

LONDON BOROUGH OF NEWHAM

CABINET

Report title	Air Quality Update to Parking Policies and Procedures	
Date of Meeting	18 th February 2020	
Lead Officers and contact details	<p>Graham Cox Assistant Director, Sustainable Transport & Highways graham.cox@newham.gov.uk Tel: 0203 373 8324</p> <p>Murray Woodburn Principal Transport Planner, Major Projects Team, Sustainable Transport & Highways murray.woodburn@newham.gov.uk Tel: 0203 373 9619</p>	
Director, Job title	Jamie Blake Corporate Director, Environment and Sustainable Transport	
Lead Member	Councillor James Asser, Cabinet Member for Environment, Highways and Sustainable Transport	
Key Decision?	Yes	Reasons: Affects all Wards
Exempt information & Grounds	No	Grounds: N/A
Wards Affected	All	
Appendices (if any)	Appendix A – Background Paper Appendix B – Benchmarking Information Appendix C – Equalities Impact Summary Appendix D – Outline Implementation Plan Appendix E – Financial Projections (estimated)	

1 Executive Summary

- 1.1 Local Authorities must work towards delivering National and Regional air quality objectives under Part IV of the Environment Act 1995 and relevant regulations made under the Act, and to meet the requirements of the London Local Air Quality Management statutory process.
- 1.2 Newham is suffering an air quality emergency, with recent British Heart Foundation data showing the Borough to be the most polluted in the UK, with living in Newham the equivalent of smoking 159 cigarettes a year. As part of its response, the Council recently approved the [LBN Air Quality Action Plan 2019-2024](#) (AQAP) in November 2019, which sets out a range of measures aimed at improving the Borough's air quality and consequently, public health. (More details of our current air quality position and the stark impacts on the health of Newham's residents is included in section 3 of this report, Appendix A and the Council's AQAP.)
- 1.3 Indicated in the Council's AQAP was an urgent need to review the Council's Parking Policies and Procedures to reflect our air quality emergency, and to ensure that these were modernised to deliver an improvement in air quality. Both the [Mayor of London's Transport Strategy](#) and the LBN Local Implementation Plan also require air quality improvement.
- 1.4 Motor traffic is obviously a major contributor to the Borough's poor air quality and parking policies and procedures have the ability to influence the number, type and the amount of usage of vehicles in an area and can be an important tool in delivering behavioural change and air quality (and consequently environmental and public health) improvement. Local Authorities have powers to control and regulate parking.
- 1.5 It was clear that the Council's previous parking policies and procedures did little to help meet our air quality or public health objectives or support wider corporate objectives, and a comprehensive review has therefore been required. No such review has been undertaken since 2012.
- 1.6 Consequently, following an extensive engagement exercise with residents reported to Cabinet in May 2019, and to make parking 'fairer' to everyone in the Borough in line with mayoral commitments, a new set of policies have been developed. The policies will respond to the feedback from the engagement and support the Council's objectives of air quality, environmental improvement and behavioural change.
- 1.7 The new parking policies document has been adapted in order to improve our air quality in three distinct ways:
 - **Incentivising Cleaner Vehicles** by shaping the composition of our vehicle fleet in the Borough by means of differential parking permit charges (for both residents and businesses) based on the vehicle's emissions, alongside the provision of 80 new residential electric vehicle charging points by April 2020, with a further 80 to follow by the end of the year

- **Promoting Lower Car Ownership** in the Borough by increasing parking permit charges for multiple vehicles registered at a single address
 - **Improving Sustainable and Active Travel** by investment in these modes while also reducing the amount of car travel undertaken in the Borough by means of an uplift to existing parking charges both on-street and off-street, in order to make trips by other modes more attractive in comparison
- 1.8 In addition, a further modernisation of Newham’s parking service is proposed in this review by moving towards fully cashless parking. This will mean the removal of pay and display parking machines and their replacement with a paperless pay by phone system with vehicle parking status updated in real time. This new on-line system will also allow for the replacement of existing paper visitor permits with ‘virtual parking wallets’ and ‘parking credits’ for residents. Parking wallets will also allow for residents to be allocated an amount of credit for free parking in town centres and for other important family or social trips. All current visitor permit entitlements will be retained in the new parking wallets, and these will be supplemented by further allocated parking credits, with the purchase of further visitor permits and credits possible.
- 1.9 However, the key change within the proposed revised parking policy is that the Council now aligns with many other London Local Authorities and moves towards an emissions-based permit charge which discourages more polluting vehicles by fiscal means. Therefore, while the first residential permit will continue to be free for zero and ultra-low emission vehicles, it is proposed that annual charges are introduced for other vehicles based on their CO₂ emissions. Five charged categories in addition to the free category are proposed, based on [DVLA groupings used by HMRC](#) for vehicle taxation (which is now also emissions-based).
- 1.10 Additional charges for second and third (or more) permits registered to the same address will continue to apply, although these will remain at current levels of £100 for 2nd permit and £200 for 3rd or more permit.
- 1.11 Business permit charges will also become emission-based, with zero and ultra-low emissions vehicles receiving free business permits, and new charges introduced for 3 further emission tiers. However, there is no supplementary charge for multiple business vehicles.
- 1.12 In addition to increased permit charges, on and off street parking charges will be increased by 15% across the board, in line with retail price inflation from 2012 (since the last charge review). (Public transport charges have increased by approximately 13.5% in that period.)
- 1.13 Implementation of the new parking policy and charges alongside an improved enforcement policy will not only help the Council meet its environmental and community objectives but also improve public perception of the parking service and re-affirm its position as an integral part of a structured transport,

environment and health strategy for the Borough which fully supports wider transport, health and corporate objectives.

- 1.14 Finally, it should be noted that this paper was originally intended to be presented to Cabinet in October 2019, but has been deferred until now in order to allow for the adoption of the Council's AQAP in November 2019 and for additional analysis of the Borough's vehicle fleet emission characteristics from additional detailed data provided by DVLA in order to address potential socio-economic impacts.

2 Recommendations

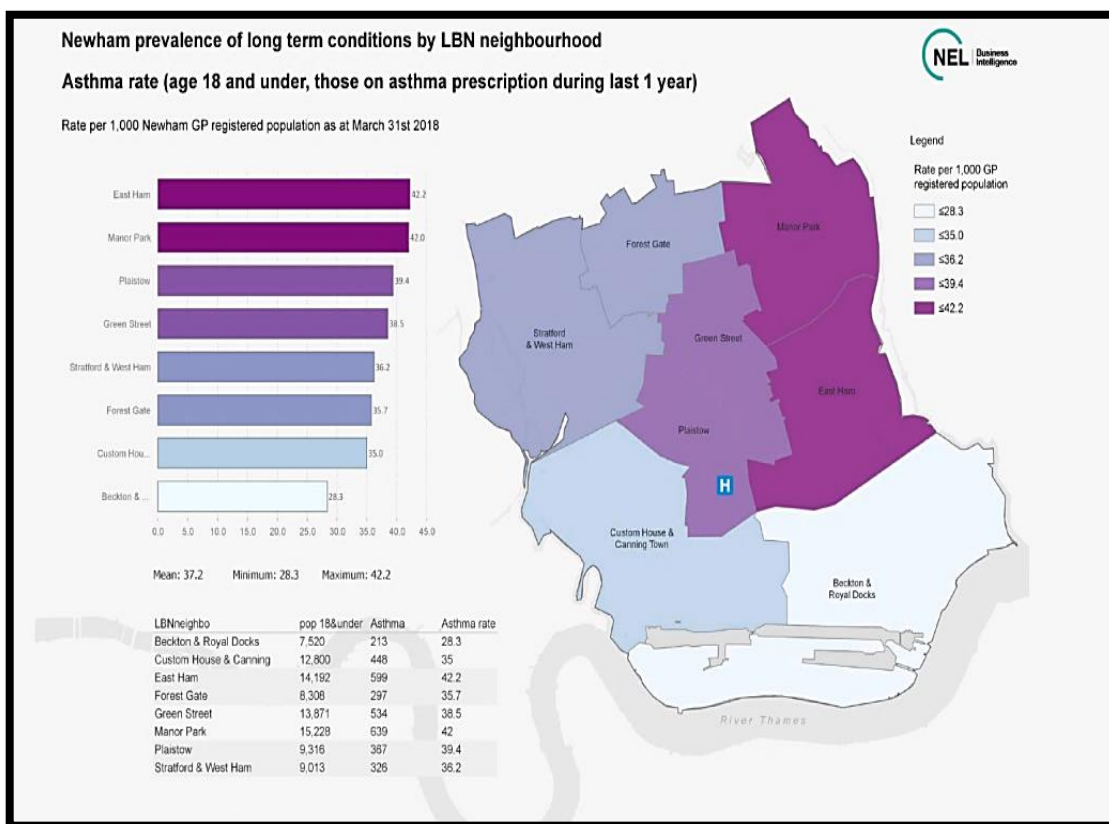
- 2.1 For the reasons set out in the report and its appendices, Cabinet, is recommended to:
 - 2.1.1 **Approve** the preparation of a revised Borough Parking Policies and Procedures document for public consultation, incorporating emission based permit charges, an uplift to existing on and off street parking charges and the other elements outlined in the executive summary above and later in this paper.
 - 2.1.2 **Agree** to delegate authority to the Corporate Director of Environment & Sustainable Transport in consultation with the Cabinet Member for Environment, Highways & Sustainable Transport to make any changes to the Policies and Procedures document to incorporate any alternative suggestions received from the public engagement phase as appropriate, provided that they meet the required air quality and other wider objectives as set out in this report.
 - 2.1.3 **Agree** to delegate authority to the Corporate Director of Environment & Sustainable Transport in consultation with the Cabinet Member for Environment, Highways & Sustainable Transport to finalise the extent of resident parking credits and report any variance within the parking revenue account as part of the financial monitoring process.
 - 2.1.4 **Agree** to delegate authority to the Corporate Director of Environment & Sustainable Transport in consultation with the Cabinet Member for Environment, Highways & Sustainable Transport to amend the scale of charges by up to 10% annually to ensure that environmental and health outcomes continue to be met.
 - 2.1.5 **Agree** that if the above delegations are approved and they are to the reasonable satisfaction of the Corporate Director of Environment & Sustainable Transport, to grant to the director all relevant powers to undertake their implementation

