climate change and improve its resilience and
  - support delivery of the London 2012 Olympic and Paralympic Games and its legacy.
- 1.8 The Mayor of London's original Transport Strategy (published July 2001) required London boroughs to submit a PEP as an integral part of their Local Implementation Plan (LIP). While the current strategy is less prescriptive, the Mayor still requires councils to produce LIPs, demonstrating how they will meet the strategy's objectives.

## **Sustainable Community Strategy 2008-2018**

- 1.9 The Sustainable Community Strategy sets out a vision as to how Hackney should develop until 2018. The priorities it sets out provide the policy framework for local public services and partners to guide our work over the next decade to improve the quality of life in the Borough. It underpins all the Borough's key plans and policies, including the Local Area Agreement and Local Development Framework and this PEP. It focuses on six themes and a set of 18 outcomes that Hackney aims to achieve by 2018, working with key partners such as the Police and the Primary Care Trust.
- 1.10 This PEP ties into two of the six themes:
- 'A sustainable community, where all citizens take pride in, and take care of Hackney and its environment, for future generations' through managing car use and setting policies to reduce pollution from vehicles and
  - 'Making the borough safer, and helping people to feel safe'.
- 1.11 Safety is a key theme of this PEP, not least because managing car parking on the public highway helps uphold road safety and the presence of Civil Enforcement Officers can discourage crime. The PEP also sets out how the Council intends to tackle permit fraud, prevent the theft of Blue Badges, enforce against dangerous parking and driving, and remove abandoned and untaxed vehicles.

## **Local Development Framework**

- 1.12 The Local Development Framework (LDF) comprises of a collection of planning documents that will guide future planning decisions in Hackney. The various

elements of the LDF set out clear policies relating to the location and design of development in the Borough.

- 1.13 The PEP makes recommendations for the future direction of parking policies in the Borough. It aims to balance the need for economic regeneration with the need to reduce traffic volumes.

## **Corporate Business Plan**

- 1.14 The Council's Corporate Plan 2011/12 - 2013/14 sets out the corporate vision, priorities and values that will guide the Council's work and direction. It summarises the action plans that the Council's Directorates draw up each year to realise the Council's ambitions and priorities.

- 1.15 The Corporate Business Plan is driven by the Mayor of Hackney's three priorities:

- improving services and increasing opportunities for all, raising the life chances of the most disadvantaged [the key service priority for parking is 'a safer, cleaner, greener Hackney']
- making sure the Council is high performing and efficient by ensuring service first... and
- providing effective community leadership and involving the whole Borough in what we do.

- 1.16 In line with the Mayor's priorities, the PEP aims to meet the diverse needs of those who, live, work and visit Hackney through community engagement and consultation where appropriate.

## **A Profile of Hackney**

- 1.17 Over half of Hackney's population comes from ethnic minority groups. In all of Hackney's neighbourhoods you will find a wide range of people with different ethnic backgrounds, and varying income levels, all living in close proximity. This extensive diversity of the local population is common in inner London, but what makes Hackney unique is the level of integration. There isn't one part of Hackney where the most deprived residents or the very well off predominate. To ensure Council services cater for this diverse borough, this PEP promises to continue to consult actively, and consider Hackney's demographics when planning communications and service delivery.

- 1.18 The Borough boasts a wealth of green spaces and popular local parks. Hackney has the lowest carbon dioxide emissions of any London borough, which is largely due to low levels of car ownership. In line with the Community Strategy, the Council will work with local people to manage the potentially competing goals of growth, development and environmental sustainability. Hackney is also an Air Quality Management Area for nitrogen dioxide and particulate matter.

- 1.19 Hackney residents have the highest rates of cycling in London due to the proximity to central London, a pro-active cycling lobbying group, the flat topography and

extensive green spaces. Development sites and green spaces could provide opportunities to create new green infrastructure, with new off-street pedestrian and cycle routes connecting areas of open space together. Hackney has a strong track record of promoting cycling and plans to extend the green corridors to better connect areas of high population density with green spaces.

- 1.20 Hackney has previously had a reputation for high levels of crime but the Borough actually has some of the best crime reduction figures in London. Overall crime rates have dropped 40% in the last five years, equating to over 10,000 fewer victims of crime than in 2005. The creation of the Companion Badge in 2005, to prevent Blue Badge theft, and the pilot of a Blue Badge Fraud Team in 2008/9, to tackle associated misuse and fraud, are likely to have been factors in the falling crime rate. The presence on the street of Civil Enforcement Officers (CEOs) deters crime, as does the removal of untaxed and abandoned vehicles. CCTV cameras for parking and traffic enforcement have also been used to help Police investigations. This PEP proposes that the work of the Blue Badge fraud team is extended to all permits.
- 1.21 Hackney has a mixture of Georgian, Victorian and contemporary architecture. Front gardens are narrow, leaving little or no room for personal parking spaces within the properties themselves. This puts pressure on available kerb space, as does the conversion of many houses into flats. The kerb space is used by residents, businesses and visitors, but commuters into the Borough put additional pressure on Hackney to manage its parking provision more effectively. Where there are private driveways the Council protects residents' needs through double yellow lines in front of the entrance.

## Parking Objectives

- 1.22 The following are the key objectives for the management of parking within Hackney from 2010 to 2015.
- 1) **Prioritise according to need.** Allocation of parking bays and prices of permits should depend on the user's need. Blue Badge holders have the greatest need to travel by car and so should be afforded the highest priority
  - 2) **Smooth the traffic flow**, improving emergency vehicle access and bus journey times
  - 3) **Uphold road safety**
  - 4) **Support the delivery of the 2012 Games** while continuing to protect local parking needs
  - 5) **Reduce carbon dioxide emissions from motor vehicles** to help fight against climate change
  - 6) **Improve the local environment.** This includes reducing emissions that affect air quality
  - 7) **Provide a fair, proportionate, robust and transparent enforcement regime** that acts effectively against fraud and misuse
  - 8) **Manage parking in a manner that makes best use of the limited resources available**
  - 9) **Make use of technology to improve customer service and efficiency.**

1.23 Objectives 1-3 and 5-6 can be achieved by encouraging use of sustainable transport and discouraging unnecessary car trips.

### The Need to Prioritise

1.24 Hierarchy of Parking Need assigns each road user and vehicle type a broad level of priority. The original Hierarchy was developed in 2004 and has been instrumental in enabling the Council to meet the objectives set out in the first PEP that covered the period 2005 to 2010. Through feedback obtained from public consultation and policy reviews the Council revised the Hierarchy of Parking Need, which now encompasses doctors and carers. In line with its environmental objectives and the Council’s Climate Change Strategy, this Hierarchy has set new priority levels for more polluting and less polluting cars, shared cars, car clubs and pool cars, and powered two wheelers (motorcycles, scooters and mopeds).

1.25 The proposed Hierarchy is shown in Table 1.1. The Hierarchy represents Hackney’s priorities as a whole but, in line with the Mayor of London’s Transport Strategy Statement of Intent, it is flexible. The Hierarchy shows the Council’s general priorities across Hackney, but these priorities can vary on a local level, according to the characteristics of the area.

**Table 1.1: Hierarchy of Parking Need**

Hierarchy Type	Priority
Road User	<ul style="list-style-type: none"> <li>• disabled resident parking</li> <li>• disabled parking (non residential)</li> <li>• resident parking</li> <li>• essential worker in the delivery of public service</li> <li>• registered carers</li> <li>• doctor parking</li> <li>• local business essential parking/servicing</li> <li>• short-stay shopper/visitor parking</li> <li>• long-stay shopper/visitor parking</li> <li>• long-stay commuter parking</li> </ul>
Vehicle Type	<ul style="list-style-type: none"> <li>• emergency vehicle</li> <li>• bicycle</li> <li>• Transport for London (TfL) bus</li> <li>• electric vehicle</li> <li>• public service vehicle</li> <li>• shared/pool car</li> <li>• delivery vehicle/lorry and van</li> <li>• taxi</li> <li>• powered two-wheeler</li> <li>• conventional private car (less polluting)*</li> </ul>

- conventional private car (more polluting)\*

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\* As determined by permit pricing bands.

## **Introduction to Parking Finance**

- 1.26 Councils cannot use parking as a revenue-generating tool. The statutory guidance to the TMA 2004 states that councils should not set targets based on revenue, the number of PCNs issued or the number of vehicles clamped or removed. Budgets in these areas should be used for forecasting purposes only and will be projections based on the previous year's activity. The budgeting process must have full regard to the financial provisions of the TMA 2004.
- 1.27 To allow for increases in compliance, the Government has loosened the requirement for Councils' parking enforcement operations to be self-funding. Being self-funding will still be desirable, so where parking has a net cost, local authorities will be expected to consider measures to decrease the deficit (revenue from Council Tax must not be used to cover this gap).
- 1.28 The use of any surplus that results from parking is strictly governed by legislation. This money is kept in a ring-fenced account that can only be used for activities specified in Section 55 of the Road Traffic Regulation Act 1984 (as updated). These activities include, amongst others, public realm improvements, road safety initiatives and public transport.

## **Financial Reporting**

- 1.29 Reporting is an important part of accountability and the TMA 2004 clearly defines the Council's obligation to produce an annual report. The transparency which this report is intended to provide should help the public understand issues of parking enforcement. The monitoring in the report also provides councils with management information that helps in evaluating performance and identifying areas for improvement. The TMA 2004 strongly recommends enforcement authorities to produce an annual report about their on-street and off-street enforcement activities within six months of the end of each financial year. The report should be published and as a minimum it should cover the financial statistical data, along with relevant targets. Hackney's most recent parking financial report is available on the Council's website (<http://www.hackney.gov.uk/parking>).
- 1.30 There have been no standard definitions for performance indicators within the parking industry to date, making difficult any effective statistical comparison between different local authorities. Hackney is leading an initiative to change this by forming a London-wide Parking Benchmark Group, run in conjunction with the Association of Public Service Excellence (APSE). In a meeting in February 2009, the group defined ten clear performance indicators, which all councils will monitor and submit information for on an annual basis to provide a base for effective comparative work.

## **Charging for Parking**

- 1.31 Hackney aims to set parking prices in line with the guidance to the TMA 2004. Section 14.7 of the operational guidance states the following:
- ‘Authorities should never use parking charges just to raise revenue or as a local tax. However, where the demand for parking is high, the delivery of transport objectives with realistic demand management prices for parking may result in surplus income.’
- 1.32 Charging policies for both on- and off-street parking can significantly influence parking demand, parking space turnover and, ultimately, car use and ownership. Parking charges are also a highly sensitive subject but the Department for Transport’s Operational Guidance to the Traffic Management Act 2004 recommends criteria by which councils should set prices. It states clearly that the price of parking should be used as a tool to regulate supply and demand. This is particularly pertinent in inner London boroughs such as Hackney, where the demand for parking is greater than the amount of space available.
- 1.33 Prices should support the Council’s traffic management objectives: they should discourage unnecessary car use because of the impact on congestion, road safety, local air quality and climate change. The Council also has a legal obligation under the Road Traffic Reduction Act 1997 to reduce car use.
- 1.34 The guidance explains that setting prices too high would encourage drivers to risk a penalty charge notice by parking illegally and setting them too low would attract traffic and encourage unnecessary car use. Prices should reflect ‘the value of kerbside space’ and should be set in the context of the charges for off-street parking and those set by surrounding boroughs.

## **2 Controlled Parking Zones (CPZs)**

### **General**

- 2.1 A Controlled Parking Zone (CPZ) is an area where parking is restricted on the public highway at particular times. CPZs do not apply to private roads or on housing estates. They are designed and implemented to assist areas suffering from 'parking stress', where demand for parking is close to or exceeds the supply of safe kerbside space. At moderate levels, parking stress can inconvenience local residents and make it difficult for service providers to park near their destinations. Higher levels of parking stress can lead to double parking and parking at junctions, which are road safety hazards and block the flow of traffic.
- 2.2 The main purpose of a CPZ is to effectively manage the supply and demand for on-street parking in an area. In doing so, the Council helps to improve road safety, reduce congestion, improve the local environment, reduce carbon dioxide emissions and improve local air quality.
- 2.3 CPZs help the Council to prioritise parking spaces according to need. The most common example is providing resident-only parking to protect local residents' parking needs from the non-local parking demands of commuters; this helps residents to park conveniently and as close as possible to their homes.
- 2.4 A permit system is essential in a CPZ so that the Council is able to identify local users, and enforcement of the system would not be possible without the issuing of penalty charge notices to motorists parked in contravention. The sales of permits and revenue from enforcement activities offset the costs of enforcement, maintenance of lines, signs and posts, and the back-office support the service needs to function. Any surplus is used strictly in accordance with legislation, as described in chapter 1.
- 2.5 CPZs can be tailored to meet the parking needs of disabled people and short-stay shoppers, as well as the essential waiting and loading needs of local businesses. CPZs assist the operation of local buses by preventing inconsiderate, obstructive on-street parking activity. They can also enhance the local environment by creating a safer, less cluttered street scene, free from dangerously parked and abandoned vehicles.

### **CPZ Coverage**

- 2.6 The Council has introduced a total of eleven main CPZs to date. Some of these zones (including B and D) have been split into sub-zones following review in order to better reflect local parking needs.
- 2.7 CPZs now cover over half of the Borough, and are focused around main town centres (Zones C, D and E), underground stations (G2 and G) and towards the City fringes towards the south-west corner of the Borough (Zones A, B and F). Extensive parts of the Borough, mainly towards the north and the east, remain uncontrolled.

2.8 The hours of operation vary significantly between areas to meet local needs, as demonstrated by Table 2.1.

**Table 2.1: Current CPZ hours**

Hours of Operation	Zone	Times	Duration
Longest*	B(n)	8.30 to Midnight	15.5 hours
Most common	A, D(s), D(n), J	08.30 to 18.30	10 hours
Shortest	E ext	08.30 to 17.30	9 hours
Half-day weekend controls	B(s), E ext, M	08:30 to 13.30	5 hours

\* A small pocket of Zone F is controlled from 7.30am to midnight seven days per week to reflect the pressures from the nearby night-time economy and the Columbia Road flower market.

### Identifying the Need for a CPZ

2.9 Since 2005 the Council has had in place a robust, systematic framework for future CPZ implementation in the Borough. As a result, parking controls have been put in place where there has been need and demand.

2.10 There are policy reasons to extend parking controls. For example, the Mayor of London's Transport Strategy specifically supports the expansion of CPZs in inner London where boroughs consider it to be beneficial. However, the Council will not consider making changes without consulting the public.

2.11 The need for new CPZs comes from new developments, increased car ownership, displaced parking from existing Hackney CPZs and other boroughs and residents' complaints about parking pressure. The expansion of CPZs in neighbouring boroughs increases this pressure, as do the activities related to the Olympic Games (which are described in chapter 8). Improvements to the transport infrastructure can also increase these pressures: for example, recent improvements to the London Overground North London Line may encourage commuters to drive to Homerton and Hackney Wick stations, which are not in CPZs. Chapter 8 describes the Council's plans for parking in the Hackney Wick area.

2.12 The necessity for the introduction of new parking controls in areas identified as having parking stress should be assessed using the following two criteria:

1) Parking stress: supported by a 'technical assessment' of the available space and the displacement of parking. The process of technical assessment involves measuring parking stress in the early morning and afternoon. Vehicles are classified as local or non-local according to when they are parked in the area, and the data is used to determine the source of stress. A region is generally said to be under parking stress if in the region of 80% or more of safe road space in an area is occupied.

2) Public support: the level of public comment, complaints and petitions received by the Council.

## **Stage One (In Principle Consultation)**

- 2.13 Hackney generally conducts two stages of consultation before a CPZ is introduced. The decision to consult is made by Hackney's Cabinet according to the evidence of a need for a CPZ. In the past Cabinet have made the decision not to consult in areas where technical assessments have shown that there are relatively low levels of parking stress.
- 2.14 The first stage is an initial consultation exercise to gauge the level of public support for new parking controls from the local community. The process allows local needs to be taken into account before any decision is made and ensures that resources are only spent on designing zones that will be implemented.
- 2.15 New parking controls invariably result in displaced on-street parking activity to adjacent uncontrolled streets. The issue of displaced parking should be factored into the boundaries of a CPZ consultation so that residents and businesses adjacent to the main area identified for a CPZ are consulted and the zone is of sufficient size to deter commuters and unnecessary car journeys. Where possible, a 'natural boundary' is found, a main road or other barrier that discourages displaced parking.
- 2.16 The results of in principle consultations are used to inform the decision on whether or not to introduce the CPZ. With consultation exercises, responses from residents are only one part of the process of policy formulation. Although it is a crucial part, the decision should also take into account the main reasons for introducing a CPZ: managing the supply and demand for parking according to need, improving road safety, helping traffic flow and the impact of transport on the environment. The results of stress surveys provide much of this information. The cost of the measures should also be considered.
- 2.17 The decision to implement a CPZ can be made according to majority support. Decisions are often made on this basis when parking stress is high enough to create some parking difficulties but not so high as to block traffic flow or present a road safety hazard. Hackney has previously defined a 'majority' as more than 50% of respondents to a question supporting the proposal. Noncommittal responses are excluded, so this equates to having a greater number of responses supporting the proposal than opposing it.

