

# **Merton Council**

## **Cabinet**

**12 November 2018**

### **Supplementary agenda 1**

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| 8 | Vehicle emissions, public health and air quality - a strategic approach to parking charges | 1 - 34 |
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## **Committee: Cabinet**

**Date: 12<sup>th</sup> November 2018**

Wards: All

### **Subject: Public health, air quality and sustainable transport-a strategic approach to parking charges**

Lead officer: Chris Lee, Director Environment & Regeneration &

Dagmar Zeuner, Director of Public Health-Merton, Community & Housing

Lead member: Cllr Byers (Cabinet Member for Adult Social Care and Health)

Contact officer: Ben Stephens, Head of Parking Services

**Reason for urgency:** The Chair has approved the submission of this report as a matter of urgency as a number of key objectives and principles need to be agreed in order for the review to take full account of future impacts on parking charges which come forward to Cabinet and Scrutiny in December and January respectively.

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#### **Recommendations:**

- A. Members note the important role Parking Services play to help deliver key strategic council priorities including public health, air quality and sustainable transportation.
  - B. That Members note the contents of the report and the key strategic policies in order to review future parking provision and charges.
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## **1 PURPOSE OF REPORT AND EXECUTIVE SUMMARY**

- 1.1. The purpose of this report is to inform Members of the key strategic drivers that will affect parking policy for the future. The public health agenda, the shift to more active and sustainable transport modes (such as walking, cycling and public transport) the impact of vehicle emissions and congestion on air quality, and demand for kerbside space form the backdrop of the policy direction set out below.
- 1.2. The Merton parking service already contributes to; and helps deliver the key policies set out in: Merton's Health and Wellbeing Strategy; Merton's Air Quality Action Plan; the Council's Local Implementation Plan; and the Mayor of London's Transport Strategy.
- 1.3. The report informs Members of the many operational and strategic considerations Parking Services review on a regular basis in order to ensure the council's wider objectives are being met.
- 1.4. The report also considers a range of options which will aim to adjust driver behaviour and to ensure that we can provide a modern, efficient and environmentally sustainable parking service over the coming years.
- 1.5. This report forms the first part of the process to identify and define the key policies and drivers that the future review will be based upon. A further detailed report on future parking charges will be tabled in December, before proceeding to scrutiny in January 2019.

## **2 KEY STRATEGIC COUNCIL PRIORITIES RELEVANT TO PARKING SERVICES**

### **2.1. PUBLIC HEALTH**

2.1.1 Public Health has a vision to protect and improve physical and mental health outcomes for the whole population in Merton throughout the life course, and reduce health inequalities especially between the west and east of the borough.

2.1.2 In Merton, the Health and Wellbeing Board brings together key stakeholders to provide leadership for health. This includes shaping a health promoting environment (healthy place) as well as promoting good health and care services.

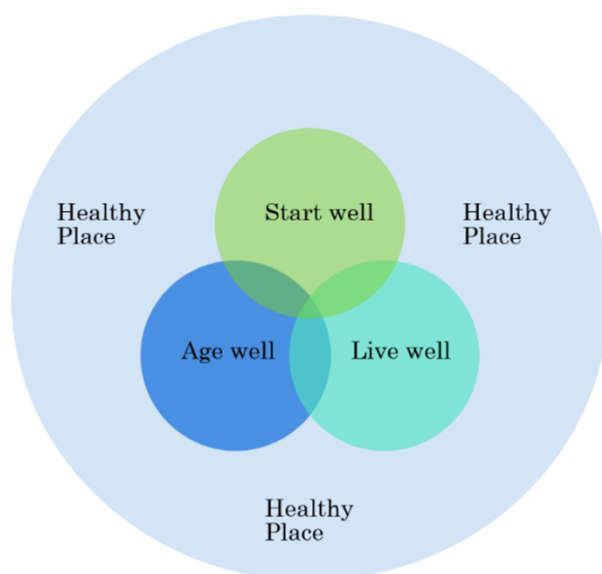
2.1.3 It is a statutory duty for the Health and Wellbeing Board to produce a joint Health and Wellbeing Strategy; this work is based on the data from the Joint Strategic Needs Assessment (JSNA) and an ongoing dialogue what matters to people. The Health and Wellbeing Strategy is underpinned by 6 policy objectives identified in Michael Marmot's '[Fair Society, Healthy Lives](#)' 2010 paper as policies which are key to reducing health inequalities and improving population health. The 6 policy objectives are:

- Giving every child the best start in life
- Enabling all children, young people and adults to maximise their capabilities and have control over their lives
- Creating fair employment and good work for all
- Ensuring a healthy standard of living for all
- Creating and developing sustainable places and communities
- Strengthening the role and impact of ill-health prevention

2.1.4 The Health and Wellbeing strategy sets out how the Health and Wellbeing Board will work in partnership to ensure a fair share of opportunities for Merton residents to live healthy lives, to take early action to improve their health and wellbeing, and to reduce health inequalities.

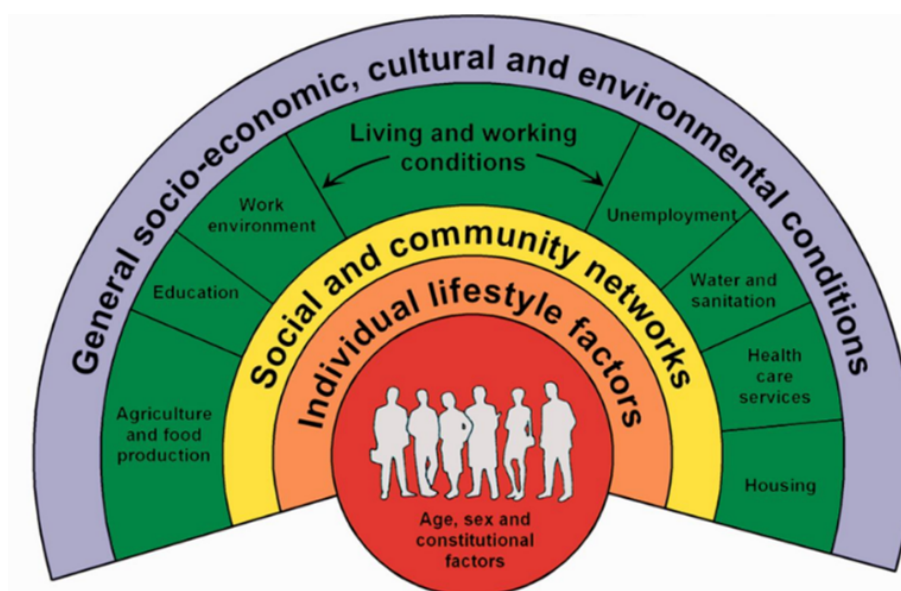
2.1.5 The Health and Wellbeing Strategy is in the process of being refreshed and it will cover 2019-2024. The Health and Wellbeing Board have agreed four overarching themes for the new Health and Wellbeing Strategy of: Start Well; Live Well; Age Well; in a Healthy Place. The Healthy Place theme is an integral part of the first three themes, and focuses on how we can create an environment that allows all Merton residents to flourish, see figure 1 below.

**Figure 1**



- 2.1.6 The Health and Wellbeing Strategy is being refreshed from the perspective that the public's health and the choices they face regarding their health is shaped by a wide range of factors in our environment, influenced by political, cultural, social, economic, environmental and commercial factors. These are called the wider determinants of health, illustrated in figure 2 below. For an overview of the evidence base on the wider determinants of health, see Michael Marmot's 2010 paper '[Fair Society, Healthy Lives](#)'.

**Figure 2**



- 2.1.7 Although the governance of the of the Health and Wellbeing Strategy sits with the Health and Wellbeing Board, the refresh process will involve all thematic partnerships; Children's Trust Board; Safer and Stronger Partnership; and the Sustainable Communities and Transport Partnership, all of whom influence the wider determinants of health. These Boards

incorporate the work of different Council departments, many-if not all- of whom hold the levers to improving people's health in Merton.