3 Background

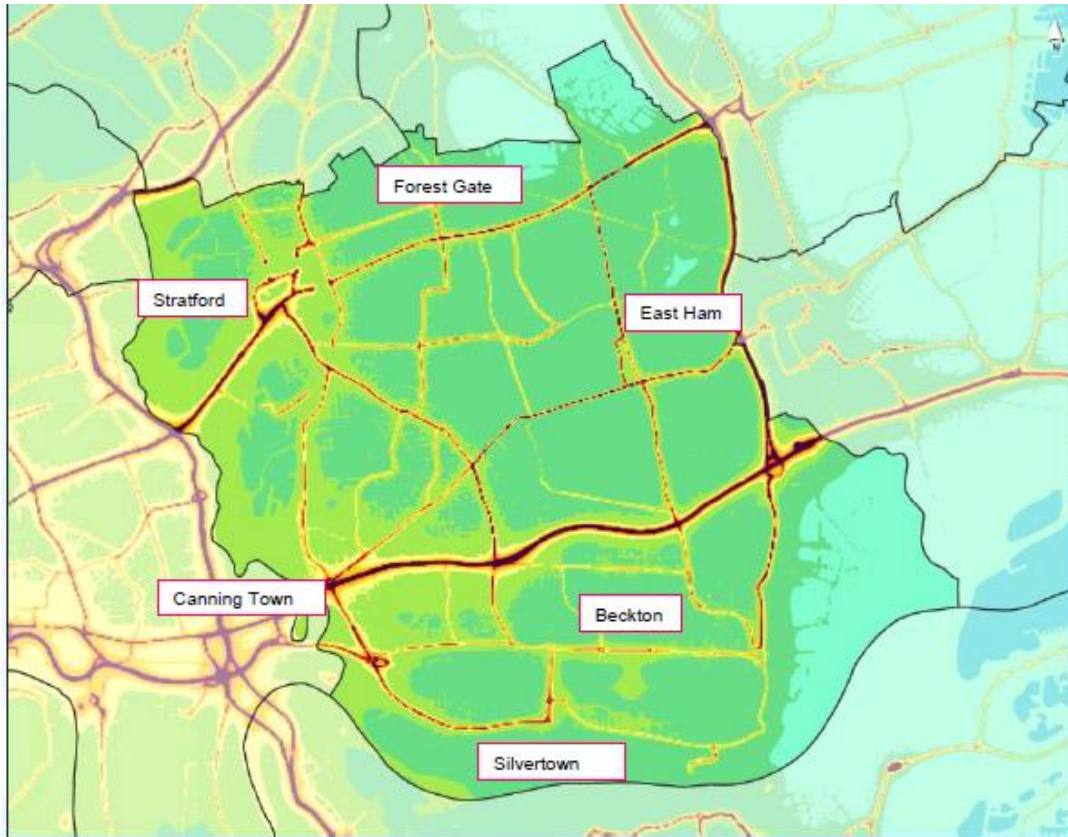
- 3.1 The Council has both national and regional air quality statutory duties as well as responsibilities for public health, and the recently adopted Air Quality Action Plan (AQAP) clearly sets out the current air quality state in Newham,

and the consequential impacts on the health and wellbeing of our residents. However, some key air quality and health facts presented in the AQAP are summarised in the subsequent paragraphs.

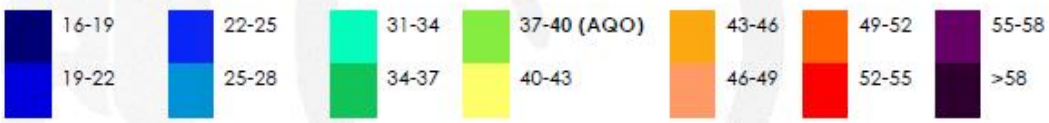
- 3.2 Newham residents are exposed to higher particulate pollution than in any other London Borough (source: British Heart Foundation) causing the highest rate of deaths attributable to air pollution and the highest number of child asthma hospital admissions (source: Public Health England). One in seven (14%) of Newham’s population and the entire town centres of Stratford, East Ham, Forest Gate and Canning Town are exposed to levels of Nitrogen dioxide (NO₂) that are above the UK limit value for human health. The entire Borough exceeds the World Health Organisation guide limit for PM_{2.5} particulates.



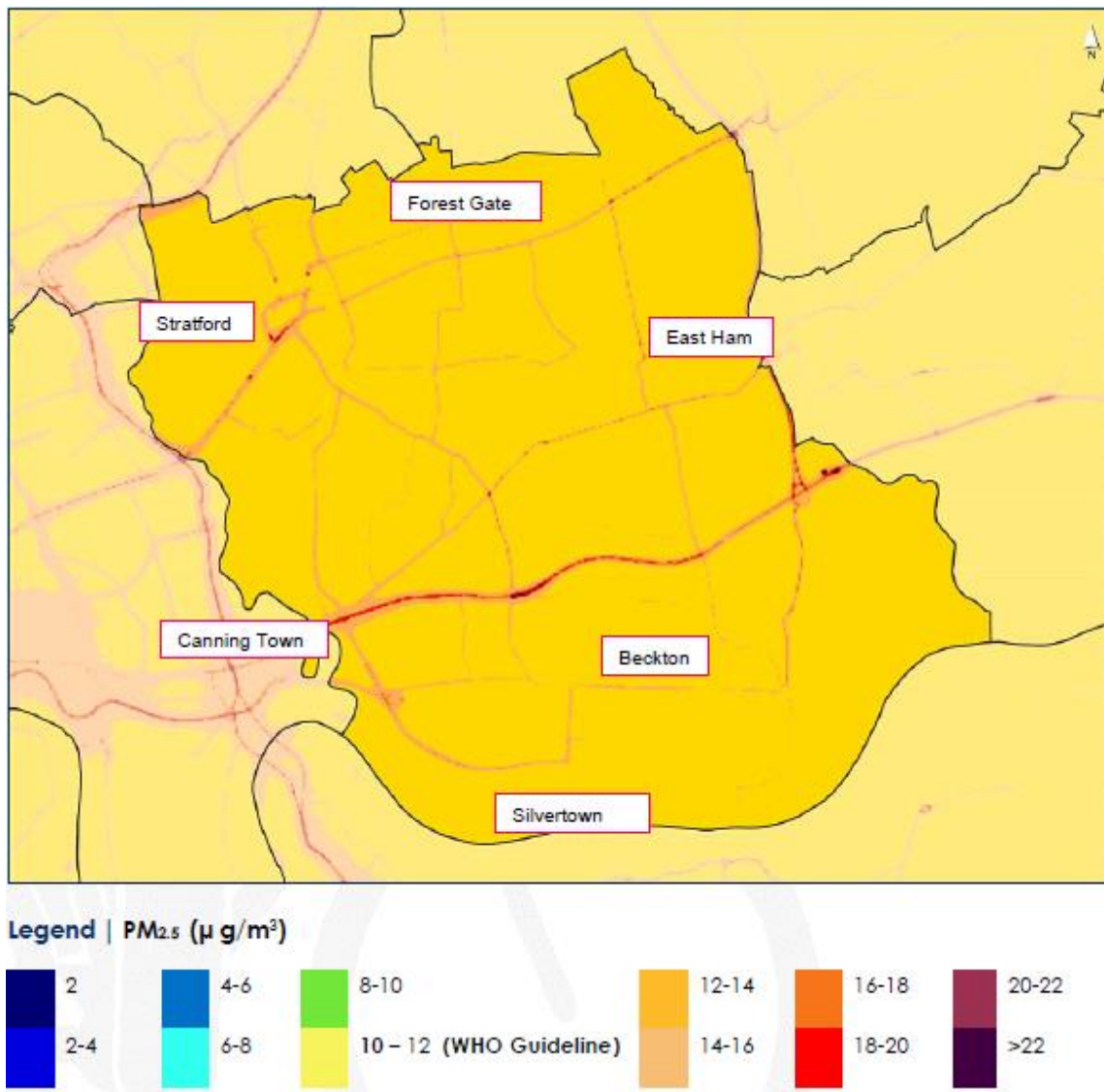
Children aged 18 or under on an asthma prescription during 2017/18 in Newham



Legend | NO₂ (µg/m³)