### **Recommendation 2.1**

Where a CPZ is introduced according to majority support, this will be taken to be the response from the majority of respondents in the target area. The council may, in exceptional circumstances, need to introduce a CPZ without a clear majority for reasons of road safety, traffic flow, supply and demand for parking, and the environmental impact of parking.

## **Stage Two (Detailed Design Consultation)**

- 2.18 The 'detailed design' of an area refers to the layout of bays, lines, posts and signs, and the hours for which the CPZ operates. The process involves allocating spaces

according to demand and the Hierarchy of Parking Need. It takes into account the impact of parking controls on the local resident and business community and other regeneration factors which support the sustainability of the local area.

- 2.19 An important objective of a CPZ is to protect local residents' parking needs from non-local parking demands. The hours of control should reflect the characteristics of the area to protect local parking needs; for example, extending controls until the evening may be suitable for areas with a night-time economy. The event-day parking scheme increases the hours of control on the days of football matches and other events at Arsenal FC's stadium in Ashburton Grove, Islington, and could also be extended to cover events held at Finsbury Park.

**Recommendation 2.2**

To consider extending the event-day parking scheme to cover events held at Finsbury Park.

### Limited-hour CPZs

- 2.20 If the technical assessment shows that stress is from commuters, a CPZ that is operational for only a small period (for example, two to four hours per day) may be required to protect local parking need. Pay & display parking would need to be prohibitively priced or have short limits of stay in order to deter commuters, meaning this system would only be suitable in residential areas. This type of zone would be used as a trial and studied to see how car use changes. Local stakeholders would still be consulted on the hours of control. If parking stress remains a problem at review stage, the hours of control could be lengthened.
- 2.21 The price of permits and vouchers for a zone must not depend on the controlled hours – otherwise residents would be encouraged to campaign for shorter hours to reduce the costs of the permit rather than meet local parking needs, and the cost of permits and vouchers would not be effective in reducing unnecessary car ownership and use. For these reasons and to reduce the scope for on-sale of visitor vouchers to commuters, only one type of voucher would be available, costing the full daily amount.

**Recommendation 2.3**

To consider trialling a CPZ that is controlled for short periods of time (for example, two to four hours per day) in an area under parking stress from commuters.

### Standardising CPZs

- 2.22 While in many areas there are circumstances that necessitate local hours of control, there are many areas that share characteristics and are suitable for similar hours of control; for example, residential areas are typically controlled from Monday to Friday 8.30 to 6.30. CPZs could be categorised according to key features (for example, business district, residential, Olympic area, and night-time economy). At stage 2 and during reviews, consultation questionnaires should be used to suggest sets of

streamlined times. This would help motorists understand the times of control in each area and increase the service's efficiency by making storage and maintenance of signs easier.

**Recommendation 2.4**

To standardise the hours of CPZs with similar characteristics. This would be subject to consultation during CPZ reviews and the changes would be made during CPZ implementation.

**Accelerated Consultation**

- 2.23 While the full CPZ consultation process is robust, transparent and efficient, it currently takes 18-24 months from identifying problems to controls being in place. The pressures for introducing a CPZ should be balanced by the need for decisions to be made democratically and transparently, so when parking becomes difficult the process can be adjusted accordingly.
- 2.24 Where an area is suffering, or is expected to suffer, acute parking demand and there are indications that the proposals will be supported, measures to bring forward controls should be considered. The combined consultation process is currently used in displacement areas and has been approved for use in the Hackney Wick area, to allow the Council to respond quickly to any parking problems caused by workers at the Olympic site. The accelerated process could be used elsewhere, if there is an increase in the demand for parking over a short period of time.
- 2.25 Consultations currently run for eight weeks per stage. This is longer than is required to carry out the consultation techniques identified in this section. Reducing the length would help shorten the amount of time required to introduce a CPZ and manage parking problems in the area.

**Recommendation 2.5**

To allow six weeks for CPZ consultations as a standard, but extend the deadline if required.

**Update (August 2011)**

The Review of Zone B ran for six weeks in June-July 2011.

**Recommendation 2.6**

To determine whether to combine the 'in principle' and 'detailed design' stages of consultation on a case-by-case basis according to local need and use of resources.

**CPZ Review**

- 2.26 After implementing new parking controls, the Council reviews the CPZ to ensure that it is operating effectively and to assess the need for modifications. The first review is currently within one year of implementation, or sooner if a need to review as a priority is identified. The review process includes evaluation of the detailed

design of the zone and consultation with local residents. Other, smaller-scale issues brought to the Council's attention by local residents and businesses are addressed on an ongoing basis. CPZ reviews include an assessment of displaced parking activity in the surrounding area. Streets adjacent to the CPZ are measured for parking stress and, depending on these results, residents and businesses are consulted on the need for additional parking controls.

- 2.27 After an initial review, CPZs were generally reviewed every three years, according to the policy set by the 2005-10 PEP. Recent reviews have resulted in relatively few changes, indicating that less frequent reviews would not compromise the quality of service. Similarly, there is not an absolute need to review a new zone within a year of its coming into force. The exact timing of reviews would be decided on a need-by-need basis, where there is widespread public interest in changes or there has been regeneration which has had an impact on the overall environment resulting in additional parking stress.
- 2.28 Hackney aims to review three CPZs every year, which equates to each zone being reviewed roughly every five to seven years. The review schedule should be flexible, allowing the Council to bring forward reviews to meet local needs and address any concerns that are raised. For example, if a new building development causes a sudden increase of vehicle use in an area, Hackney could consult in the area earlier than scheduled.

**Recommendation 2.7**

To review new CPZs within one year, as a general standard, to resolve teething issues; the purpose of the review would be to make minor amendments, so full consultation may not be required. The date of the first full review of a new CPZ would be set according to the standard CPZ review cycle.

**Recommendation 2.8**

To review each existing CPZ in the Borough every five to seven years as a general standard, which will vary on a zone-by-zone basis according to levels of parking stress and local need.

**Update (August 2011)**

Hackney's CPZ review schedule now follows this policy.

## Consultation on Housing Estates

- 2.29 Properties on housing estates are currently included in CPZ consultations. This can be a source of confusion to residents of estates that have private roads and their own parking controls. Parking on estates is discussed further in chapter 9.

**Recommendation 2.9**

Where possible, within the Stage 1 and 2 process, to conduct a separate, simultaneous consultation on housing estates covered by a proposed CPZ. The Council will consider responses in the context of the supply and demand for parking in and around the estate.

### **3 Parking Supply and Charges**

#### **Allocating Kerb Space**

- 3.1 Parking supply, especially on-street road side space, is limited and under increasing pressure as car ownership grows in the Borough. To manage supply and demand, Hackney must allocate on-street road side space and charge for its use according to the Hierarchy of Parking Need as set out in Table 1.1. A key example is giving priority to short stay shopper/visitor parking in the Borough's main town centres of Hackney Central, Dalston, Shoreditch and Stoke Newington to support the local retail economy. Different types of parking, whether public or private and on- or off-street, should be managed collectively to achieve a balance of supply and demand.

#### **On-street Parking**

- 3.2 Over half of Hackney presently has a Controlled Parking Zone (CPZ). Areas outside CPZs do not generally have parking bays or permits but do have yellow lines and waiting and loading restrictions to maintain traffic flow and road safety.
- 3.3 There are approximately 29,000 bays within the Borough according to Hackney's Parkmap system. Bay allocations are designed to balance needs of motorists (as per the Hierarchy of Parking Need) and other road users, and decisions are made in the context of parking stress and overall traffic management. Maps of the parking bays available in every Hackney CPZ are available at [www.hackney.gov.uk/parking](http://www.hackney.gov.uk/parking).
- 3.4 The bays allocated in a CPZ reflect the characteristics of the local area. Residential areas can predominantly have residential bays, whereas other areas feature a mixture of different bay types, including flexible bays that can be used by a variety of motorists. Chapter 4 details Hackney's range of parking permits and vouchers.
- 3.5 The Council should review on-street parking supply in a clear, consistent and transparent manner. This review process should be informed by robust data and local consultation. The review process identifies local parking supply and demand; in doing so, it helps the Council balance local on-street parking needs. The CPZ consultation process is described in chapter 2.
- 3.6 The Council is introducing new parking controls at junctions on the Borough's road network. These make the junctions safer for all road users, but have the greatest benefit for pedestrians, cyclists and other vulnerable road users. They also keep junctions on bus routes free from obstruction and delay.

#### **Pay & Display Parking**

- 3.7 Pay & display parking allows shoppers and other visitors to park for short periods without any prior arrangement. It is mainly used in business and shopping districts. The Council currently allows motorists to purchase additional pay & display tickets to extend the original period of parking. In some bays there is a maximum period of stay and motorists cannot extend their visit beyond it. The maximum stay depends on the demand for parking in the area so can range from one to ten hours. Motorists

can see the maximum stay for a pay & display bay indicated on the signs in the area.

- 3.8 Shared use bays are a flexible form of parking suitable for areas with competing on-street parking demands. They can be used by most parking permit holders and also offer pay & display parking for visitors.
- 3.9 Long-stay parking by permit holders in shared use bays reduces the availability of short-stay and pay & display parking. In town centres and outside public buildings there is a need for pay & display only bays for the use of short-term visitors.
- 3.10 If a pay & display machine is out of order and does not issue tickets correctly, the customer reporting the fault will be directed to the nearest alternative machine, which may be in a different zone if the road is near the boundary. Where an alternative machine or Hackney's forthcoming mobile phone parking service is not used (see recommendation 3.5), then the vehicle must not be left in the parking bay and should be moved elsewhere.
- 3.11 On-street Blue Badge parking policy is specifically examined in chapter 7. On-street powered two-wheel vehicle and cycle parking policies are examined in chapter 10.

### **Pay & Display Prices**

- 3.12 Hackney's current on-street pay & display charges and maximum length of stay in pay & display bays vary to reflect local parking conditions, with charges highest close to the City fringe. The Council's charges are generally in line with other London boroughs and are benchmarked on an annual basis. The prices for pay & display parking both on- and off-street were last reviewed in 2008.
- 3.13 Pay & display charges should reflect local on-street parking demand and turnover of spaces. Where demand for short-stay parking is high (e.g. around busy shopping areas and public buildings), the pricing mechanism (in parallel with the maximum length of stay) should be used to encourage rapid turnover of spaces.
- 3.14 To measure the accuracy of parking charges levied in any geographical area, occupancy levels should be monitored to assess whether they exceed 85%. Occupancy levels greater than 85% may indicate that a review of the charges is required.
- 3.15 Through the pricing mechanism, the Council should seek to encourage short-stay parking with rapid turnover of off-street spaces and deter long-stay parking. The Council should also encourage the use of publicly available off-street paid parking facilities over the use of on-street pay & display parking.
- 3.16 The Council recognises the economic pressures on its town centres and will consider offering free parking on rare occasions, for short periods of time and in targeted areas in need of regeneration. Free parking will not be offered regularly as this would undermine Hackney's commitment to manage and reduce car use.

- 3.17 Hackney does not allow motorcycles to park for free in pay & display only bays. There are a variety of other places they can park for free, and this policy ensures the limited number of pay & display bays in commercial areas are kept free for short stay visitors. Motorcycle parking is considered in greater detail in chapter 10 and motorcyclists can find out where to park at [www.hackney.gov.uk/parking](http://www.hackney.gov.uk/parking).

**Recommendation 3.1**

Conduct a review of pay & display parking prices, both on- and off-street.

**Recommendation 3.2**

To delegate powers to the Deputy Director for Public Realm to suspend parking for a limited time, on specific days to encourage shoppers into a precise area (for example, for two hours during the off peak period in the run-up to Christmas).

### Footway Parking

- 3.18 Footway parking was banned across London under the London Local Authorities Act 2000. There are very limited exemptions across the Borough, where designated footway parking is clearly shown by roadside signs and covered by published Traffic Management Orders (TMOs).
- 3.19 Footways are not designed to take the weight of motor vehicles and, as such, damage to the pavement can occur and result in high maintenance costs. Furthermore, the reduction of footway space can restrict the movement of pedestrians forcing them to divert their path onto the road and into the path of moving traffic on the carriageway thereby posing a safety hazard to pedestrians, especially vulnerable groups such as those who are partially sighted, those with reduced mobility, wheelchair and buggy users, and people using pushchairs and buggies or prams. To improve the street environment the Council should therefore minimise footway parking in the Borough, permitting it only where there is an absolute need for additional parking spaces in the area.

**Recommendation 3.3**

To consider the level of footway parking as part of the implementation and review of a CPZ and to remove unless there are exceptional circumstances that require it to be kept.

**Update (August 2011)**

This policy is has been applied to CPZ reviews since the review of Zone B in June-July 2011. The policy will be applied to new CPZs as and when they are introduced.

### Off-street Car Parks

- 3.20 Publicly available off-street parking is an important element of the total parking stock and, similarly to on-street provision, its availability influences the overall

number of car trips. The management of off-street car parks can therefore be an important tool in discouraging non-essential car trips (such as commuter journeys) in favour of more sustainable alternatives. At the same time, the council does want to make provision for local shopping trips to promote business and encourage investment in our town centres.

- 3.21 The Council owns a limited number of small publicly-available off-street car parks in the Borough, located in Hackney, Dalston and Stoke Newington town centres. Details of these are shown in Table 3.1.

**Table 3.1: Council Off-street Public Car Parks**

<b>Town Centre</b>	<b>Location</b>	<b>No. Spaces</b>
Hackney	Amhurst Road	25
Dalston	Gillett Street	31
Dalston	Bentley Road	109
Stoke Newington	Wilmer Place	36
<b>Total</b>		<b>201</b>

- 3.22 The Council's four car parks are open from 7.00am to 7.00pm Monday to Saturday, except for Amhurst Road, which is 7.00am to 11.00pm; all-day stay is permitted in all car parks, except Gillett Street, Dalston, where a two hour maximum stay applies. Hackney also manages car parks at St John Church, Kings Hall Leisure Centre and Britannia Leisure Centre.
- 3.23 The Bentley Road, Gillett Street and Wilmer Place Car Parks and the three car parks the Council manages have been awarded Safer Car Parks status, meaning they are secure and safe environments that meet national standards. There is scope for Hackney to expand its investment into car parks further by considering investment into the Amhurst Road car park, the procurement of further car parks or management of private car parks.

**Recommendation 3.4**  
 Conduct a feasibility study to assess the re-investment of money into Council car parks.

### **Cashless Parking**

- 3.24 The option to pay for parking by credit card or telephone improves the service provided to customers. Hackney has rolled out P&D machines that take both cash and credit card payments in areas of high demand. There is no mobile phone parking system currently in place.
- 3.25 Cashless parking can improve the efficiency of the service in areas with a high cash turnover and reduce the risks of theft and vandalism. In line with the Government's expectation for parking enforcement to be self-funding, this would only be used

where economically viable. Where current machines need replacing and it is economically viable, the service rolls out machines that take both cash and card payments.

- 3.26 Section 10.10 of the Department for Transport's Operational Guidance to local authorities on the Traffic Management Act (TMA) 2004 states, 'it is important that authorities do not introduce a system that inadvertently discriminates against some sections of the population. The system should allow motorists to pay by whatever method is most convenient to them'. Credit card or telephone payments for parking should be used in parallel to cash payments, not as replacements.
- 3.27 There are a number of competing phone parking providers who offer different hardware and software solutions. A trial would need to consider the compatibility of their technology with Hackney's IT systems and enforcement methodology. That there are relatively few companies in the market means motorists need register with only two or three companies to park in any London borough. A trial of the system should be completed in time to fully implement a system (if required) before the 2012 Games.
- 3.28 Mobile phone parking could potentially be used to vary the hourly rate according to how 'green' the vehicle is and could be expanded to include sale of visitor vouchers and other products. It would also present a practical way of managing motorcycle parking. These possibilities would be considered when reviewing the success of the trial.

**Recommendation 3.5**

To trial use of mobile phone parking in pay & display and shared use bays in parallel with other methods. If successful and economically viable, this would be rolled out further.

**Update (August 2011)**

The Council is due to run a one-year pilot of a mobile phone parking scheme starting in late 2011.

**Requests for Additional Parking**

- 3.29 When an organisation requests from the Council additional permits or on-street parking facilities beyond those offered by Council policy, officers currently consider the requests on an ad-hoc basis. To ensure that all road users are considered according to need, Hackney considers the organisation's off-street parking facilities and a technical assessment of parking pressures in the area(s) affected before making a decision.

**Dedicated Parking Bays**

- 3.30 If a bay provides exclusive parking to a single user or organisation it is unavailable to other motorists even when the user is elsewhere. To balance the needs of all road users and to reduce parking stress, the use of dedicated bays should be minimised and provided only where there is an absolute need for other users to be

excluded from that bay during controlled hours. Most users will not need more than one bay for each site and the Council should only allocate more if the applicant can prove a daily need to use two or more bays simultaneously. Local businesses should not need such bays as their loading needs can be met with loading bays. Organisations with off-street parking in the area would also have no need for a dedicated bay.