- 2.1.8 These Council levers can be deployed to create environments that make the 'healthy choice the easy choice' for Merton residents (for example, by limiting the advertising of unhealthy food in Council-owned areas to children, or by incentivising people to walk, cycle and use public transport). Often deploying these levers offers a 'win win' scenario in terms of achieving Public Health goals, such as reducing childhood obesity, and other council strategic priorities, such as improving air quality.
- 2.1.9 [Merton's Annual Public Health Report 2018](#) on health inequalities was recently published and aims to provide a reference for officers, partners and residents to understand what we mean by inequalities, specifically health inequalities but also the underlying drivers of differences in health outcomes between different groups. The report, whilst recognising the role of personal prevention approaches to improve health (e.g. support for individuals to stop smoking) states that we need to rebalance our efforts towards population level prevention. Parking Services have a role to play in this, for example by helping residents move towards more sustainable and active modes of transport.
- 2.1.10 **School Neighbourhood Health Enhancement Pilot:** Recognising that many different government departments hold the levers to improving the urban environment and therefore the public's health, Merton is currently developing a 'School Superzone' pilot. The pilot is led and supported by Public Health England and involves identifying the levers the Council has to improve the urban environment in the 400 metres around a school, through taking action on issues such as air quality and an obesogenic environment, with the ultimate aim of reducing health inequalities. The pilot recognises that there isn't one solution to complex public health challenges, and involves London Borough of Merton colleagues across departments collaborating and working jointly to improve the urban environment around a school. Boroughs are encouraged to tie Superzone proposals into local planning and transport funding streams. The pilot will run from July 2018-March 2019, after which an evaluation and final report will be prepared.
- 2.1.11 The importance of the environment in influencing people's health cannot be underestimated. Evidence shows that personalised information revealing the risks of a certain risky behaviour is not enough. For example communicating with a person about the risks to blood pressure and body mass index caused by not being physically active enough is not always effective at changing people's behaviours and influencing population-level change. This is because they ignore a series of non-conscious processes that occur in people's brains. The environment has a stronger influence on people's behaviours than the information they may be thinking about in their minds. The environment does this by affecting a non-conscious set of processes in our brains that affect behaviours such as travelling to work and craving unhealthy food. For example, it could be an advert in the street for a high sugar soft drink, an escalator beside a set of stairs, or a two-for-one offer on a packet of biscuits. All these environmental cues affect people's behaviours

through non-conscious processes.<sup>1</sup> They can be summarised by ‘making the healthy choice the easy choice’.

- 2.1.12 Interventions occur at individual, community and population levels. Tackling risky behaviours such as physical inactivity, smoking, drinking alcohol and eating unhealthily require multiple interventions at different levels, in particular, interventions operating at the population level in our built environment, such as parking policy. (The Nuffield Council on Bioethics offers a ‘ladder of intervention’ tool to use when considering the public acceptability of health interventions.)
- 2.1.13 The public are aware of the threat of unhealthy behaviours and the impact the environment can play. A recent Healthy Places Survey<sup>2</sup> revealed the top priorities identified by Merton residents for creating healthy places in Merton included air quality, green infrastructure and open spaces including parks, and good cycling and walking routes, paths and lanes. In the UK, the public has identified issues such as obesity, alcohol, poor diet, smoking and lack of exercise as some of the main threats to the population’s health.<sup>3</sup>

## 2.2. **POTENTIAL BENEFITS TO THE PUBLIC’S HEALTH RELATING TO PARKING SERVICES**

- 2.2.1 There are many potential public health benefits related to parking policy, some of which are listed below.
- 2.2.2 **Air quality and health:** The Public Health Outcomes Framework estimates that 5.3% of mortality in Merton can be attributed to long term exposure to air pollution. By helping to reduce vehicle emissions and supporting the shift to sustainable and active modes of transport (such as walking and cycling), parking policy can improve air quality, which in turn will have positive benefits for people’s health. The evidence on the impact of air quality on health is wide ranging. It shows that, over time, poor air quality is associated with a range of mortality and morbidity outcomes. Exposure to poor air quality is associated with a range of cardiovascular, respiratory and cerebrovascular health effects<sup>4</sup> and recent evidence suggests there may be a link between air pollution and a person being at increased risk of developing dementia.<sup>5</sup> Evidence suggests a link between air quality and respiratory illnesses in children as well as adults<sup>6 7</sup>, and a link between

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<sup>1</sup> <https://www.thelancet.com/action/showPdf?pii=S0140-6736%2817%2933324-X>