Nitrogen Oxide (NO₂) concentration in Newham (Health Limit = 40)

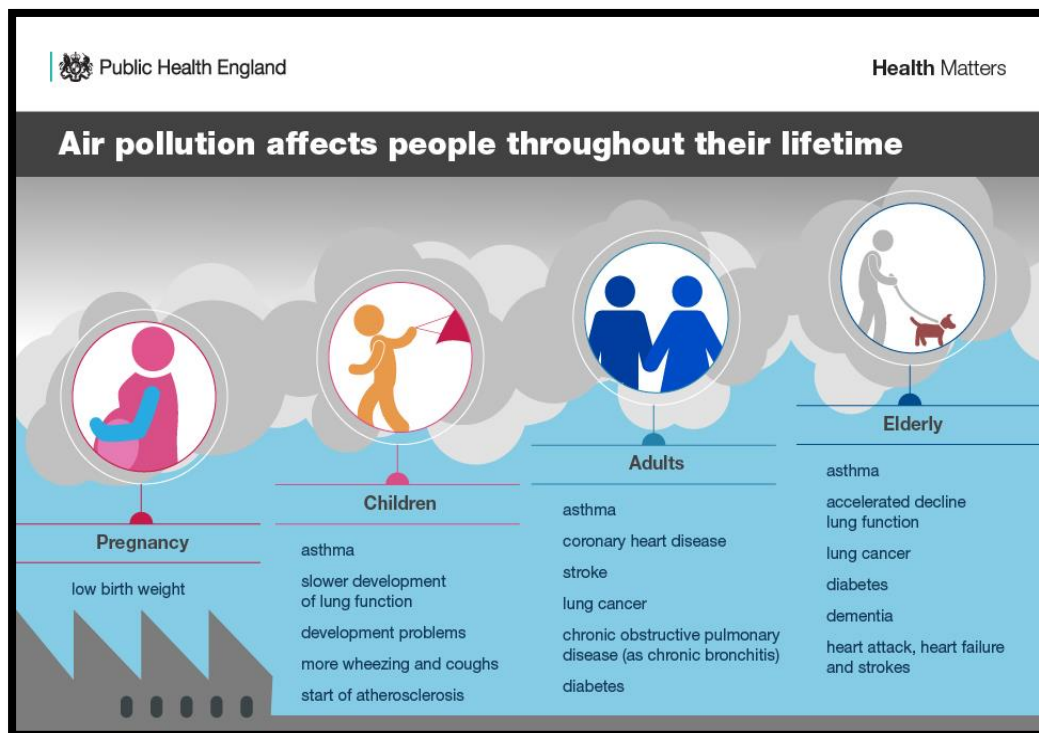


Small Particulate Matter concentration in Newham (PM_{2.5})

- 3.3 In 2017, seven out of every 100 deaths in Newham residents aged 30 and above were linked to long-term exposure to air pollution (source: Public Health England, 2017). Newham also has the 2nd highest of cardio vascular disease linked to air pollution amongst males in London (source: British Heart Foundation 2019). Newham's air quality is so poor it is equivalent to every man, woman and child in the Borough smoking 159 cigarettes every year.
- 3.4 Of particular concern is the disproportionate health impacts of poor air quality on children.
- Long-term exposure to high concentrations of air pollution can cause asthma in children
 - Children and young adults with asthma are more at risk from the effects of pollution because they have faster breathing rates and their lungs are still developing.

- Children living in areas with high pollution are more likely to have reduced lung function as adults.
- Children aged between 8-10 years old, who lived in highly polluted parts of cities, have up to 10% less lung capacity than normal, which may never be reversed
- Air pollution exposure in pregnant women was found to harm foetal brain development and contribute to behavioural and cognitive problems later in childhood.
- Recent research has suggested that air pollution can be a catalyst for obesity and diabetes in young children. A recent study of children aged 8 to 15 who were exposed to higher levels of air pollution were also found to have a lower insulin sensitivity, as well as a decline in beta-cell function and a higher body mass index (BMI) at age 18.

3.5 However, despite the impacts on children and young people, air quality affects human health throughout the entire lifetime, as shown in the figure below.



Effects of Poor Air Quality throughout the life-cycle

- 3.6 In order to address these very concerning statistics, the AQAP sets out a series of actions across a range of areas to deliver air quality improvement, of which a revision to parking policies and procedures is only one component, albeit an important one.
- 3.7 In addition to our statutory air quality duty and the Borough's AQAP, The [Mayor of London's Transport Strategy](#) (MTS) also directs London Local Authorities to reduce car ownership and use, increase levels of active and sustainable travel and significantly improve London's air quality. Similarly, the [London Environment Strategy](#) aims to tackle London's toxic air with a package

of measures, including working towards a zero emission transport network. The use of parking strategies by Local Authorities to achieve improved air quality are specifically identified and encouraged in both documents.

- 3.8 The Council's Local Implementation Plan (LIP) approved by Cabinet in April 2019 aligns closely with the outcomes of the MTS and proposes a range of policies to reduce the amount of motorised private travel in the Borough and to increase travel by sustainable modes – walking, cycling and public transport.
- 3.9 The LIP is required by statute to deliver the outcomes specified in the London Mayor's Transport Strategy at the Borough level and hence the improvements and initiatives in it are further supported and supplemented by an effective parking strategy.
- 3.10 While both the MTS and the LIP are subject to regular review, there has been no substantive review of the Borough's Parking Policies and Procedures since 2012. The Council's new corporate priorities, Mayoral pledges and the emerging Climate Emergency, including the AQAP, must therefore now be reflected in a new policy revision.
- 3.11 Effective parking strategies can influence the number and types of vehicles owned in an area, and also, to a certain extent, how often these vehicles are used for local trips. Parking strategies are also important to support the economic vitality of town centres, to support growth and to ensure that essential social trips in the community are not suppressed. They should also allow for Borough residents to be prioritised over out-of-Borough visitors and should be enforced firmly, sensibly, fairly and for the right reasons.
- 3.12 In May 2019, a Highways Transport and Parking Engagement Update was presented to Cabinet, which set out the outcomes of a series of forums and an on-line engagement exercise on the development of the Council's future transport policies, including a new parking strategy.
- 3.13 More detail of this process is set out at Section 7, but the key aspirations of residents regarding our future transport and parking policies that emerged from that exercise can be summarised as follows:

Air Quality & Health

- Reduce car emissions to improve air quality
- Reduce air pollutants that are dangerous to public health
- Consideration of emissions based permit charging structure
- Increased incentives to walk or cycle instead of car usage for short journeys
- Reduce car emissions in areas close to where children are present, e.g. schools, play areas

Parking Zones and Controls

- Support for increases to higher charges for additional vehicle permits

- Support for reduction in permit charges for carers and other specific identified groups
- Free residential parking for electric cars
- Some desire for revision of zone boundaries & zone times, particularly at weekends (but no consistent view)
- Changes to visitor permit types, durations & associated costs
- Changes to parking controls to support local businesses
- Continued roll out of Car Club bays
- Consideration for cap on number of permits per household

Re-Investment in Highways Asset

- Full or part time closures of some roads to reduce traffic and improve pedestrian safety
- Improved cycling facilities to increase safety and encourage more cycling
- Increased electric charging opportunities
- Increased pothole repair rates, procedures and timescales
- Better quality footpaths and carriageway surfaces
- Improved enforcement to increase compliance of motoring offences that create dangers to other highway users

Better Public Transport

- Improved access to public transport for disabled users
- Improved public transport journey times
- Better interchanges between bus/train links
- Increased frequency and capacity of public transport services

Improved Street Cleanliness

- Increased patrols and enforcement of fly tipping activity
- Improved cleanliness and enforcement of littering
- Reduce street drinking/drug taking
- Better monitoring of licensed premises (bookmakers, shops)

3.14 As a result of this exercise, some clear outcomes for the revised Parking Policy and Procedures document were identified, as follows:

- A policy which improves air quality in the Borough by differentiating between the pollution generated by different vehicle types
- A policy which discourages multi-vehicle ownership in single households
- A policy which discourages car trips for shorter journeys that could easily be made by other modes
- A policy which supports the economic vitality of town centres and traders by the provision of parking opportunities for Borough residents in local centres and shopping areas
- A policy that responds locally to the wishes of residents regarding the geography and hours of operation of their parking zone

- A policy which provides adequately for visitors, including carers, health visitors, medicine deliveries and other socially essential trips
 - A policy which is easier to understand and fairer to Borough residents and businesses and which delivers an improved customer focus and response
- 3.15 In addition, it is clear that the availability of additional funding for some of the above listed items would address stakeholder aspirations for improved highway maintenance, better public realm and higher quality walking and cycling networks, as well as other environmental improvements.
- 3.16 Consequently, officers, in conjunction with Cabinet Members for Sustainable Transport and Highways, the Environment, and Public Health have worked together to develop a revised parking policy which contains the following key elements in order to achieve the aspirations from the engagement objectives above.