- 3.31 To install a dedicated bay, the organisation is charged a one-off fee to cover the Council's costs. The fee includes the costs of installing and removing the signs, lines and posts and the relevant overheads.
- 3.32 Doctor's bays allow general practitioners quick access to emergency calls. They effectively provide exclusive parking in a doctor's bay located outside a surgery. In a consultation held in September-October 2008, 80% of surgeries stated a need for doctor's bays in order to respond quickly to occasional emergencies and 80% indicated a minimum of four emergency calls each week. No surgeries claimed more than two visits per day, which suggests a limited need for multiple bays per surgery.
- 3.33 By allowing a permit for doctors that can be transferred between vehicles, the number of bays provided to each surgery can be minimised. As with other dedicated bay types, the Council should only provide doctor's bays where a need can be demonstrated and should charge appropriately.
- 3.34 Ambulance bays have previously been allocated in Hackney to allow ambulances access to particular properties. There is no specific need for this additional bay type as emergency ambulances are exempt from most parking regulations and non-emergency ambulances transporting people with mobility impairments can use an institutional Blue Badge. As the bays are not linked with the operational use of particular vehicles they can be left unused for long periods of time. They do not represent optimal use of limited kerb space and their use should be avoided.

**Recommendation 3.6**

To issue doctor's bays where requested, subject to proof of an absolute need, the general level of parking stress in the area and an audit of off-street parking. Existing dedicated bays would be rationalised to bring the usage and numbers in line with the criteria for new bays.

**Update (August 2011)**

This policy came into force on 01 April 2011. The full criteria for issuing doctor's bays found in Appendix C.

**Recommendation 3.7**

To phase out ambulance bays, where not needed operationally by an NHS emergency ambulance service.

**Update (August 2011)**

This policy came into force on 01 April 2011 and has been incorporated into CPZ reviews since the review of Zone B in June-July 2011

## Charging for Dedicated Bays

- 3.35 Government guidance to councils on the TMA 2004 recommends pricing parking according to the value of kerb space. Dedicated bays have an additional impact on kerb space due to the exclusion of other motorists even when the user is elsewhere. The fee should reflect the pressures in the area and the user's position on the Hierarchy of Parking Need (for example, disabled people's bays are provided free because Blue Badge holders have the greatest need for parking). In addition to the charge for installing a bay, an annual fee (payable as part of the permit charge) is now charged to reflect the user's position on the hierarchy and the pressures in the area.
- 3.36 The charges for kerb space should be considered in the context of charges for private land, as recommended by the TMA guidance. A 2009 survey of private parking charges, published in Parking Review, found an average cost of £2,460 for a parking space in the Old Street area. Internet sites advertising private parking in Hackney available for rent consistently quote prices over £100 per month. Hackney offers users a rate significantly cheaper than the cost of private parking in the area. The charge for higher priority users would be lower than the general rate for dedicated bays, to reflect greater needs and more sustainable transport options.

### **Recommendation 3.8**

To charge an annual fee for dedicated parking bays in accordance with supply and demand, and the Hierarchy of Parking Need.

### **Update (August 2011)**

This policy came into force on 01 April 2011 for doctor's bays and 04 July 2011 for car club bays.

## Electric Vehicle Charging Points (EVCPs)

- 3.37 Electric Vehicles are suited to London's busy traffic conditions where engines spend a lot of time idling but emissions are still being pumped out. Electric Vehicles have a shorter range than comparable petrol/diesel vehicles, but emit less particulate matter, nitrogen oxides and carbon dioxide (CO<sub>2</sub>) compared with conventional internal combustion engine vehicles, thereby improving local air quality and helping to fight climate change. Although CO<sub>2</sub> is emitted in generating the electricity required to power these vehicles, the Mayor of London estimates the emissions per vehicle to be typically 25-50% lower than their petrol or diesel equivalents.
- 3.38 The Mayor of London's Electric Vehicle Delivery Plan states the following additional benefits:
- electric vehicle (EV) technology addresses concerns relating to energy security and dependency on imported oil
  - transport is responsible for 22% of CO<sub>2</sub> emissions in London of which road transport modes comprise 81% of this total; if electric vehicles are powered by

renewably sourced/green tariff electricity then electric vehicles will help combat climate change

- electric vehicles are significantly quieter for city driving as there is minimal engine and transmission noise. This is in particular the case where they replace stop-starting diesels and at night when ambient noise levels are lower.

3.39 The Mayor of London's Electric Vehicle Delivery Plan proposes to work with boroughs and other partners to deliver 25,000 charging points across London by 2015, including 500 on-street and 2,000 in off-street public car parks & station car parks.

3.40 The Hackney Air Quality Action Plan states that the council will seek the provision of alternative fuels and work to develop electric vehicle charging points.

3.41 In August 2009 Hackney consulted residents and found support for electric vehicles and a desire for charging points installed firstly in the Borough's town centres (Dalston, Hackney Central, Stoke Newington and Shoreditch). There was also strong support for installing charging points in residential areas in the south and west of the Borough. The majority of respondents stated that electric vehicle drivers should still have to pay for parking and charging their vehicle at Council managed charging points.

3.42 Hackney's Sustainable Transport Strategy sets out a hierarchy of users that places pedestrians and cyclists at the top and to the Council wishes to promote walking, cycling and public transport over private car use. The shift from petrol/diesel vehicles to electric vehicles with help to improve air quality and contribute to a reduction in carbon emissions but it will not contribute to congestion reduction. The Council intends to charge drivers for parking and charging their vehicles in EVCP so as not to encourage private vehicle use over public transport and cover the costs of implementing the scheme.

3.43 Although the number of alternatively-fuelled vehicles in Hackney is currently low (21 free residential permits were issued in 2009/10 to vehicles running exclusively on alternative fuels), a network of public charging points would encourage ownership. After an initial pilot, any expansion of charging points should be phased and dependent on uptake. The Council obtained funding from Transport for London (TfL) to install publicly accessible EVCPs in the Borough.

3.44 The proposed charging bays would be reserved for electric vehicles that are in the process of charging. During controlled hours the motorist would need to purchase a P&D ticket and a maximum stay would apply. Outside controlled hours parking would be free and without limit, allowing residents to charge their vehicles overnight.

**Recommendation 3.9**

To produce, with colleagues in Streetscene, a strategy detailing Hackney's approach to on-street and, where applicable, off-street electric vehicle charging points, considering the Mayor's Transport Strategy and the financial implications.

## Parking near Markets

- 3.45 In the consultation on the draft version of the PEP, all market traders approached by Council officers reported a need for parking near their stall. While the creation of a new parking permit would not meet their needs any better than the existing Business Permit, the Council could help traders to park nearby by reviewing the layout of parking bays near its markets. Reviewing the nearby parking provision for shoppers would also help economic regeneration of the markets.

### **Recommendation 3.10**

To review the allocation of parking bays in the vicinity of markets, ensuring the parking supply in each case supports the delivery of a successful and sustainable market.

### **Update (August 2011)**

A review has been completed for Ridley Road Market. A review of parking on each market will be considered as part of the Action Plan for each market as they are developed and implemented.

## 4 Permits

### General

- 4.1 Hackney offer a wide range of parking permits and vouchers to residents, businesses, visitors and other specific groups. These permits enable the public to park within allocated spaces inside Controlled Parking Zones (CPZs). The number and type of parking permits issued can have a significant influence on both parking demand and patterns in car ownership. This means parking permits are a vital parking management tool to help achieve the PEP's policy objectives.
- 4.2 Permits are priced in line with the statutory guidance to the TMA, as described in chapter 1. The key factors include managing supply and demand, reducing unnecessary car use and mitigating vehicles' impact on the environment.

### Residential Permits

- 4.3 Residential permit holders can park in residential bays, permit bays and shared use bays whilst controls are in place. In 2010/11 Hackney issued 16,743 residential permits.
- 4.4 Any permanent resident of the Borough over the age of 17 who owns a car or small van can apply for a permit to park as long as they live in a CPZ. Motorists who do not meet the requirements for permits will not usually be sold permits or vouchers to park in Hackney, but should write to the Customer Services Team for Parking & Markets / Street Trading, explaining their needs. Appendix C contains full details of eligibility criteria for parking permits and the evidence the Council requires.
- 4.5 Once the correct proofs have been supplied a resident can renew their permit, without presenting their identification again, for up to three years. This means residents can renew their permits entirely through the Hackney website. If the resident moves away or changes vehicle the permit is no longer valid and they will need to supply these documents again.
- 4.6 Motorists are limited to one permit each. Addresses are verified through the Council's Local Land and Property Gazetteer (LLPG) database to ensure a 'household' is defined consistently across the Council; this helps officers make sure that permits are only issued to those who are eligible. The Council is looking to introduce a variable charging mechanism for additional permits issued to others in the same household.
- 4.7 Currently a flat rate applies across all CPZs, although the price is dependent on Hackney's 'green' pricing structure. The price can be varied between zones to be a greater barrier to car ownership in areas of high demand; the prices must not relate to the hours of control, something that would encourage residents to respond to consultations in order to reduce their costs rather than protect their parking needs.
- 4.8 Residential permits are sold for residential use only. Residents who use a company car can apply, but if they wish to park their vehicle for a business-related purpose in their home CPZ they must instead use a business permit. Residents with both a

company vehicle and a private vehicle will need to purchase a business permit for the former.

- 4.9 There is the potential for Hackney to use virtual or electronic parking permits, rather than printing paper permits. This could ultimately improve efficiency, customer service and enforcement against fraud but the practicalities would need to be fully investigated before such a scheme is put into place.

**Recommendation 4.1**

Consider varying the charges for residential parking across Hackney according to the level of demand, in line with Government guidance. Any change to the charges would be based on evidence gathered during the review.

**Recommendation 4.2**

Consider piloting electronic permits in one zone, with a view to expanding the pilot to more CPZs if successful.

### **Households with More Than One Car**

- 4.10 In January 2007, Cabinet agreed a policy to charge a supplement to households with more than one car. The policy was designed to encourage families and house-sharers to manage their car use, so freeing up parking space, reducing congestion, improving road safety, improving local air quality and helping to fight against climate change. According to the policy, one supplement applies to a household's second permit, two to the third and so on to a maximum of four supplements. Each supplement is half the cost of a standard residential permit (£46 for a 12-month permit under the prices for 2010/11). The policy was agreed in anticipation of future IT developments and was not assigned a fixed implementation date when approved. There was a moratorium on this policy until March 2011, but it can be implemented in 2011/12, along with the first group of policies from the PEP.

### **Visitor Vouchers**

- 4.11 Any resident who lives within a CPZ in the Borough can apply for visitor vouchers, which can be used in residential bays, shared use bays and general permit bays in that zone. The vouchers are for use by family and friends visiting the resident or for contractors carrying out work in their property, and are not valid in other circumstances. From 1st April 2009 to 30th March 2010, 89,894 books of 10 vouchers and 744 forty-eight hour vouchers were sold.
- 4.12 Hackney currently sells visitor vouchers that provide half a day's parking (typically five or six hours, depending on the hours of control) and 48 hours. As demonstrated in chapter 2, the length of controls varies significantly between zones. Hackney currently offer two books of half-price visitor vouchers per month to people who are over 60 or hold a current Blue Badge.
- 4.13 A project is underway that will allow Hackney residents to purchase visitor vouchers without providing proof or completing an application form, where the proofs have

been provided in the last three years and the resident has not moved since. This should improve the service to the customer and reduce congestion at the Cashiers' Office. The new system is due to be in place in summer 2011.

- 4.14 The visitor vouchers bought in 2010/11 were sold to 17,394 households, with an average of five books per household over the year. Only 271 households bought three or more books per month as an average over the year. This indicates that any system of charging heavy users a greater amount would only affect a minority of households; only 142 households (0.2% of the Borough total) bought 8% of the visitor vouchers sold in 2010/11. The areas with the largest sales by volume should be investigated further to guard against misuse.
- 4.15 In 2010 the Council estimated that applying a surcharge to purchases of three or more books per month would affect approximately 6% of households in CPZs, discouraging additional car use and guarding against misuse. The allowance of two or more books per month at the lower price may be applied as an average over a larger period of time (for example, six books per quarter or 24 per year), to prevent residents from having to apply on a monthly basis.

**Recommendation 4.3**

Set the price of a book of visitor vouchers at £12.50, in line with benchmarking.

**Recommendation 4.4**

To double the price of a book of vouchers for households that purchase more than two books per month. The policy would not apply to people over 60 and Blue Badge holders.

**Recommendation 4.5**

Create visitor vouchers lasting 2 hours and one day, replacing the 'half-day' and 48-hour vouchers. They would be sold in books of 18 and five, respectively.

**Update (August 2011)**

Recommendation 4.3 came into effect on 01 April 2011.

## **Business Permits**

- 4.16 Businesses have a wide variety of options for parking within the Borough. The Council offers a business permit, which allows the user to park in one zone and is subject to the 'green' pricing structure.
- 4.17 Business permits are issued for either 3 or 12 months. To obtain this permit, the business must be located within a Hackney CPZ. Businesses must be able to demonstrate that the vehicle is essential to the running of their operation. Prices vary between CPZs.

**Recommendation 4.6**

Explore allowing businesses to purchase permits without providing proof or completing an application form, where the proofs have been provided in the last three years and circumstances have not changed. (This would mirror the system in place for residential permits.)

- 4.18 An all-zone permit enables businesses and other establishments to park in a variety of bays in any CPZ within Hackney. It is priced at a premium in order to discourage use by commuters and other non-essential users but set at a level that is not prohibitive to businesses that need to travel around Hackney. Prior to April 2011, the price did not depend on the vehicle's emissions or engine size. Council departments are eligible to purchase the all-zone permit only and must provide a business case stating their need.

**Recommendation 4.7**

To vary the price of the All-zone Permit according to its engine size and fuel type (as per other permit types). There would be two charging bands: normal, based on the current price of the permit; and high, set at 50% above the normal price.

**Update (August 2011)**

This policy came into effect on 01 April 2011.

- 4.19 The all-zone business voucher currently costs £225 for a book of 10 vouchers, each allowing a day's parking across Hackney. It is aimed mainly at utility companies and other firms who do not know in advance which vehicles will be assigned to work in Hackney on a particular day. Where a vehicle visits multiple properties in a day, the voucher can present substantial savings on parking using a dispensation or pay & display tickets.

**Car Clubs**

- 4.20 Car clubs are a relatively sustainable transport model and are generally effective in reducing car ownership, as described in chapter 10. In some instances, car use may not necessarily be reduced as residents and business that did not previously own a car are encouraged to drive. Charges for car clubs should reflect their impact on the environment but also the status of car clubs as profit-making businesses and the need to transparently show that Hackney consistently applies the same principles to other businesses, its own partners and contractors as it does to other motorists. The price should reflect the provision of a transferable permit and a dedicated bay, and all policies here should be fair and transparent. A surcharge would be made for the dedicated bay, as detailed in chapter 3.
- 4.21 A residential rate was initially charged to facilitate the introduction of car clubs in Hackney. Once the scheme had proven popular and had expanded, a more appropriate price was set with the addition of the single bay supplement proposed in recommendation 3.8.

**Recommendation 4.8**

To issue car club permits that can be transferred between any vehicles of one or more chosen models. A permit would be applied to up to three models of vehicle and charged according to the most polluting.

**Update (August 2011)**

This policy came into force on 04 July 2011.

**Health and Social Care**

- 4.22 The Council reviewed the essential community service permits in 2009. Following on from consultations with key stakeholders the permit was renamed the health and social care permit (HaSC), to remove the ambiguity surrounding the term 'essential worker'. No changes were made to the eligibility criteria for a doctor's permit, but a need was identified to review the charging mechanism and allocation for doctor's bays, to bring pricing in line with the Hierarchy of Parking Need and reduce the scope for use for commuting.
- 4.23 The HaSC allows organisations to undertake health and social care in clients' homes unhindered. This is particularly important where workers carry heavy equipment or drugs. Permits are issued to applicants who spend at least 30% of their time on the road visiting the community, work in medical or social care and work for a specifically named institution.
- 4.24 Doctor's permits allow general practitioners to park in doctor's bays, which are sited close to their surgeries in order to enable practitioners to have convenient access to their vehicle when attending emergency calls. Chapter 3 contains more detailed information about dedicated parking bays and the proposed supplement.

**Scope of HaSC permit**

- 4.25 The HaSC permit is strictly limited to organisations that undertake health care or social work in the homes of Hackney residents. In August 2009 the administration of the HaSC permit was taken back by the Council (previously eligible organisations allocated the permits themselves through on-site administrators). Since then, staff have been able to refuse applications from users that fell outside the scope of the permit and have become aware of a handful of charities that carry out work in vulnerable people's homes – for example, fitting locks for free. Many of these organisations lack the means to purchase all-zone permits. To ensure the HaSC is issued only where absolutely needed, these applicants need to demonstrate to the Council their inability to afford an all-zone permit.

**Recommendation 4.9**

Expand the HaSC to charities and other community sector carrying out work in vulnerable people's homes to protect the resident.

**Update (August 2011)**

This policy came into force on 01 April 2011.

## Current Allocation

- 60 permits for Homerton Hospital
- 500 permits for City and Hackney PCT
- Third Sector: determined on a case by case basis and
- 13 permits for the Hackney Mental Health NHS Trust

4.26 Many carers currently park using visitor vouchers, which can be inconvenient and costly to use on a daily basis. Hackney has proposed creating a carer's permit to help people that need home care to receive that service conveniently, at a fair price. The carer's permit would effectively allow carers to purchase a residential permit in the zone they are visiting; registered voluntary carers would pay residential price and paid carers, business permit price. The sales of vouchers would fall with the introduction of a carer's permit.