Emissions Based Permit Charges – Residential Parking Permits

- 3.17 In order to improve air quality and to influence the composition of our vehicle fleet by incentivising the use of cleaner vehicles, it is proposed to introduce an emissions-based charge for both residential and business parking permits in the Borough.
- 3.18 The table below shows the proposed emission tiers (based on DVLA CO₂ emissions data - or engine size for older vehicles pre-2001 - which forms HMRC tax bands) and the proposed new charges for residential parking permits. A free permit is retained for all vehicles with CO₂ emissions less than 50g/km, which includes all fully electric and most plug-in hybrid vehicles. While there is still a relatively small number of these in our fleet, they still represent 7.5% of the vehicles registered in Newham.
- 3.19 Using DVLA registration data, the percentage of the total registered vehicles in each emission category was multiplied by the total number of active residential parking permits in Newham at present (57,135) to estimate the number of vehicles in the Newham fleet which fall into each of the 5 emissions categories.
- 3.20 As there is likely to be a movement of permits across tiers as a result of the new charges, some assumptions were then made to reflect this, with an increase in permits in lower tiers and a reduction in higher tiers. This adjustment created a revised set of permit numbers for each tier.
- 3.21 It should be noted that there is a small reduction in permit numbers estimated as a result of the introduction of the emissions based charging. While charges are considered insufficient to result in residents getting rid of their only vehicle, it is possible that some second or third vehicles may be sold.

HMRC Band	CO2 emissions (g/km)	Engine Size (c.c.) (Pre-2001)	Newham Emission Tier	Example Car Models	Vehs Registered in LBN at Jun 2019 (from DfT)	% of total registrations	% in each Tier	No of Permits	Assumed Permit Change %	Adjusted No of Permits																																																																																																										
A	0	1-600	Tier 1 (Free)	All battery electric vehicles eg Nissan Leaf, Tesla models, BMW I models, VW e Golf, and some hybrids eg Passat Hybrid, Mercedes C/E 330e models, Toyota Prius Plug in	65	0.10	7.47	4,268	5.0	4,482																																																																																																										
B	1 - 50	601-900			4,735	7.37					C	51 - 75	901-1000	Tier 2 (£60)	Most hybrid models, eg Toyota Prius, Yaris & Auris, Range Rover PHEV and most small petrol and diesel vehicles, eg Ford Fiesta, Focus (newer models), Vauxhall Corsa, Astra, Kia Ceed, Peugeot 308, Renault Megane, Clio, BMW 1 series etc.	5,141	8.00	38.28	21,872	5.0	22,965	D	76 - 90	1101-1200	6,017	9.36	E	91 - 100	1201-1300	5,485	8.54	F	101 - 110	1301-1399	7,954	12.38	G	111 - 130	1400-1500	Tier 3 (£100)	Audi A2,3,4 & 5, BMW 2, 3 4 series (smaller engines), Ford Focus 2.0, Mondeo, Mercedes A, C, E class (newer 180d, 200d and 220d models), VW Golf, Jetta, Hyundai i30, Kona, Seat Leon, Ibiza, Citroen C3, C4, Berlingo, etc	6,799	10.58	33.83	19,327	-5.0	18,361	H	131 - 150	1501-1650	10,388	16.17	I	151 - 170	1651-1850	4,548	7.08	J	171 - 190	1851-2100	Tier 4 (£150)	BMW 2,3,4 series, X2,X3,X4,X5, VW Touareg, Tiguan, Audi Q7, Q8, Porsche 911, Cayenne, Land Rover Range Rover & Discovery (sport models), Mercedes E350, GLC	4,075	6.34	13.23	7,559	-10.0	6,803	K	191 - 225	2101-2500	4,426	6.89	L	226 - 255	2501-2750	Tier 5 (£200)	Jaguar FType V6, Jeep Wrangler 2.8, Mitsubishi Shogun 3.2, Mercedes AMG 63 models, Bentley models, Rolls Royce models, Ferrari models, Maserati models	2,977	4.63	7.19	4,109	-15.0	3,493	M	Over 255	2751 and above	1,644	2.56						64,254	100.00	100.00	57,135		56,103											-1,032					
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J	171 - 190	1851-2100	Tier 4 (£150)	BMW 2,3,4 series, X2,X3,X4,X5, VW Touareg, Tiguan, Audi Q7, Q8, Porsche 911, Cayenne, Land Rover Range Rover & Discovery (sport models), Mercedes E350, GLC	4,075	6.34	13.23	7,559	-10.0	6,803																																																																																																										
K	191 - 225	2101-2500			4,426	6.89					L	226 - 255	2501-2750	Tier 5 (£200)	Jaguar FType V6, Jeep Wrangler 2.8, Mitsubishi Shogun 3.2, Mercedes AMG 63 models, Bentley models, Rolls Royce models, Ferrari models, Maserati models	2,977	4.63	7.19	4,109	-15.0	3,493	M	Over 255	2751 and above	1,644	2.56						64,254	100.00	100.00	57,135		56,103											-1,032											-1.81%																																																									
L	226 - 255	2501-2750	Tier 5 (£200)	Jaguar FType V6, Jeep Wrangler 2.8, Mitsubishi Shogun 3.2, Mercedes AMG 63 models, Bentley models, Rolls Royce models, Ferrari models, Maserati models	2,977	4.63	7.19	4,109	-15.0	3,493																																																																																																										
M	Over 255	2751 and above			1,644	2.56										64,254	100.00	100.00	57,135		56,103											-1,032											-1.81%																																																																									
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Proposed Residential Permit Emission Tiers, Permit Numbers and Charges

- 3.22 Charges are to be introduced for more polluting vehicles, with a £60 yearly charge proposed for Tier 2 vehicles (51-110g/km) and a £100 yearly charge for Tier 3 vehicles (111-170 g/km) which together make up the bulk of the Borough's vehicle fleet (72%). Two further tiers will also be introduced: Tier 4 (171-225 g/km) which would apply to 13% of borough vehicles and would incur a charge of £150/year, and Tier 5 (>225g/km) which would apply to only 7% of the fleet and would incur a charge of £200/year. Older vehicles (pre-2001) do not have specified emissions on their DVLA documentation, so engine size is used for emission tier categorisation for such vehicles. Similarly, as motorcycles have no CO₂ emissions stated on their VC5, engine size is also the basis of their classification.
- 3.23 These charges have been set very carefully, so as to both incentivise an evolution of the fleet towards less polluting vehicles, but while also being mindful of our socio-economic characteristics in the Borough. To ensure that the charges have been set at an affordable level for EqIA reasons, an extensive benchmarking exercise against parking permit charges applied by other London Local Authorities (see Appendix B) has been undertaken, and shows that the proposed charges would be in the bottom 50% of London Boroughs, with significantly higher charges applied in other authorities – including those with a boundary with Newham. (This applies to Boroughs both with and without emissions-based parking charges.) The maximum vehicle charge for the most polluting vehicles will still be only £200 (£16.67/month or £3.85/week) which is considered reasonable and affordable, while also incentivising some owners to move towards a vehicle which would incur a lesser charge.
- 3.24 Residents who change their vehicles in mid-permit will be subject to either a pro-rata refund if their vehicle has moved down emissions category or an additional pro-rata payment if the vehicle has moved up a tier or tiers.
- 3.25 Ideally, if the new charges are agreed and applied, the revenue will fall year on year, as the charges incentivise vehicle owners towards cleaner vehicles – so a reduction in revenue over time will be a measure of the success of the scheme.
- 3.26 The Mayor of London has introduced a £25m scrappage scheme for low income residents ([details here](#)) to encourage a move towards greener vehicles, and the Council intends to provide an advice service to residents and to assist them in applying for the grant, to provide help to those who desire to transition to a cleaner vehicle. Government grants for new electric vehicles are also available ([details here](#)) and similar assistance will be provided to those residents who wish to apply.
- 3.27 In addition, the Council will be delivering a network of residential electric vehicle charging points for those residents without off-street parking to encourage the take-up of electric vehicles. 40 double medium-fast charging units (capable of charging 80 vehicles) will be delivered across the Borough by April 2020 utilising a combination of Council and Go Ultra Low Cities funding, with a further 40 double chargers and a number of ultra-rapid chargers to follow later in 2020. Officers are exploring means of accelerating this rollout still further with market operators.

- 3.28 For those residents with off-street or driveway parking who could implement their own private charging infrastructure at their property, Government EV infrastructure grants are also available ([details here](#)), and it is the Council's intention to assist such residents to apply for this external funding support.

Additional Residential Parking Permit Charges

- 3.29 Although there were resident concerns about multiple vehicle ownership and the impact this has on air quality and residential parking availability within RPZ's, it not proposed to make any change to the additional vehicle permit charges for households, as the introduction of the emission-based charge alone is considered sufficient deterrent at this stage to multiple vehicle ownership.
- 3.30 Therefore charges will remain at the permit emission tier charge plus £100 for the 2nd vehicle and the permit emission tier charge plus £200 for the 3rd or more vehicle registered at an address in the borough.
- 3.31 It is important to note that these multiple permit charges will be applied in addition to the emission-based charge for the vehicle.
- 3.32 Despite the precedent set by a number of London Local Authorities, no limit will be imposed on the number of permits held per person or per household, although it is acknowledged that there was significant support for this among our residents. Therefore, while not included as part of this revision, any limitation to permit numbers will be reviewed once the outcomes of the proposed changes have been monitored and fully evaluated.