### **Recommendation 4.10**

Review the limits of HaSC permits available to each organisation eligible for the permit.

### **Recommendation 4.11**

Introduce a permit for carers in line with the new Hierarchy of Parking need.

## Dispensations

4.27 A dispensation is a permit that allows a user to park for a small period of time at a certain location, which is usually in a bay or on a single yellow line. Hackney issues dispensations for activities such as removals, weddings, funerals and building works. Where there is a charge for the dispensation, it is made on a daily basis with a discount for longer periods.

## Funerals

4.28 To ease the burden on the family, the Council offers free dispensations for up to ten vehicles to park. The dispensations last for up to four hours. Hackney can issue these directly or work with funeral directors and religious leaders to distribute a free book of visitor vouchers. The Council endeavours to issue dispensations as a priority where there is an urgent need to obtain them at short notice – for example, where there is a religious need for a funeral to take place shortly after death.

## Suspensions

4.29 Hackney can suspend parking bays to allow residents and businesses to carry out removals, work on the public highway or conduct other activities that require the bay to be free of vehicles. In order to park in the suspended bay, the applicant should also purchase a dispensation. When applying for suspensions the applicant must justify their need for a bay to be suspended and the times for which the suspension is required. This allows the Council to issue time-limited suspensions so that others

can use the bay during other hours that day. Suspensions are charged at a daily rate, which is waived for domestic removals, plus an administration fee. To be able to consider a request, the Council must receive the application form and associated payment seven working days in advance.

4.30 Suspensions are only provided for the following purposes:

- removals
- statutory utilities work (such as gas, water or electricity)
- construction / engineering vehicle access
- filming
- highway improvements
- local events

4.31 Suspensions cannot be used for additional parking and will become invalid if used as such. A Council officer will decide on balance whether it will be feasible at the time of application to grant a suspension to the applicant in the context of its impact on traffic flow and local parking need. This has greater relevance if there are other suspensions in the area or special events. The Council can offer alternative parking when a bay is suspended - for example, allow residents to temporarily park in a pay & display bay.

4.32 There is scope for the resident or business using the suspension to cancel the suspension without having to contact the Council. This can be achieved by the Council supplying, on approval of the application, a sticker that can be applied to the suspension notice to announce the work is complete and that the suspension has been cancelled.

**Recommendation 4.12**

Where appropriate, to issue to residents and businesses who have a suspension a 'return to service' sticker that announces the work is complete and that the suspension has been cancelled.

**Update (August 2011)**

This policy came into effect on 01 April 2011.

### **Emissions-related Charging**

4.33 In June 2007, Hackney introduced a system for pricing permits on the size of the vehicle's engine and the type of fuel it used. This was to encourage use of less polluting vehicles and reduce the impact of Hackney's residents and businesses on local air quality and climate change. The system was based on engine size, rather than CO<sub>2</sub> emissions, as a survey indicated that the majority of vehicles in Hackney at the time were registered before March 2001, meaning their log books did not contain emissions data. This 'green' charging system applies to residential, business, HaSC, car club and doctor's permits.

4.34 The charging mechanism is due to be reviewed in the lifetime of this PEP, although it should be noted that the charging system based on engine size would be retained

for use on vehicles registered before March 2001. Diesel vehicles emit less carbon dioxide than their petrol equivalents but have a worse impact on local air quality. A charging system based on carbon dioxide emissions may need tailoring so as not to encourage use of diesel vehicles – for example, Westminster charge a supplement for owners of diesel vehicles.

**Recommendation 4.13**

To review the green charging mechanism for permits with a view to introducing a charging system based on emissions.

## **Business and the Economy**

- 4.35 Shoppers and other people visiting businesses in Hackney are encouraged to walk, cycle or use public transport. Some visitors will choose to drive, however, and the Council could help encourage trade by creating a business visitor voucher. This would allow the user to park in pay & display and shared use bays, which are intended for use by shoppers and other visitors to businesses. If mobile phone parking and cashless pay & display machines are rolled out across Hackney, the widespread availability of such a voucher from shops could potentially allow the Council to phase out cash payments at machines.

**Recommendation 4.14**

To introduce a voucher for businesses to sell or give to customers.

## **Filming**

- 4.36 Hackney is a popular location for filming, with 228 film crews having passed through the Film Office between January and September 2008. Several major television and film productions have recently been filmed in Hackney. Film crews can apply for suspensions on the public highway, as described earlier in this chapter.

- 4.37 Hackney currently operates within the Film London's best practise guidelines, but does not offer a fast-track application as per 4.1 of the recommendations:

'4.1 Borough Parking Departments / Borough Film Services should consider introducing a fast track application system (not for suspensions) for small crews who require parking in more than one location per day or in a location where parking is not problematic. This would not allow crews to take already booked parking and will remove the need for suspensions for these smaller requests.'

- 4.38 Hackney could comply with the recommendations by creating a film crew voucher that can be used at short notice, similar to that used in Southwark. As with Southwark, the cost would be £30 per day. This would initially be on a trial basis and would be adopted by the Head of Parking & Markets / Street Trading on a permanent basis if successful. By conducting this trial, the Council would ensure that the policy reflects the needs of both residents and film crews before committing on a permanent basis. To smooth this process, it may be beneficial for the voucher

to be limited to use in certain locations in which disruption to residents would be minimised.

**Recommendation 4.15**

To create a film crew voucher that could be used at short notice, costing £30 per day in line with benchmarking. The use of the voucher may be limited in roads where it would have a detrimental impact on traffic flow, road safety or the quality of the local environment.

## Permits and Crime

- 4.39 Councils can refuse to issue a Blue Badge to people whose Badges have been associated with three or more convictions for misuse and will have greater powers to cancel badges under reforms due in January 2012. Hackney can currently cancel permits and vouchers due to misuse but restricting sales would help the Council beat fraud and misuse, as well as free up space for genuine residential and business use. The Council would obtain robust evidence of fraud or misuse before putting such limits into place.

**Recommendation 4.16**

Increase the scope of Hackney's existing Blue Badge fraud investigations to include other permit types. A penalty of up to £1,000 plus any outstanding parking fines would apply.

**Recommendation 4.17**

Restrict to a minimum the sale of all Hackney parking products to customers who use parking products fraudulently or purchase products that are misused by a third party. This would apply to all residents, businesses and other groups. The "minimum" would initially be one book of vouchers per three months, but would be reviewed after a year.

**Update (August 2011)**

Recommendation 4.16 came into force on 01 April 2011.

## 5 Compliance and Enforcement

### General

- 5.1 Parking management includes the enforcement of on-street parking regulations to tackle and deter parking that is dangerous or inconsiderate to other motorists. The Council is directly responsible for on-street enforcement in the Borough, with the exception of roads on the Transport for London Road Network (TLRN or 'Red Routes'), which remain the responsibility of TfL. Hackney enforces yellow lines and other prohibited areas outside of CPZs to maintain road safety and traffic flow.
- 5.2 Hackney enforces parking regulations by issuing PCNs and, in some cases, removal of vehicles to the car pound. Hackney also issues PCNs to motorists who contravene traffic regulations or drive in bus lanes during their hours of operation. Tables 5.1 and 5.2, later in this chapter, describe the circumstances in which the Council may remove a vehicle. In cases of fraud and misuse, the Council may also prosecute the offender. Hackney ceased clamping for parking contraventions in 2007 in response to public demand and because it can restrict traffic flow and deny parking spaces to those who need them.
- 5.3 The aim of enforcement is to maximise motorists' compliance with regulations. This makes Hackney's streets safer for all road users, particularly children and other vulnerable pedestrians, prevents obstruction and delays (especially for buses and emergency vehicles), ensures that parking bays are available for their intended use, and makes the public highway a more pleasant environment. The number of PCNs issued is decreasing each year across London and this suggests compliance is increasing as motorists choose to park and drive legally.
- 5.4 Enforcement is not the only mechanism for increasing compliance. Effective communication with the public is essential so they are aware of the rules and regulations.
- 5.5 The Council aims to encourage compliance through:
- engaging the community in consultations, and with effective communications when policies or practices have changed
  - visibility of Civil Enforcement Officers (CEOs) or equivalent on-street presence
  - an active vehicle removal service
  - clear lines and signs being maintained so residents, businesses and visitors can see the restrictions which are being enforced
  - the time and days of CPZs being clear and standardised (as proposed in chapter 2) and
  - reviewing contracts to reflect the demand for parking, the space available and to cater for special events.
- 5.6 To encourage compliance without penalising the customer, the Council aims to send to each permit holder a reminder letter six weeks before the permit expires. Often during the pilot of a new scheme, the Council either issues warning notices for a set period or cancels on appeal the first PCN issued to each motorist. Hackney does not publish the full details of these procedures, which would encourage

motorists to park in contravention. For the same reason, these procedures are used in moderation. Hackney does not apply a grace period to permits that have recently expired.

- 5.7 Conducting surveys of vehicles parked correctly and incorrectly confirms levels of compliance, measures contractor performance and can also indicate levels of parking stress inside a CPZ. This can help to protect local parking needs and improve service efficiency by indicating where there may be need for consultation.

**Recommendation 5.1**

To conduct compliance surveys.

**Update (August 2011)**

The most recent survey was carried out in 2010. Hackney aims to carry out the next survey in 2012.

### **Parking Enforcement Contract**

- 5.8 Hackney's current parking enforcement contractor is APCOA, whose contract was awarded in December 2004. It is based on the British Parking Association (BPA) standard contract and Hackney was one of the first local authorities to adopt this new standard. The contract forms a basis for an enforcement operation that is fair, consistent, transparent, policy-driven and quality-led.
- 5.9 The Council aims to use the contract to encourage continual improvement through monitoring of key performance indicators (KPIs). The contract is based on an open-book accounting system and has since been expanded to include developments such as enforcement on Hackney Homes estates (see chapter 9).
- 5.10 Hackney is in the process of procuring a new enforcement contract, which is due to be in place by early 2012. Hackney is in a strong position to procure a new enforcement contract which will be focused on quality and build on its past successes. With the new contract, the Council aims to drive down costs and improve the quality of enforcement activity in a difficult economic climate as well as incorporate other similar activities where possible within the contract to create synergy and value for money.

### **Civil Enforcement Officers (CEOs) and Patrols**

- 5.11 Enforcement should not be uniform across the Borough, but targeted to tackle problem areas. The contract specification includes a schedule of streets and prescribes the frequency of CEO patrol visits, dependent upon the location. This helps to provide a good parking enforcement regime that is both consistent and transparent.
- 5.12 A good parking enforcement regime needs to be backed up by the issue of good-quality Penalty Charge Notices (PCNs), which comply with issue guidelines and are supported by the relevant information. The application of IT such as handheld computers with in-built digital cameras and Global Positioning System (GPS)

capabilities can support the issue of high-quality PCNs. However, the benefits should be balanced with practical considerations such as the bulk of additional equipment and drain on the handheld's battery. Similarly, Automatic Number-Plate Recognition (ANPR) technology is already used to identify untaxed vehicles and can identify swiftly whether a vehicle has a valid permit. ANPR has the potential to greatly assist with enforcement if Hackney chooses to move to an electronic permits solution, but the technology must be proven before being used on a wide scale.

**Recommendation 5.2**

To investigate widening the use of ANPR.

- 5.13 A CEO's core role is to issue PCNs; however, they are also required to report defects such as missing signs and lines, as well as faulty or damaged pay & display machines and street furniture. Other activities that could potentially be performed by CEOs include school crossing patrols and issuing fixed penalty notices for littering or dog fouling.

**Recommendation 5.3**

Look into the possibility of widening the role of CEOs, without having a negative impact on their core role which is to enforce against parking contraventions. This would be considered in the context of benchmarking with other boroughs, costs and implications on quality.

**Update (August 2011)**

Hackney trialled the use of CEOs in an ambassadorial role during 2010. The Council evaluated the outcomes and is currently considering including observational and reporting tasks to the role of CEOs subject to minimal costs and robust reporting processes being in place. Any additional tasks would be part of the new parking contract in 2012.

## CCTV

- 5.14 Hackney uses CCTV to capture evidence of bus lane and moving traffic contraventions. Hackney currently has 14 fixed CCTV cameras enforcing in bus lanes on behalf of TfL. It also uses two relocatable cameras and CCTV-equipped vehicles to respond flexibly to parking problems where it is impractical or dangerous to use CEO patrols, and to enforce against motorists breaking traffic laws. While all PCNs for parking contraventions are issued under the TMA 2004, moving traffic and bus lane contraventions are still issued under various pieces of older legislation.
- 5.15 PCNs issued on the basis of CCTV evidence are served through the post. Evidence of contravention is stored on DVD and is available for viewing by motorists on appointment.

**Recommendation 5.4**

To expand CCTV enforcement of traffic contraventions and also parking contraventions, where it is impractical or dangerous for CEOs patrol.

**Update (August 2011)**

A gradual roll-out process for assessing the suitability of CCTV enforcement in areas of need will be carried out during 2012 once the new parking contract is in place.

**Abandoned Vehicles**

- 5.16 Abandoned vehicles are a particular problem in parts of the Borough. These vehicles are an environmental nuisance and are associated with anti-social behaviour. Abandoned vehicles not only cause an unnecessary hazard wherever they are dumped, they increase fears of crime and have a serious impact on residents' quality of life.
- 5.17 Under Section 3 of the Refuse Disposal (Amenity) Act 1978, local authorities have the statutory duty to remove abandoned vehicles. Under the Removal and Disposal of Vehicle Regulations 1986 and the subsequent amendments made in 2002, local authorities can issue a 24-hour notice on a vehicle that they believe to be of no value.
- 5.18 CEOs will continue to report suspected abandoned and untaxed vehicles on the Borough's streets.

**Persistent Evaders**

- 5.19 Persistent evaders (generally defined as individuals with three or more unpaid PCNs past the point of appeal) pose an issue in the Borough. This is because they continually park in contravention, resulting in nuisance for other drivers and, in cases such as footway parking, a 'bad example' that can result in further non-compliance in the area.
- 5.20 The Council's enforcement operation will target persistent evaders in the Borough and reduce the level of evasion. The Council will remove vehicles belonging to persistent evaders to the car pound wherever possible. In January 2007, Hackney's Cabinet resolved not to issue parking permits to persistent evaders, unless the full outstanding balance is cleared upon application.
- 5.21 In November 2009, Hackney's full Council resolved to adopt powers under the London Local Authorities & Transport for London (LLA & TfL) Act 2008 to join a pilot scheme to enforce against persistent evaders. The powers allow councils in London to remove the vehicles of persistent evaders, even if they are parked correctly at the time. Under the new powers councils can demand the full balance of parking penalties owed to them and to other councils. Motorists wishing to contest the charges can instead pay a bond of £250 in return for supplying proofs of identification and address. Hackney's pilot of the powers is due to start in late 2011. Sharing PCN data across Council boundaries will help identify further persistent evaders.
- 5.22 The Council does not issue parking permits to persistent evaders and can invalidate the permits after sale or refuse a refund for an unwanted permit if the user becomes a persistent evader (see chapter 4 for more details on permits).

## Clamping and Removal

- 5.23 In line with the TMA 2004, Hackney does not clamp vehicles for parking contraventions, but it reserves the right to immobilise vehicles belonging to persistent evaders or suspected fraudsters. Hackney prefers removal as the vehicle may be a danger to other road users and because clamping can leave motorists vulnerable while they await the release of their vehicles. Removal also avoids the risk of a motorist illegally removing the clamp.
- 5.24 The TMA 2004 and the accompanying guidance to local authorities are based on the principles of fairness and proportionality. In line with these aims, Hackney should set its policies so that vehicles are less likely to be removed when it appears the motorist has attempted to park correctly.
- 5.25 Hackney aims to remove vehicles only where this supports its traffic management objectives (to improve road safety and relieve congestion). Markings such as yellow lines are used to ban parking in areas where it would be dangerous or would obstruct or reduce traffic flow. The Council aims to remove vehicles parked in prohibited areas as quickly as possible, but allows longer when a vehicle is parked incorrectly in a bay, as shown by Table 5.1, below.

**Table 5.1: removal timescales from bays**

<b>What is on display?</b>	<b>Minimum timescale for removal</b>
Expired* permit	7 days after expiry
Expired* pay & display ticket	4 hours after expiry
Expired* visitor voucher	24 hours after expiry
Parked in a bay with nothing valid displayed for that place**	4 hours after a PCN is issued**
Valid Blue Badge or Companion Badge	Do not remove unless the badge is being misused

\* The item displayed must previously have been valid for that particular bay

\*\* Where in the Council's opinion there is a high demand for parking and the vehicle is taking up space reserved for permit holders, vehicles may be removed from the legal minimum of thirty minutes after the PCN is issued. If a permit that would otherwise be valid for the bay isn't displayed, the Council will usually not remove the vehicle in first instance – this does not apply if the permit can be transferred between two or more vehicles.