Emissions Based Permit Charges – Business Permits

- 3.33 In addition to an emissions-based residential parking permit charge, it is also proposed to introduce a similar emissions-based charge for business parking permits as set out below.
- 3.34 As for residential permits above, assumptions were made about changes to the vehicles in each tier as a result of the new charges. However, it should be noted that any reduction of overall permit numbers is not anticipated in this case, as businesses are not likely to get rid of essential vehicles, so permit number are assumed to be around the same as at present.

HMRC Band	CO2 emissions (g/km)	Engine Size (c.c.) (Pre-2001)	Newham Emission Tier	% in each Tier (estimated)	No of Permits	Assumed Permit Change %	Adjusted No of Permits
A	0	1-600	Tier 1 (Free)	10.00	250	5.0	263
B	1 - 50	601-900					
C	51 - 75	901-1000					
D	76 - 90	1101-1200	Tier 2 £600 (unchanged)	50.00	1,251	5.0	1,313
E	91 - 100	1201-1300					
F	101 - 110	1301-1399					
G	111 - 130	1400-1500					
H	131 - 150	1501-1650					
I	151 - 170	1651-1850	Tier 3 £750	25.00	625	-5.0	594
J	171 - 190	1851-2100					
K	191 - 225	2101-2500	Tier 4 £900	15.00	375	-10.0	338
L	226 - 255	2501-2750					
M	Over 255	2751 and above					
				100.00	2,501		2,507
							6
							0.24%

Proposed Business Permit Emission Tiers, Permit Numbers and Charges

- 3.35 As can be seen from the table, the majority of businesses (60%) are expected to be unaffected or even better off – as some operating with zero or low emission vehicles already will benefit from a free business permit under the proposed arrangements, based on our estimate of the composition of the business vehicle fleet.
- 3.36 Only 40% of the Borough’s most polluting business vehicles will be subject to an increased charge of either £750 (Tier 3) or £900 (Tier 4) which is intended to incentivise those businesses to move towards a greener vehicle. In particular, the free business permit for zero and ultra-low emission vehicles should encourage businesses to consider such vehicles by reducing the costs differential.
- 3.37 It is also worth noting that these more polluting business vehicles in the two highest tiers are also normally much larger in size than vehicles in lower tiers, and therefore occupy more physical space in parking zones (sometimes up to two parking spaces), which further justifies an increased parking permit fee.
- 3.38 Business permits will now require to be attributed to a single vehicle, although the new system will allow for business owners to change the vehicle for which

their business permit applies on-line very easily, and any adjustment to emission-based charges will be made based on the vehicle to which the permit currently applies. Pro-rata charges will be applied or refunded if the vehicle moves emission category up or down, respectively.

- 3.39 The Mayor of London has introduced a £23m van scrappage scheme for micro and small businesses ([details here](#)), and the Council intends to connect businesses in the Borough to this opportunity and assist with their applications through the Economic Regeneration Team. There is also a heavy vehicle (HGV) scrappage scheme under development. TfL is finalising the details of the scheme, but it is expected that it will be in the form of a grant of around £15,000 for each polluting heavy vehicle, including for retrofit, for up to a maximum of three vehicles. Small businesses, with 50 or fewer employees, are encouraged to pre-register interest in the scheme by emailing info@locity.org.uk, stating the type of vehicles they operate.
- 3.40 The extension of the existing central London Ultra Low Emission Zone (known as ULEX) to Newham in October 2021 will have an additional impact on some businesses operating vehicles with engines which do not meet the Euro standards for petrols and diesels required for ULEZ compliance. However, ULEZ is based on NO_x emissions, so it is not necessarily the case that vehicles in higher CO₂ emission tiers will be non-compliant with ULEZ. TfL's [ULEZ Vehicle Checker](#) can be used to determine if a vehicle is ULEZ compliant or will be subject to the daily charge.

Additional Elements of the New Strategy

- To apply an inflationary adjustment from 2012 of 15% to all on-street and off-street parking charges (actual inflation in that period is c.17.8%) (Because there are a range of pay and display tariffs across the Borough, a full table of the changes and the exact percentage uplift due to rounding of the tariffs is shown in Appendix E.)
- To introduce fully cashless and paperless parking across the Borough from June 2020
- Related to the cashless initiative above, to introduce a "Parking Wallet" charged with parking credits for all Borough residents, allowing for an amount of free parking in other zones and at town centres, and also replacing free visitor permits for all residents (all existing entitlements will be retained)
- To implement a 'Fairer Enforcement' policy to ensure resident vehicles are not removed except in exceptional circumstances, for example double parking, or parking in a designated bay (e.g. disabled bay, car club bay, electric charging bay)
- To implement removals on London Stadium and Queen Elizabeth Olympic Park event days to ensure the safety of residents, businesses and visitors and in order to minimise highway impacts in the wider area
- To implement a review of permit costs for charities and voluntary organisations commencing with an engagement with such groups about their needs

- To introduce a corporate events permit which will be issued via the 'paperless permit' system
- To implement a detailed review of the regulations regarding oversized vehicles parking in RPZ's.
- To implement a review of RPZ boundaries and days/times based on consultation responses (25% return rate with at least 50% of the respondents being in favour of the changes).
- To undertake a detailed review of business permits for LBN staff, to move towards essential use only for staff vehicles

3.41 A revised Parking Policies and Procedures document incorporating the above components is currently under preparation, and, subject to this Cabinet decision, will be consulted upon commencing in late February 2020. Depending on the outcome of the public consultation exercise, the new Policies and Procedures will either be adopted or, if alternative options are suggested that also deliver air quality and corporate priorities, these will be considered, subject to them achieving the necessary outcomes.

3.42 A Background Paper is attached at Appendix A which sets out in brief the Borough's existing air quality and health challenges and provides the justification for the move towards an emissions-based approach and the other changes proposed. However, much more detail on our current air quality issues, their impact on health, and the range of measures the Council proposes to deliver improvement can be found in the Council's Air Quality Action Plan and the health and research papers referenced in that document.

3.43 The Background Paper also presents in brief the permit charging options assessment undertaken, and to what extent each option achieved the desired outcomes.

3.44 A benchmarking exercise has also been undertaken to evaluate the parking permit charges and strategies adopted in other local authorities to ensure that Newham's new charges have been set at appropriate levels in line with other Boroughs across London. This data is presented in tabular and graphical form at Appendix B. A summary of the Equalities Impacts of the proposed changes are included at Appendix C.

3.45 In addition, an outline Implementation Plan for the introduction of the new Parking Policies and Procedures are attached at Appendix D.

3.46 Finally, an outline financial projection showing the estimated impacts on revenue is attached at Appendix E.

4 Key Considerations & Proposals

4.1 As previously stated, the key consideration in the review of the Council's parking Policies and Procedures is our acute air quality crisis in Newham and the consequential effects of the health of our residents.

4.2 New data from Public Health England confirms that Newham has the poorest air quality of any London Borough. The entire Borough exceeds the World Health Organisation's guide safe value for PM_{2.5} particulates, while large areas of the Borough also exceed safe levels for NO_x and PM₁₀ particulates. We have a higher proportion of our children and young adults receiving

prescription asthma medication than any other London Borough, and the highest levels of premature resident death due to air quality in the whole of London. These stark facts demand urgent action to improve our air quality.

- 4.3 One of the major sources of pollutants affecting human health is motor traffic, and the amount and composition of motor traffic can be heavily influenced by local and national parking policies. Therefore, an update of the Council's Parking Policies and Procedures document is urgently needed in the light of this emerging air quality and health crisis.
- 4.4 As previously stated, it has been some time since a review of this type has been undertaken, and in the context of emerging new transport policy direction from the Mayor of London and corporate priorities in that intervening period this review is now long overdue.
- 4.5 The proposed changes are therefore based on a pressing need to improve our air quality and have been informed by an extensive consultation exercise undertaken with residents and key stakeholders earlier this year to ensure that 'people are at the heart of everything we do'.
- 4.6 In order to validate the proposals against those implemented in other London Boroughs, an extensive benchmarking exercise has been undertaken to firstly determine the extent and rates of parking permit charges across London, and those boroughs that have already moved towards an emissions based charge for parking permits.
- 4.7 The proposed changes were then sense-checked against our socio-economic characteristics in the Borough to ensure that charges were not excessive and do not impact adversely or disproportionately on certain resident groups. Charges have been set at 'reasonable' levels, which are considered to be sufficiently high to incentivise the evolution of the vehicle fleet in Newham, while at the same time being modest enough to not impact adversely on low income groups or small businesses. More detail on the evaluation of potential equalities impacts is included in Appendix C.
- 4.8 The go-live date for the emission-based charging could theoretically be April 1st 2020, as the Council is currently undertaking an IT re-tendering exercise with sufficient capability to administer the emission-based charges and the virtual parking wallet offer. However, in order to avoid confusion amongst residents as a result of having the old and new systems overlapping for the initial period, the following approach is proposed:

Resident Permits

- All residents who hold a permit due for renewal from April 1st onwards will get a renewal reminder 6 weeks ahead of this date as they currently do BUT the wording of the letter will be updated to reference the fact that the Council is moving to paperless permitting during 2020 and therefore is only issuing 6 month paper permits (still under the previous charging regime) until the transition. This letter will set out why the Council is going paperless and inform residents that they will need to register and renew their permit again on the new system in 6 months' time – with follow up communications as a reminder.