- 5.26 If a persistent evader's vehicle is parked in contravention in a bay, it may be removed after the legal minimum of 15 minutes after the PCN is issued. Where more than one vehicle meets the above criteria for removal, Hackney's priorities for removing vehicles are as follows:

**Table 5.2: removal priorities**

<b>Priority</b>	<b>Situation</b>
1	Vehicles parked on yellow lines or another area in which parking is banned at that time Vehicles identified as belonging to a persistent evader Vehicles used in connection with suspected fraud or misuse Vehicles parked in a disabled people's bay without a displaying a valid Blue Badge or Companion Badge
2	Vehicles parked in a bay reserved for a specific organisation, limited group of users or type of vehicle (or example, doctors, car clubs, electric vehicles and cycle hire)
3	Vehicles parked in a bays allocated to permit holders for that zone or for users of pay & display parking

**Recommendation 5.5**  
Investigate the possibility of relocating, to a nearby space, cars with a valid Hackney permit in exceptional circumstances, rather than removing them to the pound.

5.27 When a vehicle is claimed from the pound, the Council has a set level of evidence required to ensure the claimant is the registered owner. The owner must produce a proof of address (as per residential permit applications), identification (passport or photographic driving licence) and proof of ownership (current insurance document or vehicle log book 'V5C').

**Partnership Working**

5.28 Successful enforcement is delivered through partnership working. Together with the Metropolitan Police, the Council developed new and innovative protocols that have been incorporated within the contract with APCOA. Hackney expects its contractors to develop and maintain a good working relationship with both the Council and the Metropolitan Police.

5.29 It should be acknowledged that the Council has, and continues to, assist the Metropolitan Police in crime awareness and reporting initiatives. Similarly the Metropolitan Police assist the Council in tackling untaxed vehicles and those without insurance. They also support the Council in dealing with 'hotspots', which are areas where there are high levels of vehicles parked in contravention but CEOs have difficulty enforcing.

5.30 Parking in contravention on zigzags, double yellow lines and footways can cause a serious road safety hazard, especially for child safety near schools. The Council has adopted a 'joined up' approach and has consulted on wider solutions such as the Safer Routes to School initiative. Officers work with schools, the Learning Trust and Streetscene to create school travel plans and manage local parking stress areas around schools (caused by the school run and associated short-stay on-street parking activity).

## Observation times

- 5.31 For most parking contraventions, CEOs are instructed to allow a certain period of 'observation time' to witness legitimate loading activity, or to allow motorists to obtain a visitor voucher or pay & display ticket. If the CEO does not see any loading during this period, (s)he will issue a PCN. An observation period is not the same as a grace period, which would be to allow drivers to park in contravention for a fixed amount of time before receiving a PCN.
- 5.32 Observation times are set by Council policy - not at the discretion of the CEO - with the objective of giving motorists leeway to park or load legally without encouraging others to risk parking in contravention in the belief they may not receive a PCN. Hackney allows a standard of five minutes' observation in parking bays but does not apply an observation time for vehicles parked in prohibited areas (with the exception of two minutes on single yellow lines).

## Loading and Unloading

- 5.33 There are exemptions to parking enforcement in most bays and yellow lines to allow loading and unloading. According to the guidance to the TMA and the precedents set by case law, loading must be continuous and there must be sufficient cause for the vehicle to be parked close to the property (for example, if the goods are bulky, heavy or valuable). Purchasing an item from a shop does not count as loading but collecting a pre-purchased product does. There are separate rules for picking up and setting down passengers, activities which are permitted in most locations provided that they are completed without delay.
- 5.34 Loading and unloading restrictions vary between areas. Motorists should check nearby signs to see whether loading is prohibited in a particular area or whether the times of the restriction differ from the standard CPZ hours. Blips marked on the kerb also indicate that loading is restricted: double blips ban loading at all times and single blips restrict it at the times specified on the relevant signs.
- 5.35 If a PCN is issued during loading, the motorist or owner may want to appeal. If they do, they should provide as much evidence as possible that loading or unloading took place. This will be weighed up against the evidence provided by a CEO upon issuing the ticket.

### **Recommendation 5.6**

To investigate increasing the observation times on yellow lines and for heavy goods vehicles loading on the pavement.

## Loading and Unloading Time Limits

- 5.36 Under the TMA 2004, motorists can continuously load or unload goods for as long as is necessary unless a local limit is in force. Drivers should check the relevant signs to establish whether there is a maximum loading period in that location.

- 5.37 In 2007, London Councils' Transport & Environment Committee agreed a London-wide policy of allowing continuous loading and unloading for free on yellow lines for 40 minutes (unless loading is banned on the stretch of road in question). Applying this limit as a standard to locations across Hackney where loading is permitted would allow motorists to make small and medium-sized deliveries. Large deliveries taking more than 40 minutes have a detrimental effect on traffic flow and road safety and should be governed by the motorist applying in advance for a dispensation. Loading bays may have different time limits, to reflect local needs – if there is a limit it will be clearly stated on a sign by the loading bay.

**Recommendation 5.7**

Allow 40 minutes for continuous loading (where not prohibited) but require a dispensation for longer stays.

**Update (August 2011)**

This policy was implemented on 01 April 2011 and is now in force. This does not change current observation times for loading/unloading

## Hotspots

- 5.38 A minority of motorists occasionally try to 'beat the system' by parking in contravention and either driving off when a CEO appears or threatening the CEO to prevent the issue of a PCN. This happens in isolated 'hotspot' areas and, when it does, the Council uses its fullest powers available to enforce – including targeted blitz operations in partnership with the Police and the use of relocatable CCTV cameras. The Council's Blue Badge fraud investigators will also prosecute in cases of fraud and misuse.
- 5.39 One way to crack down on these drivers would be to issue PCNs without an observation time. This would only be used where there is evidence to identify a 'hotspot' area and a user or group of users that require additional enforcement. Other motorists would still be afforded the standard observation time.

**Recommendation 5.8**

In exceptional circumstances (for example, hotspot areas where illegal minicabs are trying to "beat the system") to issue PCNs without allowing an observation time.

**Update (August 2011)**

This policy came into force on 01 April 2011 and is used as and when officers identify 'hotspot' areas.

## Drive-aways

- 5.40 Under the TMA 2004, councils can issue a PCN through the post that was on the point of being issued when the motorist drove away. Officers are due to investigate whether to enforce under these powers in by 2012. This will help increase

compliance by sending a message that dangerous and inconsiderate parking is not tolerated.

## **Emergency Services**

- 5.41 Emergency vehicles are generally exempt from parking regulations but in the absence of national legislation or clear guidance there is often confusion about where the exemptions end. Enforcement against what appear to be emergency vehicles is a difficult issue for councils: by issuing a PCN they can be seen as over-zealous and by not doing so they can be seen as inconsistent.
- 5.42 For transparency and consistency this PEP defines an emergency visit as an urgent, unforeseen visit by the Police, Fire Brigade or Ambulance to preserve people's lives or property. Scheduled visits by police, fire and ambulance vehicles are not included in this definition.
- 5.43 Emergency vehicles top the Hierarchy of Parking Need for vehicle types, reflecting their critical need for swift access around the Borough. Police, ambulance and fire vehicles should not receive PCNs for parking or traffic contraventions while attending to an emergency.
- 5.44 If a vehicle is defined as an 'ambulance' it can legally use the standard ambulance livery. The definition is wide and not all ambulances are used for emergency purposes; some are used for less time-critical functions such as transporting people of low mobility and others used for pets. Hackney does not provide any parking or traffic exemptions to non-emergency (passenger transport) ambulances and does not generally exempt non-NHS vehicles. As with other vehicles, non-emergency ambulances can set down and pick up passengers in the vast majority of places in Hackney.
- 5.45 Hatzola are a community ambulance group based in the north of Hackney, who use both marked ambulances and unmarked private vehicles to visit and treat patients and transport them to hospital. Hatzola's ambulances are treated exactly the same as those belonging to the NHS. That is, they are generally exempt from parking regulations when they are attending to an emergency, but are expected to park legally at all other times. They must not cause an obstruction when parking and must park legally when undertaking non-emergency visits. Private vehicles left by Hatzola volunteers when accompanying a patient to hospital are not exempt from parking restrictions but Hackney's back-office staff can exempt them from removal upon proof of the emergency.
- 5.46 Hackney should engage emergency services about their parking requirements. Subject to an audit of needs and off-street parking, provision may be offered in return for an acknowledgement that use of an undercover or emergency service vehicle is not sufficient grounds to contest a PCN. Vehicles would use the agreed parking provision to conduct non-emergency visits but those left parked by place of work or for storage would be issued with a PCN. As part of the agreement, low-price permits may be issued, reflecting users' position on the Hierarchy of Parking Need.

**Recommendation 5.9**

Engage emergency services about their parking requirements, offering parking provisions subject to an audit of needs. Any vehicles not attending to an emergency or displaying a valid permit would receive a PCN.

- 5.47 The Police have asked for permits to assist with covert surveillance. Hackney could provide these at no cost but would, in return, ask the Police not to acknowledge that use of an undercover or emergency service vehicle is not sufficient grounds to contest a PCN. The Police would closely monitor their officers' use of these permits to avoid misuse.

**Recommendation 5.10**

To delegate authority to the Head of Parking & Markets/Street Trading to issue free permits to the Police for covert surveillance.

**Update (August 2011)**

This recommendation was implemented in December 2010 with the approval of the PEP and is now in force.

**Payment of PCNs**

- 5.48 Hackney does not set the price of its PCNs, which are agreed by London Councils' Transport & Environment Committee. The current charges came into force in April 2011, following consultation. Under the TMA, Hackney offers a 50% discount for any PCNs that are paid within 14 days of service. This is increased to 21 days for PCNs issued by post, on the basis of CCTV footage. The current levels of contravention are described in Table 5.3, below.

**Table 5.3: Levels of PCN**

Level of contravention	Amount	Amount if paid within 14 days	Examples
Less Serious	£80	£40	<ul style="list-style-type: none"> <li>parking when the pay &amp; display ticket has run out</li> <li>re-parked in the same parking space within a set time</li> <li>not parking correctly within the bay markings</li> </ul>
More Serious	£130	£65	<ul style="list-style-type: none"> <li>parking on double yellow lines</li> <li>parking in a disabled people's bay without displaying a valid permit</li> <li>parking in a suspended bay</li> </ul>

**Challenges, Representations and Appeals**

- 5.49 If a motorist feels they should not have to pay the PCN then they can contest it. The TMA 2004 defines three stages at which the motorist can appeal against a PCN issued by Hackney: These are described in Table 5.4.

**Table 5.4: Stages of ‘Appeal’**

<b>Stage</b>	<b>Made to</b>	<b>When</b>
Informal representation or challenge	Hackney	Within 28 days of the PCN being served
(Formal) Representation	Hackney	Within 28 days of service of a ‘Notice to Owner’, which Hackney may send 28 days after the PCN is served
Appeal	The independent adjudicator PaTAS (Parking and Traffic Appeals Service)	Within 28 days of Hackney rejecting a representation

- 5.50 The TMA 2004 sets a number of statutory grounds on which drivers can appeal and these are set out in the Notice to Owner document, which Hackney sends at the point that the motorist can make representations. Hackney will also consider representations made on other grounds.
- 5.51 Under the TMA, a PCN issued through the post also acts as a Notice to Owner. This means that there is no informal representation or challenge stage, but a formal representation can still be made.
- 5.52 Once a PCN has been paid, the case can be considered closed - the motorist has no automatic right to make representations. The only exception to this rule is when a vehicle has been clamped or removed, in which case the PCN and any fees for removal, storage or release must be paid before the vehicle is returned. On collection of the vehicle the motorist is presented with a form detailing how to make representations and outlining the appeals process. The Council refunds any money paid where representations or appeals are successful.
- 5.53 Under the TMA, elected members (Councillors, MPs and MEPs) cannot influence the outcome of representations against a PCN; their role is to contribute to the reviewing and setting of the overall policies. Hackney has a system that allows members to assist motorists by forwarding their representations to the relevant Council team. To avoid undue influence over the process, once the ‘appeal’ is submitted, an officer trained in the relevant legislation would liaise directly with the appellant to determine the outcome of the case.
- 5.54 The guidance to the TMA recommends councils publish policies on the use of ‘discretion’ in circumstances in which the Council may choose not to enforce on a motorist or cancel a valid PCN.

**Recommendation 5.11**

To agree the discretion and mitigation policy attached as Appendix B

**Update (August 2011)**

This recommendation was implemented on 01 April 2011 and is now in force.

## Debt Recovery

- 5.55 If a penalty charge is not paid or contested within 28 days of the Notice to Owner, it becomes a debt, which the Council can confirm by sending a Charge Certificate. It can then recover the outstanding amount by issuing warrants to bailiffs as per the Enforcement of Road Traffic Debts (Certificated Bailiffs) Regulations 1993 and related legislation.

## Heavy Goods Vehicles

- 5.56 Hackney applies height, length and weight limits (2.27m, 5.25m and 3.5T, respectively) to all its parking permits. These limits help to uphold road safety and make the street a more pleasant environment. The London Lorry Control Scheme, which is managed and enforced by London Councils, works towards these ends by preventing movement of heavy vehicles in residential streets at night and at weekends. A Borough-wide limit for vehicles parking overnight could further support this aim. Exemptions would be considered in commercial areas.

### **Recommendation 5.12**

To investigate, with colleagues in Streetscene, a Borough-wide parking ban for heavy goods vehicles.

## Private Land and the Public Highway

- 5.57 London boroughs have powers to enforce on land adjacent to the pavement to which the public have access, even if it is privately owned. Hackney's preferred approach is to work with land owners to reach an amicable solution and to warn motorists before issuing PCNs; however it may sometimes be necessary to enforce against vehicles parking without permission, causing a nuisance or blocking public access.

## Exemptions

- 5.58 There are a number of circumstances in which motorists can be temporarily allowed to park in contravention of the regulations. These vary from area to area but can include cases where, **at the time of contravention:**
- the driver is forced to contravene due to circumstances beyond his/her control or to prevent an accident
  - passengers are being picked up or dropped off (where this is not prohibited)
  - the vehicle is being used by the fire brigade, police or ambulance service for emergency purposes
  - the vehicle is being used in loading or unloading (where permitted) in line with the terms of the TMA 2004 for up to 40 minutes and
  - the vehicle is being used by a local authority for statutory works or duties on the public highway (this does not give the Council exemption for any other activities).

## **6 Engaging the Community**

- 6.1 The Council is constantly trying to improve the consultation processes which its teams adopt. This is driven by statutory requirements as well as the Council's Equalities and Diversity Policy.
- 6.2 As a commitment to providing an efficient consultation process, the Council has its own award-winning consultation team which works with all departments to ensure that the Council's consultations adhere to the standards of the Council's consultation charter. The consultation charter sets out the standards you can expect from all consultations the Council carries out. The six standards are:
1. Say what we are consulting on and explain why we are consulting
  2. Say who we are consulting
  3. Say how we are consulting
  4. Tell you about the consultation
  5. Use the results
  6. Be inclusive and try to engage a wide audience

### **Consultation Strategy**

- 6.3 By conducting a consultation, the Council agrees to take into account the opinions of those affected by the proposals when making a decision. The Council's objective during CPZ and policy consultations is to engage the public in the decision-making process, not to obtain a response specifically in favour of proposals.
- 6.4 Hackney introduced a CPZ strategy as part of its PEP for 2005-10. Before this point, the Council's public consultation exercises typically yielded response rates of less than 10%. Through the strategy, response rates to consultations on new CPZs have been in the region of 20-30% and for CPZ reviews, over 10%. Participants have strong opinions regarding proposals and the various mechanisms in place during consultations allow the public to express their concerns and opinions.
- 6.5 The Council consults with the public at three points: on the introduction of parking controls, on the design of the zone and at review stage. Further detail of the process can be found in chapter 2. The tools used to maximise consultation response include:
- distribution of leaflets and including questionnaires
  - offer of translations and use of local papers in community languages
  - the use of Hackney Today to ensure a high level of awareness
  - engaging local ward councillors
  - doorstep surveys with 20% of residents and businesses (which also provides a quality control mechanism and virtually ensures engagement with a representative cross-section of the community)
  - use of internal Hackney briefings and newsletters to reach residents who work for the Council
  - use of posters in public notice boards and affixed to lamp posts and

- at design and review stage, local public drop-in sessions staffed by Council officers.

6.6 Hackney also consults specific groups prior to implementing or reviewing its policies. This typically involves the same methods as CPZ consultations, but the approach is tailored to the specific stakeholders affected by the proposals. Details of the public consultation on this draft PEP can be found at [www.hackney.gov.uk/pep](http://www.hackney.gov.uk/pep).

### **Customer Focus and Feedback**

6.7 Customer focus and feedback channels are important means of communication between the Council and the Borough's diverse communities. They provide means of disseminating and receiving information and to help identify public views on the Council's services.

6.8 The Sustainable Community Strategy contains the Council's statement of involvement and engagement which promotes inclusion of local groups and organisations in the decision-making process. Local people and organisations should be forthcoming and services should seek to engage all groups. This will lead to policies and initiatives which suit the people they serve. Active citizenship should be promoted and local people should be encouraged to lead on parking consultations and reviews as a means to ensure the consultations gain maximum support and input. Street leaders are residents who volunteer to work within their neighbourhoods to make Hackney a safer, greener and cleaner place.

#### **Recommendation 6.1**

To investigate the use of street leaders to encourage active participation in parking consultations.

### **Channels of Communication**

6.9 The Channel Migration aims to reduce footfall and improve customer choice by offering customers a range of options to supplement and subsequently replace face to face transactions. Customers will have the options of using various channels for permit applications, renewals and resident visitor voucher purchases.

6.10 The public can purchase permits, vouchers and other parking products, pay for PCNs and view CCTV footage at the Cashiers' Office, at 2 Hillman Street. The Council is working to offer and promote services through other channels to reduce the burden on front-office staff and improve the choice available to the customer and the quality of service.

6.11 Since February 2010, Hackney has allowed residents to renew and pay for annual permits online. The parking section of the Hackney website ([www.hackney.gov.uk/parking](http://www.hackney.gov.uk/parking)) contains electronic forms for users to send in comments, downloadable application forms for permits and information about parking in Hackney. The website is now regularly used for parking consultations, and contains links to any online consultations currently open. The Council has

developed a system to allow motorists who have received a PCN to view online pictures of the alleged contravention, and then pay the charge or appeal. The system became available in November 2010.

- 6.12 To maximise customer access to the Council's parking services, Hackney has introduced a permanent 24/7 telephone line for payment of council services and fines issued by council departments including PCNs.
- 6.13 There is further scope to reduce the demand on 2 Hillman Street and improve services, through use of technology or by making it financially beneficial for applicants to other channels. This could be achieved by using reminders to renew permits by text message or e-mail.

**Recommendation 6.2**

To investigate use of SMS text messages for customers to purchase parking products, make payments and respond to consultations.

**Recommendation 6.3**

Subject to IT capabilities, to offer permit holders a reminder to renew by e-mail or text message.

## Online Discount

- 6.14 In January 2007, Hackney's Cabinet agreed to trial a £5 discount for online renewal of annual residential permits. This was to reduce the demand on the Cashiers' Office –improving customer service by reducing waiting time and reducing car use by encouraging remote applications. The discount was applied in June 2007 for partial online renewal using the Hackney website. Fullonline renewal has been in place since February 2010.
- 6.15 Despite the incentive offered, around 75% of permit applications were still made in person, at the Cashiers' Office, 2 Hillman Street when this PEP was agreed in 2010. To further encourage a change in behaviour, the incentive for residents was doubled to £10, widened to include all permit types and would, for equalities reasons, extended to postal applications. The online discount was replaced by a supplement for permits bought in person of £1 per book of visitor vouchers, £10 per resident's permit and £20 per item for other permits (excluding the Companion Badge). To allow for the smooth introduction of this policy, there is no inflationary rise to the price of a residential permit in the year 2011/12.

**Recommendation 6.4**

To charge a supplement for permits bought in person at the Cashiers' Office, of £1 per book of visitor vouchers, £10 per residential permit and £20 per item for other products. This would replace the existing online discount, but not apply to anyone buying their first parking product(s) within three months of moving in to the Borough.

**Update (August 2011)**

This recommendation was implemented on 01 April 2011 and is now in force. The proportion of residents' permits bought at the counter has since reduced to around 60%.

## **7 Equalities and Diversity**

### **Parking for Disabled People**

- 7.1 Many disabled people rely on the private car as a main mode of transport. The ease with which they can reach their destination is largely dependent on whether they can park nearby. The availability of conveniently located disabled people's bays at key destinations, which may include places of residence, workplace, shops and public buildings, is therefore vital and is protected by law. The Equality Act 2010 requires service providers to take reasonable steps to ensure that disabled people do not find it impossible or unreasonably difficult to enjoy a service on the same basis as non-disabled people.
- 7.2 The priority afforded to disabled people's parking needs, particularly local resident disabled parking needs, is reflected in the Borough's parking hierarchies (see Table 1.1). This section considers disabled people's parking permits, the supply of on-street disabled people's parking bays in the Borough and the measures the Council is taking to protect the parking needs of disabled drivers and passengers.

### **Blue Badge Scheme**

- 7.3 Adult Social Care's Mobility Services Unit administers the disabled people's parking permit system in the Borough, under the national Disabled Persons' Parking Badge Scheme, known as the Blue Badge Scheme.
- 7.4 The Blue Badge allows badge holders considerable flexibility as to where they can park on-street. Badge holders can currently park free of charge without time limit in pay & display bays and shared use bays, provided a valid Blue Badge is displayed, the bay has not been suspended and the vehicle is being used to transport the Blue Badge holder. Blue Badge holders are also allowed to park for a maximum of three hours on single and double yellow lines, except where there is a loading ban or the vehicle could obstruct traffic (for example, where a bus or cycle lane is in operation). The holder must display the parking disc known as the 'clock' wherever there is a time limit.
- 7.5 Blue Badge holders in the Borough cannot park in residential bays, but can obtain a free Companion Badge which allows them to park in residential bays in their home CPZ without the need to display the Blue Badge Clock.

### **Blue Badge Eligibility**

- 7.6 Hackney's Mobility Services Team manages applications for Blue Badges. Applicants are automatically eligible for the Badge if they are over two years old and either receive the higher rate of the mobility component of Disability Living Allowance, are registered blind or receive a War Pensioner's Mobility Supplement. The Department for Transport's reforms, due to come into force in January 2012, will expand the eligibility. The Council may need to commission an assessment to see whether other applicants need a Badge. Further details can be obtained from the Directgov website at <http://www.direct.gov.uk/>.

## **Blue Badge Issues**

- 7.7 Blue Badges displayed in vehicles parked in London are a target for theft and illegal distribution. This is because under the national scheme, Blue Badges can be used for any vehicle (they are not linked to a specific car registration) and allow significant flexibility for free on-street parking.
- 7.8 Such problems are not unique to the Borough and there are some issues that the Council has no direct control over; reports by the Department for Transport (DfT) and articles by the BBC and other media sources indicate that this is a large national problem.
- 7.9 The Blue Badge is strictly for use only when the holder is present, so it cannot be used by friends and family in other circumstances. The DfT's Blue Badge Scheme Local Authority Guidance highlights that misuse of a Blue Badge is a serious offence, with the following penalties:
- it is a criminal offence for people who are not eligible for a Blue Badge to use a Badge and they will be liable to a fine of up to £1,000 plus any additional penalties for the offence
  - it is a criminal offence to drive a vehicle displaying a Blue Badge unless the Badge holder is in the vehicle
  - where a Badge holder or other person using such a Badge with the holder's consent has misused the Badge leading to at least three relevant convictions, the local authority can withdraw a Badge and request that the Badge is returned to them.
- 7.10 The guidance recommends that Blue Badge assessments are made independently and not by GPs. In the Blue Badge Reform due for implementation in January 2012, the DfT have announced that local authorities will be transferred funding that will allow them to commission occupational therapists to assess eligibility.

## **Companion Badge Scheme**

- 7.11 The Companion Badge scheme was introduced in 2005 to help combat Blue Badge fraud. The Companion Badge is specific to the vehicle, with the registration number printed on the Badge. This makes the Badge worthless on the black market and useless to thieves. Initial Police statistics reported that after the introduction of the Companion Badge in June 2005, Blue Badge theft in the Borough decreased by 21%.
- 7.12 A report reviewing the Companion Badge scheme was approved by Cabinet in September 2008. It recommended combining the application processes for the Blue Badge and the Companion Badge, so that a resident needs only to apply once to receive both badges. This has been achieved through a close working partnership between Council departments.

- 7.13 The report also recommended aligning the durations of the Companion Badge and Blue Badge so that both badges expire at the same time. This reduces the need for badge holders to renew their badges annually.
- 7.14 A current list of where Blue Badge and Companion Badge holders can park in the Borough can be found in Table 7.1, below.

**Table 7.1: Permissions of Blue Badge and Companion Badge**

Location	Blue Badge	Companion Badge	Companion Badge - extra benefits in home CPZ only
Shared use bays (Pay & display and permit holder bays)	✓	✓ with clock	Clock not required
On-street pay & display bays	✓	✓ with clock	-
Permit holder bays	x	x	✓ No clock required
Residential bays	x	x	✓ No clock required
Disabled people's bays	✓	✓ with clock	Clock not required unless there is a time limit
Single & double yellow lines (maximum 3 hours)	✓ with clock	✓ with clock	-
Business bays, doctor's bays, red routes, suspended bays	x	x	-
Housing Estates	Varies between estates		-

- 7.15 Until April 2011 neither the Companion Badge nor the Blue Badge could be used to park in general permit holder bays. There are areas of Hackney, particularly zones B and F, with high concentrations of permit holder only bays. In some of these, a Companion Badge holder could find it difficult to park in close proximity to home. Overturning this rule and tweaking the clock requirement elsewhere also simplified the rules for using the Companion Badge: without the clock it now broadly works as a residential permit and with the clock, as a Blue Badge. Simplifying the rules should increase Companion Badge take-up, thereby reducing theft of Blue Badges and fraud.

**Recommendation 7.1**  
 To allow Companion Badge holders to park in 'permit holder only bays' and 'shared use bays' in their home zones without displaying the 'clock'.

**Update (August 2011)**  
 This recommendation was implemented on 01 April 2011.

## **Blue Badge Fraud**

- 7.16 Although the Companion Badge has reduced Blue Badge theft it does not prevent misuse by friends and family or the use in Hackney of Badges stolen outside the Borough.
- 7.17 In September 2008, Cabinet agreed to pilot a dedicated team to combat Blue Badge fraud. The purpose of the anti-fraud team is to use covert surveillance to build evidence against abusers of the Blue Badge and Companion Badges. Together with a comprehensive communications strategy this will deter potential abusers and will give disabled badge holders more opportunity to park around the Borough.
- 7.18 The officers investigating Blue Badge fraud are trained to work in accordance with the Regulation of Investigatory Powers Act 2000 to carry out surveillance and capture video evidence of suspects leaving and returning to their vehicles. They work with CEOs to inspect badges, issue PCNs to offenders and to clamp and remove vehicles of offenders. They also work with the Metropolitan Police and Adult Social Care to seize misused, invalid, or stolen badges and with the Council's legal team to prosecute systematic offenders. This will increase the number of available parking spaces for disabled drivers in the Borough as fewer disabled people's bays will be occupied by people who are not entitled to park there.
- 7.19 Council staff and CEOs can request to see suspected fraudulent or misused Badges. Police have the power to check the holder's details on the reverse of the Badge and to seize a Blue Badge if it they suspected it of being fraudulent or misused.
- 7.20 A call centre to specifically report suspected Blue Badge abuse has been set up which people can confidentially report cases of Blue Badge misuse by telephone 0208 356 8866 or email [bluebadgefraud@hackney.gov.uk](mailto:bluebadgefraud@hackney.gov.uk).

## **Disabled People's Bays**

- 7.21 Under the requirements of the Equality Act, the Council should ensure that adequate, conveniently located disabled people's parking facilities are provided close to public buildings in the Borough. The Council has over 1,000 on-street disabled people's parking bays. There is no time restriction on the vast majority of bays but some are limited to a short stay to ensure all Badge holders have access to shopping and facilities.

## **Allocation of Disabled People's Bays**

- 7.22 It is necessary to prioritise on-street space for residential Blue Badge holders. Non-local Blue Badge holders have extensive rights to park on-street, such as on single and double yellow lines, which allows them to park conveniently in the Borough.
- 7.23 To ensure that disabled people's bays within CPZs are still required, Hackney checks with Badge holders and considers allocation of bays as part of the CPZ review process. This process, along with data on expired Blue Badges, helps the Council to recycle disabled people's bays that are no longer required.

- 7.24 Hackney can site a disabled people's bay outside the home of a Blue Badge holder with severe mobility impairment. Hackney's Adult Social Care service assesses the applicant's mobility status, and then The Council survey the area for a suitable bay location. Disabled people's bays are not for the sole use the applicant; all Blue Badge holders can park within them displaying the relevant badge.
- 7.25 Personalising residential disabled people's bays is desirable in theory because it helps people who need the space the most to park near their homes. It also allows the Council to restrict bays to users with the greatest need and helps officers recycle bays when they are no longer needed. Hackney has previously tried to personalise residential disabled people's bays, but the request was refused by the Department for Transport (DfT) in 2007. The inconsistent messages given out by the DfT, reports that the DfT are in the process of reviewing the regulations for signs and lines for all parking bays, and the risk of the bays becoming legally invalid if they do not conform exactly with legislation means that the personalisation of disabled people's bays should be approached with caution.

### **Recommendation 7.2**

To review the personalisation of disabled people's bays in residential areas following Department for Transport guidance. Any implementation would be subject to consultation with the Disability Backup Forum.

### **Update (August 2011)**

Hackney is waiting on the Department for Transport's review of traffic signs and lines before reviewing this topic. According to the British Parking Association, details of the review are due to be announced in 2011.

## **Religious Festivals**

- 7.26 The Council recognises the diversity of the Borough and the importance people attach to religious worship. Due to the various places of worship within the boundaries of the Borough and its close proximity to the city contributing to the congestion on roads, there is often a conflict of parking interest during major events.
- 7.27 Hackney has, in the past, suspended parking enforcement for major religious festivals when approached by leaders of a local religious community or by the Police's Faith & Community Liaison Officer. Before the publication of the PEP in January 2011, there were no criteria as to when enforcement might be suspended and decisions on whether to suspend enforcement were made on a case-by-case basis.
- 7.28 The Council's commitment to dialogue with faith groups does not oblige it to suspend parking enforcement for all religious worship. In the Council's Hierarchy of Parking Need, worshippers are equivalent to visitors or shoppers – which means in normal circumstances they should be expected to either pay for parking, walk, and cycle or use public transport. Major festivals attract a particularly high concentration of worshippers; they are important occasions for spiritual and community life, and

may generate particular parking needs. Parking should only be suspended when a particular need can be shown, specifically, to make worship of a major religious festival possible where it may not otherwise have been.

- 7.29 It is important that the suspension of parking enforcement for festivals is managed equitably. Of the Borough's six main faith groups recognised by the PEP, three (Christianity, Islam and Judaism) currently have acknowledged places of worship in the Borough.

### **Current Practice**

- 7.30 Currently the council offers to suspend enforcement for a limited time for religious festivals. When this is required the organisation contacts the council and formally requests the controls to be lifted. The decision is made on a case-by-case basis and depends on issues such as the time, location, the amount of parking needed and the balance of parking needs within the area. If permission is granted, the organisation is notified and CEOs instructed not to enforce at the agreed locations.

### **Formalising the Scheme**

- 7.31 To demonstrate transparency and to ensure the service is provided equitably, the scheme should be managed according to published policy criteria. It would be the responsibility of the local religious community to demonstrate to Council officers that the request meets these criteria. Officers would only grant suspensions where they perceive an absolute need for worshippers to travel by car; officers would consider provisions made for festivals in previous years. Appendix A describes the criteria and details the process for making the decision.
- 7.32 Applicants should consider, within a single submission, all occasions over the religious year for which they wish to have parking suspended. This allows the most important festivals to be prioritised if all requests for suspension over a year cannot be granted. One or more suspensions may be granted, but on the condition that no further suspensions are granted over the period. This makes it important for the applicant to decide on which days they will have the greatest need. It would be the applicant's responsibility to initiate dialogue in good time.
- 7.33 Parking will not be suspended for regular (for example daily or weekly) worship. Any such requirements should be raised with Council officers as part of the CPZ review programme so that worshippers' needs can be balanced with those of local residents and businesses in accordance with Hackney's Hierarchy of Parking Need.

**Recommendation 7.3**

For officers to suspend parking enforcement for major religious festivals if the request:

- is for the minimum amount of time necessary
- covers a major religious occasion
- would make worship possible where it would not otherwise have been and
- would not lead to unreasonable levels of parking stress.

**Recommendation 7.4**

Where the same festivals are suspended on an annual basis, to delegate to the Head of Parking Services the decision to automatically carry out these suspensions in subsequent years without further application. Where there is uncertainty of the date of the festival, this would be subject to confirmation of the dates from the Police's Faith & Community Liaison Officer.

**Update (August 2011)**

These policies were embedded on 01 April 2011 and will be applied to requests on a case-by-case basis.

## **8 Olympics**

- 8.1 Hackney is one of London's Olympic boroughs and will host a third of the 2012 Games area. The Olympic site is located in the far east of the Borough, in the Hackney Wick area and to the east of Hackney Marshes.
- 8.2 The Olympic Delivery Authority (ODA) is the public body responsible for developing and building the venues and infrastructure for the Games. They have produced an Olympic Transport Plan, which presents an overview of the proposed transport arrangements for the London 2012 Olympic Games and Paralympic Games.
- 8.3 The Plan aims for 2012 to be a 'public transport Games' and cites one of the main transport objectives of the Games as to:  
  
'provide frequent, reliable, friendly, inclusive, accessible, environmentally friendly and simple transport for spectators and visitors from all around the UK and overseas.'
- 8.4 The sustainable transport theme is also supported by Hackney's Staff Travel Plan, the Mayor's Priority to be 'greener, cleaner, and safer' and the Sustainable Community Strategy's goal of 'working towards a carbon-neutral borough'.
- 8.5 The London Organising Committee of the Olympic Games (LOCOG) is responsible for the preparation and staging of the 2012 Games.