- The first batch of residents to get this new letter and 6-month only permit will be those due for renewal on April 1st, and the same policy would apply to new requests from April 1st – those residents would also only get 6 month permits.
- Once all systems testing is completed and the go-live date for the new system is confirmed, a further update to the renewal letter will be issued to inform residents that all renewals will now be done through the new system (i.e. paperless and subject to the emissions charge). For example, if the system go-live is confirmed for July 1st, we would stop the 6-month renewals for anyone from this date and they would go straight onto the new paperless system and get a full year, paperless permit, subject to the new emission charge.
- For residents holding 2nd, 3rd etc. permits where a charge applies, we will take the same 6-month period approach and pro-rata the cost accordingly (i.e. only charge 50% of the current charge for the 6 month period).

Business Permits

- All business permit holders whose permits are due to expire from April 1st onwards, upon renewing will be provided with a leaflet explaining the fact that the Council is moving to paperless permitting during 2020 and therefore is only issuing 6 month paper permits (still under the previous charging regime) until the transition. This leaflet will set out why the Council is going paperless and inform businesses that they will need to register and renew their permit again on the new system in 6 months' time – with follow up communications as a reminder.
- All business permits will be for the same 6 month approach described above subject to a pro-rata adjustment of the current permit cost accordingly. (i.e. £300 for a 6 month period).
- Once all systems testing is completed and the go-live date for the new system is confirmed, a new system generated renewal letter will be issued to inform businesses that all renewals will now be done through the new system (i.e. paperless and subject to the emissions charge). For example, if the system go-live is confirmed for July 1st, we would stop the 6-month renewals for any company from this date and they would go straight onto the new paperless system and get a full year, paperless business permit, subject to the new emission charge.

4.9 The revised Policies and Procedures will both cost more to implement and apply, in terms of staff and resource costs and changes to back office support, and will also generate less revenue in some areas, as a result of changes to enforcement policies and increased amounts of free parking. However, the new permit charges will also generate increased revenue, which may offset any increase in costs or loss of revenue in other areas.

4.10 While the legal requirements for the direction of any surplus parking revenue are clear, some scope exists for increasing local involvement in the allocation

of any surplus revenue towards local community-led highways and environmental projects at a neighbourhood level.

5 Policy Implications & Corporate Priorities

- 5.1 The Council has statutory duties with respect to air quality set out in Part IV of the Environment Act 1995 and relevant regulations made under the Act, and to meet the requirements of the London Local Air Quality Management statutory process set by GLA.
- 5.2 As well as contributing to the achievement of our air quality duty, our parking policies and scale of charges must also meet the London Mayor's Transport Policy outcomes as well as our local policy and wider corporate aspirations.
- 5.3 The Mayor of London's Transport Strategy (MTS) sets the framework for London's transport policy and the Mayor under the terms of the GLA Act 2000 legally requires Boroughs to implement the strategy in their area, and to meet a set of prescribed targets to ensure that a 'direction of travel' is maintained.
- 5.4 While the schemes and initiatives set out in the Borough's LIP document seek to achieve many of these outcomes, parking policies and procedures can also contribute to some of these, in particular those related to car ownership and use, which in turn will impact on air quality and modal share.
- 5.5 In addition to the external policy framework the Parking Policies and Procedures document contributes to the achievement of Corporate Priorities 2 (Building Communities), 4 (An Environment for All) and 5 (Quality of Life). Efficient and cost-effective execution of the parking strategy and scale of charges review in conjunction with the consequent improvement in customer focus and responsiveness also contribute to priority 6 (An efficient and effective Council)
- 5.6 As a result of the extensive engagement to determine the desired outcomes of the new policies and procedures document and the further consultation phase proposed, it also satisfies the corporate principles of People at the Heart of Everything We Do, Openness and Transparency and Efficient Delivery and Value for Money.
- 5.7 It also satisfies a number of key Mayoral pledges including a fairer parking system and the provision of free parking for Borough residents in town centres.
- 5.8 The parking policies and scale of charges review is a key component of 'Climate Now' and contains a number of key initiatives to improve air quality and to increase levels of active and sustainable travel undertaken in the Borough. It aligns fully with both the Borough's Local Implementation Plan and also the Air Quality Action Plan, of which this strategy is a key component of both. It will also complement the emerging Public Health strategy for the Borough.

6 Alternatives considered

- 6.1 It can be argued that the Council has little option to revise our Parking Policies and Procedures to help address our air quality emergency. No change is simply not an option that can be defensible in the light of our compelling air quality and

health challenges. However, a number of alternatives parking policy options that could achieve air quality improvement were considered.

- 6.2 The introduction of a charge for permits (without any relation to vehicle emissions) was one option, but was considered to be too 'blunt an instrument' and would not differentiate between vehicles which contribute differently to our poor air quality. It would also offer no incentive whatsoever towards the greening of our vehicle fleet, and so was discarded in favour of a fully emissions-based approach.
- 6.3 Some consideration was also given to increasing the charges for additional household permits, and also to the possible introduction of additional charges for 4th and 5th vehicles. A cap on the number of vehicles per household was also considered. However, in all these cases, these additional charges were considered punitive in addition to the introduction of the emissions-based charge as part of an initial transition, and would be likely to have adverse equalities impacts if applied in addition to an emissions based charge in a single step.
- 6.4 In addition, due to the particular health issues associated with particulate pollutants, a diesel supplement was also considered, in addition to any permit charge. However, this was considered to have EqIA implications (as older diesel vehicles are shown to be disproportionately prevalent among lower income groups) and would also impact adversely upon small businesses, many of whom operate diesel vans. Consequently, this was disregarded for now, although we may review this position later, once the air quality effects of the parking strategy and charges review have been monitored.
- 6.5 The tightening of existing requirements regarding diesel vehicles in the existing central London Ultra-Low Emission Zone (ULEZ) and the introduction of the Ultra-Low Emission Zone Extension (ULEX) which will cover Newham in 2021 will also have a significant impact on some diesel vehicles so the imposition of a further diesel charge by the Council was considered excessive.

7 Consultation

- 7.1 The council has a strong desire to make sure that all residents, businesses and stakeholders play a key role in determining the future direction of policy and help to shape the way Newham looks and feels for years to come. As a result an extensive engagement process was undertaken to gather the key thoughts and priorities that residents and businesses wanted to see taken forward and to form the key elements of any future transport policy documents.
- 7.2 Building on the Citizen Assembly model that the council has employed to engage on wider issues, three Highways, Transportation & Parking Forums were held. They were organised, planned & independently facilitated by the same external consultancy that was engaged for the Citizens Assemblies.
- 7.3 However the forums differed slightly, in that, to ensure a full range of opinion and input representative of the Borough's demographic was represented, local

specific highway user and community groups were invited as well as the general public, who were able to register to attend.

- 7.4 This ensured that a wide range of views were expressed in terms of differing opinions and needs. The discussions held sought to identify any joint consensus on issues relating to road condition, parking management, environmental considerations, funding for highways and maintenance, congestion management and any other matters raised by participants.
- 7.5 The meetings were held on the 26th and 31st January and on the 4th February 2019, in three separate locations (Canning Town, Stratford & East Ham) across the borough and also covered one weekend and 2 weekday events. In total there were over 250 attendees across the 3 sessions giving a full spectrum of opinions. These views were gathered and fell into a number of key areas as set out in Section 3 of this report.
- 7.6 Simultaneously an online consultation/forum was held, this was a unique and innovative approach, utilising special software called POL.IS. This enabled anyone to log in and register their views on a wide range of highways topics as well as create new topics if they felt there was nothing already representing their particular issue of concern.
- 7.7 In total 1,116 participants took part registering votes on over 110,000 statements and creating a further 1779 additional statements of their own for consideration. A breakdown of representation that took part is detailed below.

Demographic	POL.IS respondents	Compared to actual Newham population
Aged between 16 and 34 years	31%	36%
Aged between 35 and 55 years	41%	27%
Over 55 years old	13%	15%
Identifying as white British or any other white background	41%	29%
Identifying as Asian British or any other Asian background	24%	43%
Identifying as Black British or any other Black African or Caribbean background	10%	19%
Identifying as a mixed identity or multiple ethnic groups	12%	5%
Identifying as an ethnicity that is not white, Asian mixed or black background	8%	3%

- 7.8 Having added new comments, further participants could then comment on the new topics raised. In this way the conversation is naturally generating and whilst different groups of opinion were made clear, and a number of key themes that were generally supported by all start to appear. The key issues that emerged also matched the forum discussions and are outlined later below.
- 7.9 The key outcomes were collated and fall into a number of high level areas aims and aspirations as detailed below and these have been adopted as the desired outcomes of the LIP and Parking Policies and Procedures Reviews. These are set out in full at Section 3 of this report.