### **The Effects of Construction Works**

- 8.6 The theme of sustainable transport also applies to construction workers. There will be minimal on-site parking for the 20,000 workers that are expected on the whole Olympic site (including the Olympic village and Stratford City) when construction peaks in August 2010. Although the Olympic Delivery Authority (ODA) is encouraging use of public transport, it is not able to prevent workers from parking their private cars in nearby roads. Construction vehicles can park inside the Olympic site but as the level of activity increases there will be a greater risk of them being parked on-street.
- 8.7 Waltham Forest, Newham and Tower Hamlets will have introduced CPZs surrounding the site. On 30 March 2009 Hackney's Cabinet agreed proposals that will allow Parking Services to respond quickly to parking problems if and when they arise in the Wick area due to the Olympic site works. The Council introduced a CPZ in Hackney Wick in 2010, following a consultation that combined the two usual stages. OPTEMS is a specific fund set up as part of the planning agreement for the Games (under Section 106 of the Town and Country Planning Act 1990, which is described in chapter 10) to mitigate the effects of construction work on local transport. Hackney obtained OPTEMS funding to cover the design, consultation and rolling out of the Hackney Wick CPZ.

## Parking during the Games

- 8.8 Hackney will need to consider temporary measures to protect local parking needs during the Games. As of August 2011, LOCOG had begun to set out their plans for parking controls during the Games and the neighbouring Olympic boroughs had yet to finalise their Games-time plans.
- 8.9 Hackney will be in a position to produce an Olympic Parking Strategy when there is greater clarity as to the positions of the ODA and LOCOG and the funding avenues available for Games-time measures.

## The Olympic Route Network

- 8.10 In July 2009, the ODA used its legal power to designate a number of roads in Hackney and other local authorities as part of the Olympic Route Network (ORN). A map of the roads affected can be found here: <http://www.dft.gov.uk/pgr/regional/orndesignation/orncmaps/map1london.pdf>. The ODA will be the traffic management authority for the ORN during the Games, in a manner similar to TfL's priority route network except that local authorities will be asked to enforce on their respective roads. The ODA have indicated that they may restrict maintenance works outside of the ORN itself. Hackney roads designated as part of the ORN will revert to borough control at an as-yet unspecified point in the legacy.

### **Recommendation 8.1**

To produce an Olympic parking strategy, outlining measures for managing parking during the Games that would be implemented subject to external funding and the plan for managing Hackney's involvement in the ORN.

### **Update (August 2011)**

This recommendation is expected to be developed by end of 2011 subject to LOCOG providing clear guidance on their Olympic Parking plans.

## Olympic Legacy

- 8.11 Should a temporary CPZ be provided during the Games, it would be convenient, efficient and timely to consult stakeholders on whether they would want the controls to be kept on a permanent basis, after the Games.
- 8.12 During the legacy phase, the ODA will eventually pass the roads in the site back to local authority control. The legacy road layout has not been confirmed, but the area would need, as a minimum, waiting restrictions to protect road safety. If a CPZ is to be introduced this would support the classification of properties as car-free under Section 106 of the Town and Country Planning Act 1990 (as described in chapter 10).

### **Recommendation 8.2**

To produce a plan setting out proposals for the Olympic legacy areas, detailing any consultation required.

## **9 Estate Parking**

### **Introduction**

- 9.1 Hackney Homes are responsible for managing parking on estates independently of the Council. Prices of estate parking permits are set by the estate management and permits are purchased directly from the local neighbourhood offices. Though a number of the estates are gated, some estate roads are indistinguishable from public roads in the Borough.
- 9.2 Similarly to elsewhere in the Borough, increasing levels of car ownership among estate residents is resulting in greater parking pressure; to an extent that local amenity is being adversely affected in some areas. Hackney Homes limit residents to two permits per household but requests made to housing offices for additional permits suggest that many households have three or more vehicles.
- 9.3 Estate permits give the holder permission to park within allocated bays in the estate where they live - they can not be used on the public highway and permits issued for the public highway are not valid in estates. Vehicles not displaying a valid estate parking permit within the estates with controlled parking schemes are issued with PCNs.
- 9.4 Where land is managed by Hackney Homes, parking enforcement is independent of that on public highway. The Council works in partnership with Hackney Homes to enforce parking controls currently on 67 estates. By using the same knowledge and the same contractor used to manage parking on the street, Hackney is in an ideal position to provide a high quality service that is consistent with the rest of the Borough.

### **Enforcement**

- 9.5 To offer residents a seamless and fair service, the Council uses the same enforcement methods as used for on-street parking: a PCN is issued, potentially followed by removal depending on how serious the contravention is. Hackney avoids clamping as residents can be put at risk whilst waiting for the clamp to be removed. Motorists who have received a PCN on a Hackney Homes estate can make representations in accordance with the Traffic Management Act 2004 and appeal to the independent adjudicator, PaTAS.
- 9.6 The Companion Badge is valid on the estates when displayed alongside an estate permit allowing estate residents the same freedom and security that other disabled residents receive from the Companion Badge.
- 9.7 Hackney Homes and Parking Services are currently working together to transfer enforcement on estates from third party contractors (who clamp and remove vehicles) to Parking Services and APCOA. This will mean that cars which do not comply with parking restrictions on the estate will be subject to the same controls as the public highway: vehicles will be issued PCNs for parking in contravention but not clamped. Vehicles on estates are generally only removed for more serious contraventions.

**Recommendation 9.1**

To consult with Hackney Homes with the aim of aligning on- and off-street parking policies, enforcement practices and, where appropriate, charges. This would make it clear to residents and visitors to the borough which policies will be enforced on estates and which on the public highway.

## **10 Supporting Sustainable Transport**

### **General**

10.1 The PEP shares with the Council's other traffic and transportation policies a strategic aim to reduce the need to travel by private car, and support for initiatives to increase social inclusion and economic activity in the Borough. Parking initiatives on their own cannot achieve wider transport, economic, social and environmental benefits and must be accompanied by supporting policies or mechanisms. In chapter 1, the PEP identifies a parking need Hierarchy which gives priority to non-car modes over the normal domestic car.

### **Congestion Charging**

10.2 The Congestion Charge was introduced by the Mayor in February 2003, with the aim of reducing traffic congestion in and around the charging zone. The Congestion Charge is a £10 daily charge for driving or parking a vehicle on public roads within the zone between 7.00am and 6.00pm, Monday to Friday (excluding weekends and public holidays). Powered two wheelers are exempt from these charges as are alternatively-fuelled vehicles that meet TfL's criteria. The Inner Ring Road forms the boundary of the congestion charging zone.

10.3 Hackney's CPZ A is bounded by the congestion charging boundary and the southern section of zone B is within the charging zone. Local residents living within the congestion charging zone can register for a 90% discount from the Congestion Charge and Blue Badge holders are eligible for a 100% discount.

10.4 The close proximity of the Borough to the congestion charging zone presents additional parking pressures in the Borough, particularly in the southern areas. Since the introduction of Congestion Charge there has been an increase in fraudulent use of Blue Badges, increased pressure on short-stay parking and increased use of temporary car parks in the south of the Borough.

### **Travel Plan and Sustainable Travel Initiatives**

10.5 In March 2009, Hackney won the award for 'Transport Borough of the Year' at the London Transport Awards, in recognition of its work to boost green travel through investment in cycling, walking, public transport and road safety. A judging panel of industry experts felt Hackney was now leading the rest of London in sustainable transport. The award comes after six years of investment by the Council to improve transport links, upgrade the public realm and promote and improve safe and active travel.

10.6 Section 6.8 of the London Plan, the Mayor of London's spatial development strategy, states that: 'The use of travel plans can help reduce emissions by promoting alternatives to the car.' Policy 6.3C sets the requirements for travel plans for major developments.

- 10.7 A travel plan is a package of measures designed to reduce car use originating from new developments by supporting alternative forms of transport and reducing the need to travel in the first place. They are an important tool to:
- reduce trips generated by a development
  - ease congestion on existing transport infrastructure
  - lock in the benefits of new infrastructure
  - guarantee successful management of the development over a number of years
  - raise the image of transport sustainability to residents and employees and
  - highlight the positive benefits of active travel to residents and employees.
- 10.8 The thresholds for a development requiring a travel plan are set out in the TfL best practice guidance. For residential land uses the threshold is set at any development with 80 or more dwellings however any developments with greater than 20 dwellings will be expected to provide a travel plan statement. For commercial and workplace developments the threshold is dependent on the type of land use and scale of the development.
- 10.9 The actual content of a travel plan will need to be tailored to the site in question but it should address all aspects of travel to the site. The TfL best practice guidance provides a clear process for what is required of a travel plan to accompany a planning application and should be used to expedite the application process. The Council will expect the travel plan to include a combination of 'hard' (infrastructure) and 'soft' (promotion and marketing including incentives) site-specific measures to encourage sustainable travel at a development site.
- 10.10 The Council has developed its own (internal) Staff Travel Plan. Within it, the Council seeks to introduce a range of measures to encourage staff to switch from the private car (especially single occupancy vehicle trips) to alternative, more sustainable travel modes. The Council's Travel Plan, adopted by Cabinet in January 2006 provides 'best practice' for future travel plans in the Borough placing a particular emphasis on public transport, cycling and Liftshare (for more information visit <https://www.liftshare.com>). There are no parking concessions for council staff, aside from pre-existing council premises car parks. The Council has experienced a dramatic increase in the number of staff walking, cycling and using public transport (32 percent in 2004 to 75.3 percent in 2007) and a reduction in car usage (37 percent in 2004 to 23.8 percent in 2007). Another transport option covered in detail is car clubs.
- 10.11 The Council's emerging Sustainable Transport Supplementary Planning Document will provide further information on Travel Plans for new developments and Car Free developments.

### **Transport for London Road Network**

- 10.12 The Council is not responsible for the designation or enforcement of parking spaces in red routes or Transport for London Road Network (TLRN), which is the responsibility of Transport for London (TfL). The agreement for TfL enforcement in bus lanes on red routes was known as the London Bus Initiative and has now been

termed as Key Bus Corridors. This defines the agreement within which TfL monitor and enforce on contraventions in these areas.

## **New Building Developments**

10.13 Section 106 of the Town and Country Planning Act 1990 allows local authorities to enter into legally binding agreements with land developers over issues related to the building's construction. These agreements can help to minimise any damage or detriment to an area, including the effects on local traffic and parking management, by placing restrictions or obligations on a developer. All new developments are eligible to fall under Section 106 Agreements.

10.14 The policies for parking standards in the London Plan (revised in July 2011), states that: 'The Mayor wishes to see an appropriate balance being struck between promoting new development and preventing excessive car parking provision that can undermine cycling, walking and public transport use'. Specifically, the London Plan sets standards for new developments in the following areas:

- maximum standards for car parking provision
- a requirement for one in five spaces to provide an electrical charging point to encourage the uptake of electric vehicles
- standards for parking for disabled people
- the needs of businesses for delivery and servicing and
- minimum standards for cycle parking.

10.15 Following on from this, Policy 6.13Ec states that 'the need to regenerate [town] centres may require a more flexible approach to the provision of public car parking to serve the town centre as a whole'.

10.16 The London Plan acknowledges that parking standards are only one mechanism or policy instrument to limit car use and achieve wider objectives. Specifically, it states, 'Transport Assessments and travel plans for major developments should give details of proposed measures to improve non-car based access, reduce parking and mitigate adverse transport impacts'.

## **Applying Standards to New Developments**

10.17 All new residential development is likely to have an impact on on-street parking unless it has existing access to ample off-street parking. If a new access or crossing of the kerb is needed, this will remove existing on-street parking spaces. If new residents wish to park on the street, this will increase the demand for spaces. This means the overall competition for parking spaces will increase in the area around the development.

10.18 There are parts of the Borough where increased competition for on-street parking is not acceptable. This is generally the case in the south of the Borough and in the vicinity of town centres but also includes many other areas where the number of spaces available cannot meet existing demand, with implications for queuing and congestion, illegal parking, and highway safety. In these circumstances, if an applicant will not enter into an agreement to designate the additional housing as

car-free or car-capped, then planning permission will not be given. In considering the ability of on-street parking to accommodate the impact of additional development, the Council will have regard to the cumulative effect of proposals in the area; including unimplemented and partially implemented schemes already granted planning approval.

- 10.19 Section 106 can be used to stipulate that new developers must fund a consultation on the potential introduction of a new CPZ if they are granted planning permission to build their development. This would be used where a larger development is expected to have a significant impact on local parking pressures. Hackney does not provide parking permits and vouchers to residents within these 'car-free' properties, with the exception of Blue Badges and Companion Badges.

## **Car Clubs**

- 10.20 Car Clubs provide for 'pay as you drive' motoring without the hassle of car ownership, separate insurance and maintenance costs. Car Clubs offer the use of a shared pool of vehicles from designated Car Club bays, providing short-term car access for periods as brief as one hour. Typically one Car Club vehicle can replace up to six privately owned vehicles, which can free up road space for other residents. The use of Car Clubs is rapidly growing in the UK.
- 10.21 The three main aims of the Hackney Car Club include; relieving parking pressure in the Borough, reducing the reliance on private motor vehicles by residents and businesses, and improving the level of social inclusion of residents who cannot afford their own car.
- 10.22 Car Clubs are a practical tool to support reductions in parking for current and new development. They should encourage motorists to trade in rarely-used cars, which saves them money and frees up on-street space. There are currently four well-established Car Club operators in London with Streetcar (a private company) being the sole Car Club operator in Hackney. Further information on Streetcar can be found on their website at [www.streetcar.co.uk](http://www.streetcar.co.uk).
- 10.23 Car Clubs are particularly suitable in high density urban areas (like the Borough of Hackney) where there is good public transport and existing on-street parking pressures. As Car Clubs have been rolled out in the Borough, on-street parking spaces have been dedicated for Car Club use and Streetcar have leased private, off-street parking spaces.
- 10.24 In terms of parking spaces in new developments, Car Clubs are best suited to 'mixed use development', with a minimum of 100 residential units. Mixed use development allows complementary usage patterns, with commercial use of Car Club vehicles during day time weekday periods, and residential use of the vehicles during evening weekday and weekend periods.

## **Bicycle Parking**

- 10.25 Hackney has the highest percentage of residents' trips by bicycle in London, which was found to be about ten times as high as trips in boroughs with the lowest cycling

rates in London. In 2007 Hackney won the award for Best Cycle Facility at the London Cycling Awards. In 2008 Hackney was joint winner of the award for Best Cycle Facility, and winner of the award for Best Cycling Initiative, at the London Cycling Awards.

- 10.26 To encourage the use of bicycles by Council staff for the purpose of commuting to and from their place of work, the Council now offer dedicated secure cycle parking for the sole use of staff in virtually all of its offices, along with accompanying showers and changing facilities. This further illustrates the Council's commitment to promoting cycling as a sustainable form of transport.
- 10.27 Hackney has been part of the London cycle hire scheme since its launch in 2010. The scheme operates across nine boroughs and four Parks in inner London. Once the scheme has fully expanded, within this area 6,000 bicycles will be located at 400 docking stations. The space allocations within the Borough will benefit cyclists, but they will further reduce road space for parking. In the longer term, the hire scheme should help to reduce car ownership, but in the short-to-medium term the Council will have to carefully balance needs, supporting the principle of this scheme but minimising the number of on-street bays being taken out of operation. This project will be rolled out gradually so the Council can analyse the impact.

### **Powered Two-Wheel Vehicle (PTW) Parking**

- 10.28 Strategic policy guidance emphasises the air quality and traffic congestion benefits that may arise from the use of certain types of powered two-wheel vehicles (PTWs), for example mopeds and small motorcycles (under 800cc). The benefits of this can be realised if motorists use PTWs instead of cars, although not if people switch from walking, cycling or public transport. The relatively low pollutant emissions and effective use of road and kerb side space are recognised (a single on-street car space can accommodate up to five PTWs). This emphasizes how PTWs can help relieve parking stress, although it should be acknowledged that some alternative fuel cars have lower emissions than some powerful bikes.
- 10.29 Since the introduction of the Congestion Charge (which does not apply to PTWs) in February 2003, levels of PTW traffic and demand for parking space have substantially increased. In Hackney this has primarily affected Zone B, resulting sometimes in a clash of interests when permit holders have had problems parking. The Council's on-street contractor has carried out research that indicates increased levels of pressure during commuter hours.
- 10.30 Since 2005, the Council has increased the level of on-street PTW parking facilities in the Borough to respond to demand. The specific location of PTW parking facilities needs to be carefully planned. These facilities need to be highly visible, allowing the opportunity for public surveillance to minimise the risk of theft. The technology for electric powered two powered wheelers is progressing quickly, so electric charging facilities should be considered for new PTW parking sites.
- 10.31 Hackney allows PTWs to park for free in residential bays, business bays, shared use bays and permit holder bays. They cannot park for free in other types of bay or the Council's public car parks (unless there is a sign clearly stating otherwise).

Owners are asked to park perpendicularly to the kerb and as near as possible to the ends of the bays out of consideration to other motorists. Motorcycles with sidecars are treated as standard motorcycles as they have not been widely reported as problematic. Since 2007, Hackney has had a policy to limit PTWs to PTW-only bays in zones with high parking stress; this was the subject of public consultation in the review of Zone B in June-July 2011 and the restriction would be introduced in late 2011 if agreed.

- 10.32 Hackney may wish at some point to charge these vehicles to park in the Borough. Any charge would be made on the same basis as charges made for other vehicles – principally to manage the supply and demand for parking and to encourage use of more sustainable transport. Any charge would be lower than the equivalent for a petrol or diesel vehicle, in recognition of the lower emissions and demand for parking space.

**Recommendation 10.1**

To investigate charging for motorcycle parking.

## **Appendix A – Proposed Criteria for Suspensions for Religious Festivals**

Hackney can suspend parking enforcement (known in this case as ‘suspensions’) for the worship of major religious festivals. Suspensions are provided for free, but only where there is a real need and there is no feasible alternative. For this to happen, a representative of a place of worship must contact the Council in a timely manner and provide the information detailed below. The onus is on that person to initiate the dialogue and demonstrate their community’s need.

### **What Could be Suspended?**

Hackney would cease enforcement in certain parking bays usually reserved for residents, businesses or visitors. Restrictions on yellow lines would not be suspended, due to the impact on road safety and traffic flow. Pavement parking would not be permitted, due to its detriment to the street environment and obstruction of prams and wheelchairs.

### **Who Could Apply?**

Any representative of a place of worship in Hackney can apply on behalf of their community. Consortium applications (where several places of worship apply together) are encouraged as they allow for quick and efficient decisions.

### **Applications**

Applications should be in writing, with a letter on headed paper, a minimum of one calendar month in advance of the first requested suspension. After considering the information presented, Council officers will begin discussions with the applicant.

### **The Religious Calendar**

Applicants should consider, within a single submission, all occasions over the religious year for which they wish to have enforcement suspended. This allows the most important festivals to be prioritised if all requests for suspension over a year cannot be granted.

One or more suspensions may be granted, but on the condition that no further suspensions are granted over the period. This makes it important for the applicant to decide on which days they will have the greatest need. It would be the applicant’s responsibility to initiate dialogue towards the end of the agreed period for the subsequent year.

### **Required Information**

The application should present a compelling argument as to why parking should be suspended for each date requested and should contain all available information to show this. It should, as a minimum provide the following information:

- the relative importance of the festivals for which suspension is requested
- the preferred streets and number of bays to be suspended
- the requested hours of suspension
- the reasons why the congregation cannot use other transport options (such as cycling, walking and using public transport)
- what happened in previous years and
- what would happen if suspension were not to be granted?

The applicant would also be required to provide proof of address or proof of being a religious leader of a congregation based in that place of worship.

### **How the Decision is Made**

The officer authorised to make the decision must be satisfied that the suspension would:

- be for the minimum amount of time necessary
- cover a major religious occasion
- make worship possible where it would not otherwise have been and
- not lead to unreasonable levels of parking stress.

The practice of suspending parking enforcement for Christmas should be used as a guideline – and not a rule or limit – when considering the quantity and duration of any suspensions offered over the religious calendar. It should also be noted that the times of operation of CPZs are conducive to Christian worship on Easter Sunday.

After considering the information provided, Council officers may enter into dialogue with the applicant and/or request further evidence.

### **Suspensions**

Hackney will inform the applicant in writing as to whether suspension has been granted, along with the period covered. The decision made will not form a precedent for future years unless specifically stated. This means that the applicant would need to reapply for any festivals after this period. The Council should keep all applications on file to reduce the paperwork required.

If a suspension is granted it would become the responsibility of the applicant to inform worshippers of any suspension. To restrict the benefits to those worshippers, Hackney would not advertise suspensions. Hackney would not guarantee worshippers exclusive use of suspended bays.

### **Regular Worship**

Parking will not be suspended for regular (for example daily or weekly) worship. Any such requirements should be raised with Council officers as part of the CPZ review programme so that worshippers' needs can be balanced with those of other local residents and businesses in accordance with Hackney's Hierarchy of Parking Need.

## **Appendix B – Policy on Discretion and Mitigation**

If you contest a Penalty Charge Notice (PCN) issued by Hackney, we will consider any grounds for cancellation you put forward to us. The points below list some key examples of mitigating circumstances. Please note that these are guidelines, not rules, and they depend on the area in which the contravention occurred. We will treat each case separately, which means we will not always cancel a PCN issued in one of the circumstances listed below.

You should supply as much documentary evidence as possible to support your case. Each case will be considered individually but we will not repeatedly cancel PCNs for the same reason.

The following are examples of mitigating circumstances:

- there was a medical emergency
- the vehicle was forced to contravene in order to avoid a traffic accident
- the driver was directed to contravene by the police
- the signs and lines were changed while the vehicle was parked
- the vehicle was picking up or dropping off passengers (in a section of the road where this is legally allowed) – drivers will usually need evidence to demonstrate this
- the vehicle had broken down (and this was reported shortly afterwards)
- the vehicle was stolen at the time of the contravention
- the contravention was a result of extreme circumstances beyond human control

We will take into account the following factors when considering your representations:

- whether there was an absolute need to park – such as the mitigating circumstances listed above
- the extent to which the motorist could have parked legally
- the effect of the motorist's parking on traffic and safety

We may also cancel a PCN where an exemption applied but was not visible to the CEO who issued the ticket – for example, if the driver was loading or unloading heavy or bulky goods at the time in a section of the road where this was allowed.

We will take into account any evidence that the motorist tried to park legally but we will not generally cancel a PCN where the driver made an error, did not understand the regulations or has received a PCN after failing to renew a permit.

**Appendix C - Permit Policy and Permissions**

Type of permit	How can permit be purchased?	Permissions - Where can the permit holder park? (See the "permit permissions" tab for more detail)	Which groups are eligible to purchase the permit?	Zones covered by permit	Maximum no. of vehicle registrations on permit	Can the permit be "blank" (issued without reference to a specific vehicle)?	Duration of permit/voucher	Limits- Number of permits/vouchers per property/household	Proofs Required to purchase	Does "Green Charging" Apply?
<b>Resident permit</b>	Web-form, post, in person. Online renewal if evidence less than 3 years old held by Council.	Resident Bay, Shared Use Bay, Permit Holder Bay	Motorists over 17 years old who live in a Hackney CPZ for a minimum of 5 days a week. The vehicle must be registered and insured to the same address (excluding students, hired vehicles and company vehicles where the vehicle can be registered at a different address). The permit cannot be used for business purposes.	Home CPZ only	One	No	12, 6 or 3 months. Motorists who are unable to supply full proofs as they have recently moved in / bought a vehicle are only eligible to buy the 3-month permit.	One permit per motorist. <b>The previously agreed policy to charge cumulative supplements to households with more than one car is due to come into force in 2012/13</b>	V5 logbook AND insurance certificate AND one proof of address. Evidence is required once every three years.	Yes
<b>Visitor voucher</b>	Post, In person. Online renewal due in late 2011	Resident Bay, Shared Use Bay, Permit Holder Bay	Residents of a property in a Hackney CPZ for a minimum of 5 days a week	Home CPZ only	N/A	N/A	Half a "day" (5-6 hours, depending on the zone) or 48 Hours. <b>The PEP proposes to create 2 hour and one-day vouchers to replace the current vouchers.</b>	General limit of ten books per household per month.	Proof of residency within Hackney	No
<b>Business permit</b>	Post, In person	Shared Use Bay, Permit Holder Bay, Business Bay	Businesses located within the CPZ area may apply for a business permit. Applications will be considered only where it is essential to have parking provision for the efficient operation of business.	Home CPZ only	3, or up to 5 in exceptional circumstances	Yes- must be supported by a business case.	12 or 3 months	There is a general maximum of 3 permits per business, but more may be issued in exceptional circumstances if an absolute need can be demonstrated.	V5 logbook for each vehicle AND insurance certificate for each vehicle AND a letter on company headed paper requesting a permit AND a non domestic bill with the company's status. For hire vehicles, a hire/lease agreement is required instead of V5 logbook and insurance certificate	Yes
<b>All-zone permit</b>	Post, In person, Forms online,	Resident Bay, Shared Use Bay, Permit Holder Bay, Business Bay	Anyone	All zones	3, or up to 5 in exceptional circumstances	No	12 months	None	V5 logbook for each vehicle AND insurance certificate for each vehicle. Internal applicants must also provide a business case for the permit, showing an absolute need for parking.	A simplified version of "green charging" applies
<b>All-zone business voucher</b>	Post, In person, Forms online	Resident Bay, Shared Use Bay, Permit Holder Bay, Business Bay	Anyone	All zones	N/A - one registration is entered at the time of use	N/A	One calendar day	None	None	No
<b>Blue badge</b>	From the Mobility Team, Forms online, Post, in person	Shared Use bay, Disabled Bay (clock not required unless there is a time limit), Pay & Display Bay, Single/Double Yellow lines (up to 3 hours). Can only be used if the blue badge holder is present.	[Adult Social Care issue this Badge.] Disabled people may be eligible for this Badge, depending on the nature of their disability. There is no requirement for the holder to own a vehicle or be able to drive	All zones (can also be used outside Hackney).	N/A	No	Most badges are issued for three years only. However, certain exceptions apply	One per person	Proof of residency within Hackney, proof of Identity, evidence provided in application	No
<b>Companion badge</b>	From Parking Services, Forms online, Post, in Person (or from Mobility team if applying for or renewing a Blue Badge at the same time).	Resident Bay (home CPZ only), Shared Use Bay (clock not required unless there is a time limit), Pay & Display bays (up to 3 hours). Can only be used if the blue badge holder is present. <b>The PEP proposes to allow companion badge holders to park in home zone permit holder only and shared use bays without the clock</b>	Any Hackney resident in possession of a Blue Badge. They must either be a motorist or nominate a co-habiting driver.	Hackney only. Permissions to park in residential bays and without the "clock" apply in home zone only. Other permissions all zones.	One- but the vehicle can be driven by a nominated driver who lives at the Blue badge holder's permanent address.	No	Up to 3 years, to match the duration of the linked Blue Badge.	One per person	Blue Badge AND V5 logbook AND insurance certificate AND one proof of address	No
<b>Health and social care permit</b>	Post, In person, Forms online	Resident Bay (up to 3 hours), Shared Use Bay (up to 3 hours), Permit Holder Bay (up to 3 hours)	Staff working for organisations providing essential health and social care services to residents. Applicants must spend at least 30% of their time on the road visiting the community, working in medical or social care and working for a specifically named institution. These include Homerton Hospital, NHS primary care and mental health trusts and certain community sector organisations. <b>The PEP recommends expanding the permit to community sector organisations working in vulnerable people's homes.</b>	All zones	Three	No	12 months	Limits vary between organisations - see chapter 4 of the PEP	Vehicle registration document (V5C) A letter from the organisation, with line manager supporting the application Worker's job description to determine eligibility AND any supporting log books to illustrate the work	Yes
<b>Health and social care voucher</b>	Post, In person,	Resident Bay, Shared Use Bay, Permit Holder Bay	Organisations eligible for Health and Social Care permits can purchase Health and Social Care Vouchers.	All zones	One	N/A	3 hours	None	Proof of eligibility for HaSC permit	No
<b>Pay &amp; display ticket</b>	At the machine, by chip and pin or cash. <b>Phone parking will be investigated as part of the PEP</b>	Shared Use Bay, Pay & Display Bay	All	Specific to local area	N/A	No	1,2,4 or 10 hour bays are available in the Borough	None	N/A	No
<b>Doctor's permit</b>	Post, In person, Forms online	Allocated Doctor bay only	There must be a registered doctor's bay outside the surgery, one permit per doctor. A business case is required, including log of emergency visits.	One bay only	One	Yes- must be supported by a business case.	12 months	Permits should only be sold to correspond with bays	V5 logbook AND insurance certificate AND Proof of medical status AND documentary evidence of regular emergency visits (regular simultaneous emergencies required for more than one bay)	Yes
<b>Car club permit</b>	Post, In person	Car Club Bays Only	Hackney's car club provider	One bay only	3, or up to 5 in exceptional circumstances. <b>The PEP proposes issuing this permit with up to 3 vehicle models, priced according to most polluting model</b>	Yes- must be supported by a business case.	12 months	Permits should only be sold to correspond with bays	Proof of representing Hackney's car club provider (such as headed letter). V5 logbook AND insurance certificate.	Yes
<b>Carer's permit</b>	Post, in person	Resident Bay, Shared Use Bay, Permit Holder Bay	Residents inside a CPZ in receipt of higher rate attendance allowance	Home CPZ only	Up to three (but all carers must fit the criteria for permit issue)	No	12, 6 or 3 months	One per household	V5 logbook AND insurance certificate AND one proof of address AND proof of higher rate attendance allowance. Proof of being a registered carer required for the permit to be sold at residential rate. Proof of being a paid carer required for the permit at business rate.	Yes
<b>Business visitor voucher</b>	Post, In person, purchase in advance in book of 10	Shared Use Bay, Pay & Display Bay	All	One zone only	N/A	N/A	1,2,4 or 10 hour bays are available in the Borough	None	N/A	No
<b>Policies that apply to all permits / vouchers</b>			The following are ineligible for a Hackney parking product 1) Motorists with vehicles above 3.5T, over the 2.27m height limit or longer than 5.25m; 2) Those who submit fraudulent documents; 3) Persistent evaders are not eligible to buy permits (but can buy any applicable vouchers); 4) Those based in a car-free development cannot buy any permits or vouchers but can apply for the Blue Badge or Companion Badge						Where a blank permit is purchased, this removes the requirement to show a V5C and insurance certificate.	

**Key**  
<sup>1</sup> Clock must be displayed  
\* Unless a loading restriction is in place or parking would cause an obstruction.

"Green Charging"

Engine Size / Fuel Type***	Cost (relative to standard permit price)
Vehicle powered by alternative fuel only (for example, electric vehicles)	Free
Small engine (under 1200cc) or vehicle running	50%
Normal engine (1200-2000cc)	100%
Large engine (2001-3000cc)	150%
Very large engine (3001-4000cc)	200%
Extremely large engine (4001cc plus)	250%

\*\*\* Where more than one vehicle uses the permit, it will be charged according to the most polluting of the vehicles. Accordingly, "blank" permits are charged at the highest band.

## Appendix C - Permit Policy and Permissions

Bay type / permit type	Resident Bay	Shared Use Bay	Permit Holder Bay	Business Bay	Disabled People's Bay	Pay & Display Bay	Motorcycle Bay	Single / Double Yellow lines*	Doctor's Bay	Car Club Bay	Council-owned car park
Resident Permit	✓	✓	✓	✗	✗	✗	✗	✗	✗	✗	✗
Visitor Voucher	✓	✓	✓	✗	✗	✗	✗	✗	✗	✗	✗
Business Permit	✗	✓	✓	✓	✗	✗	✗	✗	✗	✗	✗
All Zone Business Permit or Voucher	✓	✓	✓	✓	✗	✗	✗	✗	✗	✗	✗
Motorcycle / Moped / Scooter***	✓	✓	✓	✓	✗	✗	✓	✗	✗	✗	Check signs
Blue Badge	✗	✓	✗	✗	✓ (clock only required where there is a time limit)	✓	✗	✓🕒 (up to 3 hours)*	✗	✗	Check signs
Companion Badge	✓ (home CPZ only)	✓🕒 (clock not required in home CPZ)	✓ (home CPZ only)	✗	✓🕒 (clock required where there is a time limit and outside home CPZ)	✓🕒	✗	✓🕒 (up to 3 hours)*	✗	✗	Check signs can park as per Blue Badge if 🕒 displayed
Health and Social Care Permit	✓🕒 (up to 3 hours)	✓🕒 (up to 3 hours)	✓🕒 (up to 3 hours)	✗	✗	✗	✗	✗	✗	✗	✗
Health and Social Care Voucher	✓	✓	✓	✗	✗	✗	✗	✗	✗	✗	✗
Health Emergency Badge**	✓	✓	✓	✗	✗	✓	✗	✓*	✗	✗	**
Pay & Display Ticket	✗	✓	✗	✗	✗	✓	✗	✗	✗	✗	✓ (ticket must be purchased at that car park)
Doctor's Permit	✗	✗	✗	✗	✗	✗	✗	✗	✓	✗	✗
Car club permit	✗	✗	✗	✗	✗	✗	✗	✗	✗	✓	✗
Dispensation											

### Key

🕒 Clock must be displayed

\* Unless a loading restriction is in place or the vehicle would cause an obstruction.

\*\* The Health Emergency Badge (HEB) is issued by London Councils. It is for use in emergencies only, for the minimum time necessary and the destination must be written on the badge. It has no legal standing and officers can enforce where they believe the badge is being used incorrectly. It should only be used to park on yellow lines when there is no safe parking space near the destination. London Councils' policy is to allow users to park in P&D bays and residents' bays (which they define as any place a resident's permit can be used). The HEB should not be used in car parks but the Council may choose not to enforce if the badge holder's destination is immediately adjacent and there is no suitable alternative.

\*\*\* Hackney asks motorcyclists to park at a right angle to the kerb and at the end of the bay, out of consideration to other motorists. Where there is a high demand for parking, the Council may restrict motorcyclists from parking in permit bays - see [www.hackney.gov.uk/parking](http://www.hackney.gov.uk/parking) for details.