- 7.10 Additionally an external consultant was engaged to undertake a benchmarking exercise on how other London boroughs deliver their parking controls to help the council consider best practice London wide as part of future considerations.
- 7.11 Once the preparation of the document began after the conclusion of the engagement sessions, the former Cabinet Member for Sustainable Transport and Highways (Cllr Zulfiqar Ali) was consulted on the initial drafts of this document from December 2018, with the current Cabinet Member, Cllr James Asser being consulted on this report and its contents prior to submission to Cabinet.
- 7.12 Subject to the approval by Cabinet of this report, the Parking Policies and Procedures document will then be consulted upon for a period of 3 weeks. Public consultation will be via the Council website, with a supporting communications campaign to direct residents and stakeholders towards the engagement.
- 7.13 Should there be no significant objections that cannot be resolved following that consultation exercise, the new Policies and Procedures will be adopted and implemented, with go-live possible any time from April 2020. However, this is likely to be a month or two later, to allow for a comprehensive marketing and communications campaign to inform residents of the changes and how they will be affected.
- 7.14 However, should there be alternative suggestions proposed by stakeholders which also achieve the Council's air quality improvement and other stated objectives as set out in this document, there may need to be some revisions to the Policies and Procedures document to incorporate these, which will be dealt with by the Delegated Authority sought in this report. This may delay implementation slightly.
- 7.15 It should also be noted that, subsequently, the implementation of each element of the policy will require its own statutory consultation exercise, so although the views of stakeholders will have already been incorporated in the development of the policy document as a whole, there will be a further formal engagement opportunity for all residents and businesses even after the Policies and Procedures document has already been approved.
- 7.16 Clearly, as stated previously, any significant change to existing parking permit arrangements for residents and businesses will require a structured communications approach, which is currently under development.

8 Implications

8.1 Financial Implications

- 8.1.1 The proposed parking strategy seeks to align parking policies and charges with mayoral commitments and support the Council's objectives of air quality, environmental improvement and behavioural

change. A key element of the proposed revised strategy is the introduction of emissions-based permit charges.

- 8.1.2 The Council's Parking service generates income of around £24m per annum, of which £5m relates to income from the issue of around 190,000 parking permits for residents, businesses, visitors, staff and carers. Approximately 57,000 of these are residents' permits and 2,500 business permits. Expenditure incurred in the operation of the service is around £10m per annum, leaving a surplus of approximately £14m per annum, which supports the maintenance of roads, the provision of school crossing patrols, community transport and assisted travel schemes, such as the Taxicard scheme and Freedom Pass. (Newham's contribution to London Councils for the London-wide Freedom Pass costs exceed £10m every year.)
- 8.1.3 The Road Traffic Regulation Act 1984 states that local authorities can only spend surplus parking income on traffic and transport measures. However, the Greater London Authority Act 1999 amended this legislation. It enables London local authorities to use any surplus parking income to implement the Mayor of London's Transport Strategy. The Transport Strategy states that parking surpluses can be used to fund:
- Bus priority measures and other measures to improve bus services
 - Structural maintenance of bridges and roads
 - Healthy Streets areas identified in the Local Implementation Plan
 - Environmental street improvement schemes
 - Interchange projects
 - Measures to assist freight developed through Freight Quality Partnerships
 - Complementing congestion charging
 - Development of school travel plans and workplace travel plans
 - Vehicle emissions monitoring and enforcement.
- 8.1.4 The proposal to introduce emissions-based permit charges for residents and businesses could generate an additional £4.5m in year one on current levels, based on charges according to emissions tiers, as set out in the tables in section 3, with residents' vehicles with emissions of 50g/km or less receiving no charge for a permit (75g/km or less for business permits). The estimated income is based on vehicle type data from DVLA and permit data. However as the vehicle fleet is influenced by the charges it is expected to reduce steadily through years two and three.
- 8.1.5 It is proposed that pay and display charges for both on and off-street parking charges should increase by 15%, in line with retail price index movements since the last increase in on and off-street parking charges in 2012. This would generate an additional £0.5m in on-street pay and display and off-street pay and display income.

- 8.1.6 The table in Appendix E provides the financial projections arising from the proposed changes. Overall, the net additional income expected to be generated from the changes in parking policies and charges is of the order of £5.0m in total for on and off-street parking.
- 8.1.7 Some additional expenditure will be incurred as a result of the proposed changes to parking policies, in terms of:
- IT systems upgrade
 - Removal of P&D on-street equipment and signage
 - Implementation of cashless signage
 - Staff training on the new systems
 - Customer communications and other transitional support (see 8.3.23)
- 8.1.8 In addition, there will be an effective loss of parking revenue as a result of the new policies and procedures, in terms of:
- Reduced income as a result of a 'fairer enforcement policy'
 - Reduced income as a result of the free parking in town centres offer to residents (Mayor's pledge)
 - Reduced income as a result of new free permit types, such as for carers, medical (prescription) home deliveries and charitable organisations etc.
- 8.1.9 While these additional costs and likely revenue losses cannot be calculated precisely at this time, these have been estimated to total c. £1.4m, leaving a potential additional surplus of £3.6m.
- 8.1.10 This additional income arising from the proposed change in parking policies and charges could result in additional funding being available to address stakeholder aspirations such as local highway and environmental improvements, improved highways maintenance, improved public realm and soft landscaping and higher quality walking and cycling networks.
- 8.1.11 It should be emphasised that the proposed change in permit charges will be design impact upon the level of permit income generated in future years, as residents and businesses move towards lower polluting vehicles in lower emission tiers. The estimated level of income generated from the policy changes will therefore be modelled into future years with annual reductions reflecting changes to vehicle ownership and trip making behaviour.

8.2 Legal Implications

- 8.2.1 The Council has made the decision to undertake and implement the New Parking Policies and Procedure pursuant to the Newham Local Plan adopted in 2018, National Planning Policy Guidance and highways powers as part of its Special Parking Area agreements and under Sections 6, 45, 46, 47, 49, 124 and Part IV of Schedule 9 of the Road Traffic Regulation Act 1984 and any relevant powers under the Highways Act 1980.

- 8.2.2 The Council also made the Air Quality Management Area Order 2019 on the 5th of December 2019 and has had regard to the need to improve air quality and the aims of this Order in producing the New Parking Policies and Procedures.
- 8.2.3 The Council has regard to its public sector equalities duty under section 149 of the Equalities Act 2010. :
- 8.2.4 The public sector equality duty places a legal requirement on public authorities such as the London Borough of Newham in the exercise of their functions to, have due regard to the need to:
- (i) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - (ii) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
 - (iii) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 8.2.5 The issues in relation to the public sector equality duty and parking policy charging and procedures is one which needs careful consideration and assessment in order to comply.

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- 8.2.6 The charges and policy once approved and implemented also have the potential to attract a challenge by means of judicial review by an affected or interested party or parties. This would allow a challenge to the decision making process and implementation. If a judicial review is successful then the decision may be quashed. This risk should be assessed and robust decision making and statutory procedures followed in order to prevent a claim for judicial review.
- 8.2.7 The purpose of the policy is to promote its aims and aspirations within the London Borough of Newham. Where any additional revenue or parking surplus is generated it will be reinvested in accordance with the provisions provided in section 55 of the Highways Act. The Highways Act provides that surplus revenue must be utilised to support and fund related activities on improving highways and transportation which would include localised neighbourhood improvement schemes (detailed in 8.1 above).
- 8.2.8 All financial, legal, equality duty and other relevant implications will also be considered at subsequent stages of the decision making process.
- 8.2.9 Generally, the Council will also consider the risks relating to the implementation of the individual elements of the policy and ongoing further legal implications including in relation to potential equalities implications, data protection and compliance with General Data Protection Regulation 2016.

8.3 Equalities Implications

Charges

- 8.3.1 While the exact scale of new charges are yet to be agreed by Cabinet and following the proposed public consultation exercise on the draft document, a number of options which aim to meet the desired objectives identified from the engagement exercise have been developed and their equalities and socio-economic impacts assessed.
- 8.3.2 It is clear that there is a fine balance between setting an emissions-based charge which is high enough to encourage residents and businesses to consider the vehicle they are using, and for them to contemplate changing to a cleaner vehicle subject to less of a charge, but also which is sufficiently low so as to not have a significant socio-economic impact or impact adversely on businesses.
- 8.3.3 To evaluate appropriate charging levels, an extensive benchmarking exercise with nearby boroughs in London with similar demographics and socio-economic characteristics was undertaken to determine an appropriate level of charges. In addition, detailed DVLA registration data was obtained to establish the exact emissions characteristics of the Newham vehicle fleet, so that the number of vehicles in each potential emission category could be identified.
- 8.3.4 This assessment exercise identified the following key issues:
- A large proportion of residents of the Borough, cannot afford to own cars, and 52% of all households in the Borough do not have access to a car
 - The range of charges proposed for Newham residents' vehicles were still lower than over 50% of other authorities benchmarked, despite many of those authorities having similar demographics and socio-economic characteristics (e.g. Tower Hamlets, Hackney)
 - Levels were set so as to be in the bottom 40% of charges across London
 - Tier categories were set according to the Newham vehicle fleet to ensure that only a small proportion of the Borough's vehicles fell into either of the two higher categories, with the lower tier thresholds set to capture most of the Borough's vehicles
 - Data on type of cars owned by socio economic group was used to verify that few of the borough's poorer residents are represented in the higher emission tier groups. However, while the majority of these categories are made up of 'high-end' and performance cars and SUV's, a small proportion of the cars in these groups are older luxury models, some of which are owned by less affluent residents. While a small group, these will be impacted.
- 8.3.5 A diesel supplement was also considered but was ruled out due to the high proportion of lower income groups that own diesel vehicles, as the effect was considered disproportionate. While diesel vehicles undoubtedly contribute more harmful pollutants than the equivalent petrol models, this additional charge was not considered appropriate

for socio-economic reasons – although this may be reviewed following outcome monitoring.

- 8.3.6 For business permits, a similar, albeit less thorough impact assessment was undertaken. Again, using fleet data, estimates were made of vehicles in each emission category and charges set to ensure that the majority of businesses would be either better off or unaffected, with only the remaining minority of larger vehicles (box vans etc.) in the upper tiers. However, as DVLA data was not available for business vehicles this exercise was more 'coarse' than for residential vehicles, where better specific Newham data was available.
- 8.3.7 This charge level is reflected in the revenue projections which show very little change over current business permit revenues raised. While there is an increase in business permit costs for more polluting vehicles, it is hoped that the businesses can either carry these costs easier than individuals, or alternatively be more able to change vehicle to a less polluting model.
- 8.3.8 Again, a diesel supplement was considered, but as a large majority of business vehicles are diesels, we felt this was a further disproportionate impact on the Borough's businesses and would conflict with the community wealth building agenda, especially as we have a high number of SME's in the Borough.
- 8.3.9 It is acknowledged that the desired outcome of the revisions to parking permit charges will be an evolution in the vehicle fleet towards cleaner, greener models, subject to less of a permit charge. This will also assist residents and businesses in their preparations for the introduction of the Ultra Low Emission Zone Extension (known as ULEX) in 2021, which will cover all of Newham.
- 8.3.10 To assist with the transition of the vehicle fleet, scrappage schemes for both individuals and businesses exist at both London and National level ([Mayor of London ULEZ Car and Motorcycle Scrappage Scheme](#), [Mayor of London Van and Minibus Scrappage Scheme](#)) and it is the Council's intention to assist those wishing to change vehicles, by helping with their scrappage grant applications. There are also grants for residents and businesses for both electric vehicles ([DfT Plug-In Grants Scheme](#)) and the charging infrastructure ([DfT Grant Scheme for Electric Vehicle Infrastructure](#)) and we intend to help people with applications of this sort. The Council could also consider topping up the existing cash scrappage fees and EV grants with funds from parking revenue surplus. This way we can assist any residents or businesses who are adversely impacted in replacing their vehicles with less polluting models.
- 8.3.11 The introduction of increased parking charges can in some cases influence social trips, such as those made by relatives to an elderly relative, or those made by carers, charitable organisations or pharmacies delivering medicines to the sick and elderly. To address this, the Council has proposed; (i) a parking credit solution so that

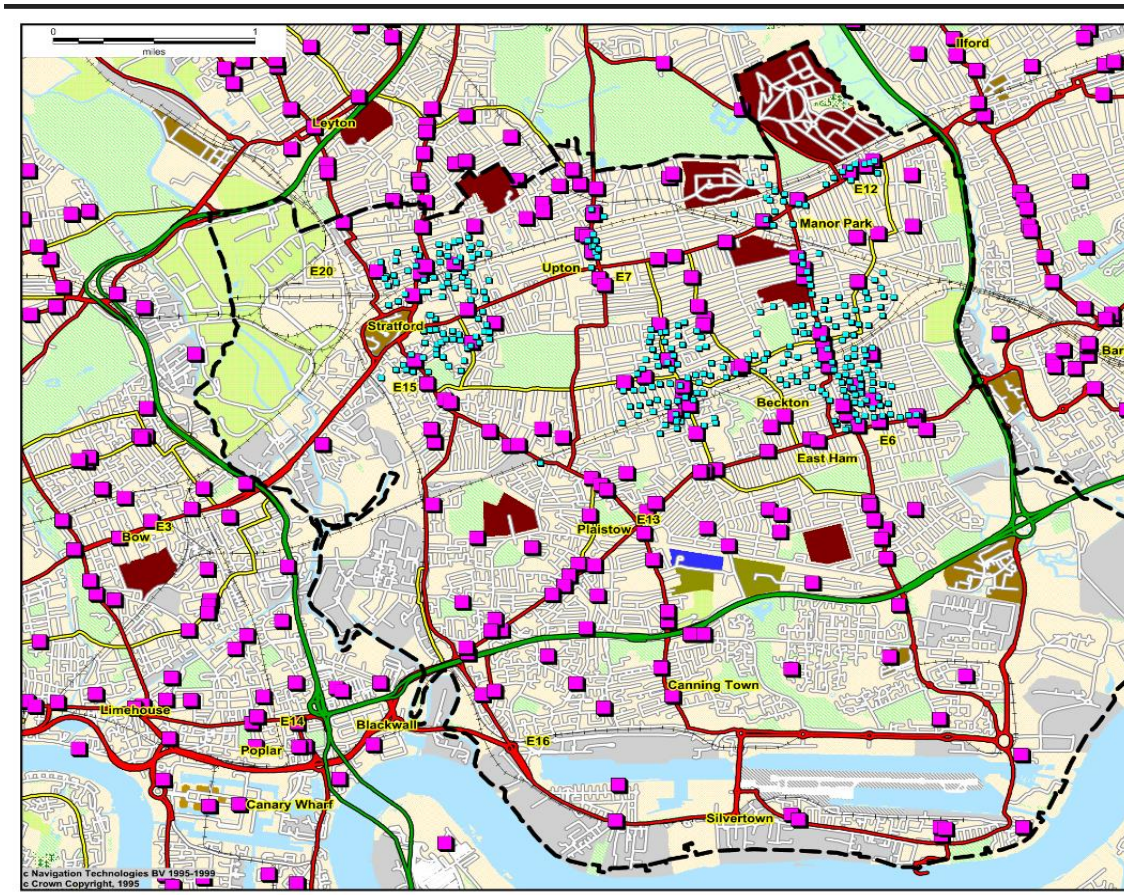
social trips can continue to be made and (ii) a reduction to carer, charitable and healthcare suppliers permit charges.

- 8.3.12 It is also important to note that disabled residents, who have a Blue Badge, will be unaffected by these proposed revisions to the Council's Parking Policies and Procedures.
- 8.3.13 Parking charges may also impact on the economic performance of town centres and consequently impact on community wealth building, by discouraging some car-based visitors, although officers believe this relationship is often overstated in a Borough such as ours where more than half of Newham households do not have access to a car. Indeed, data from other neighbouring Local Authorities suggests that car users spend disproportionately less than those using other modes, including those that visit on foot or by bike.
- 8.3.14 However, to offset this perceived concern, and also to fulfil a Mayoral pledge on this issue, free parking for all residents by means of parking credits will be given to ensure that residents can park for free in designated shopping areas and town centres, although the extent of this credit will have to be limited if wider outcomes are to continue to also be met. 2 hours of free parking of this sort per week is therefore currently proposed.
- 8.3.15 In terms of other equalities impacts, by their very nature, parking policies and procedures are universally applied and therefore have no differential impacts.
- 8.3.16 Finally, it should be noted that there is a close correlation between socio-economic mapping across the Borough and areas of high pollution, with lower income housing often concentrated along busy roads. Any change in air quality for the better would therefore positively impact upon our poorer residents.
- 8.3.17 In conclusion, despite the introduction of additional parking charges, it has been concluded that there are no significant adverse socio-economic impacts as a result of the proposed level of charges under consideration that cannot be mitigated by the complementary initiatives proposed.
- 8.3.18 Similarly, there are no significant equalities impacts identified that cannot be mitigated by the proposed exemptions, parking credits and permit types.

Move to Cashless

- 8.3.19 A separate set of potential equalities impacts are generated by the move towards a cashless parking system.
- 8.3.20 Some residents, particularly the elderly and those who do not use English as a first language, may be daunted by the move towards cashless parking, and may face difficulties using the new system and be concerned about how they pay for their parking in the future.

- 8.3.21 Those residents without smart phones, also potentially the elderly, will also potentially be disadvantaged by this move towards cashless systems.
- 8.3.22 Both these potential sets of impacts are understood, and mitigations are under development to address these.
- 8.3.23 To help people understand the new process, and how cashless parking works, along with explaining the concept of parking wallets, an extensive communications plan is under development. This plan will use the usual media channels, but will also be supplemented by targeted events aimed at those who may have particular difficulty, such as the elderly and those who do not read English well. These events will be organised as 'parking workshops' and will be run through the Community Neighbourhoods teams.
- 8.3.24 For those without access to a smartphone, or those who cannot use one in the required fashion, it is proposed to set up a system of 'pay-points' where customers can still pay by cash.
- 8.3.25 Customers are allowed 5 minutes in order to obtain a cashless parking session or to use a pay point facility prior to being liable for a parking ticket, therefore there will be time for the customer to pay for their parking.
- 8.3.26 Below is a map of the existing pay point locations in the borough, in which the customer will be able to use to pay for their parking by cash from April 2020.



8.3.27 While the above map shows a good density of pay point locations across the borough, engagement is continuing with retailers and other key locations to further expand the locations where parking can still be paid for with cash.

8.3.28 Therefore, while there are some impacts on some groups caused by the introduction of cashless parking, these can be effectively mitigated by targeted information and an extensive borough-wide network of pay point locations as set out above.

8.4 Other Implications relevant to this report:

8.4.1 N/A

9 Background Information used in the preparation of this report

[LBN Air Quality Action Plan](#)

[Mayor's Transport Strategy \(MTS\)](#)

[London Environment Strategy](#)