<sup>2</sup> <https://www.merton.gov.uk/assets/Documents/Healthy%20Places%20survey%20responses%20Jan18.pdf>

<sup>3</sup> [https://www.richmond.gov.uk/media/10923/annual\\_public\\_health\\_report\\_2016.pdf](https://www.richmond.gov.uk/media/10923/annual_public_health_report_2016.pdf)  
Original source: Ipsos Mori 2014 survey

<sup>4</sup> [http://www.euro.who.int/\\_\\_data/assets/pdf\\_file/0017/234026/e96933.pdf?ua=1](http://www.euro.who.int/__data/assets/pdf_file/0017/234026/e96933.pdf?ua=1)

<sup>5</sup> <https://bmjopen.bmj.com/content/8/9/e022404>

<sup>6</sup> <https://www.bmj.com/content/353/bmj.i2083>

<sup>7</sup> <https://www.ncbi.nlm.nih.gov/pubmed/29874918>

exposure to air pollution and cognitive performance.<sup>8</sup> In Scotland a recent study found spikes in poor air quality to be associated with increased hospital admissions and GP surgery visits.<sup>9</sup> The benefits of improving air quality are not limited to population health benefits, but also represent biodiversity, climate change and economic benefits.

2.2.3 **Safer roads:** In 2016 there were 579 people slightly injured and 44 people killed or seriously injured due to road traffic accidents in Merton.<sup>10</sup> By supporting the shift to more sustainable modes of transport, parking policy can help to reduce the number of road traffic accidents in Merton, leading to fewer deaths from road traffic accidents and a reduction in hospital-related admissions from road traffic injuries.

2.2.4 **Active travel and health:** By supporting the shift to more sustainable and active modes of transport, improving air quality and generally making streets more pleasant places for Merton residents to spend their time, parking policy can help increase the physical and mental health of Merton residents. This can help reduce levels of childhood and adult overweight and obesity; a key issue in Merton that is also related to health inequalities. In Merton, one in five children entering reception are overweight or obese and this increases to one in three children leaving primary school in Year 6 who are overweight or obese. In Merton, levels of physical activity has declined in recent years from 38 percent of residents doing at least two x 10 minutes of active travel a day in 2013/14 to 2015/16 to 36 percent in 2014/15 to 2016/17. Furthermore based on Department for Transport statistics for 2016/17 the proportion of adults doing any walking or cycling is once a week is 77.9% down from 81.5% for 2015/16.

**Healthy places:** The 'healthy streets' approach, adopted by both Merton Council and Transport for London, The Healthy Streets approach is designed by Public Health Consultant Lucy Saunders and is based on 10 evidence-based indicators. The approach defines a healthy street as one with: things to see and do; places to stop and rest; shade and shelter; clean air; and pedestrians from all walks of life. It must be easy to cross; and feel safe, relaxing and not too noisy. Put simply, it needs to be an environment in which people choose to walk and cycle. Action against these indicators ultimately improves health, and parking policy has a role to play for example, by helping improve air quality, and incentivising people to walk, cycle and use public transport.

## 2.3. MERTON AIR QUALITY ACTION PLAN 2018-2023

2.3.1 Mentioned previously, air pollution is recognised as a major contributor to poor health with more than 9000 premature deaths attributed to poor air quality in

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<sup>8</sup> <http://www.pnas.org/content/115/37/9193>

<sup>9</sup> <http://erj.ersjournals.com/content/52/1/1702557>

<sup>10</sup> Travel in London 10 supplementary Information



London Air pollution is associated with a number of adverse health impacts: it is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are often less affluent.

- 2.3.2 Air quality has been identified as a priority both nationally and within London, where pollution levels continue to exceed both EU limit values and UK air quality standards. Pollution concentrations in Merton have historically and continue to breach the legally binding air quality limits for both Nitrogen Dioxide (NO<sub>2</sub>) and Particulate Matter (PM<sub>10</sub>). The air quality monitoring network run by Merton has shown that the UK annual mean NO<sub>2</sub> objective (40µg/m<sup>3</sup>) continues to be breached at a number of locations across the borough. In some locations the NO<sub>2</sub> concentration is also in excess of the UK 1-hour air quality objective (60µg/m<sup>3</sup>) which indicates a risk not only to people living in that area but also for those working or visiting the area.

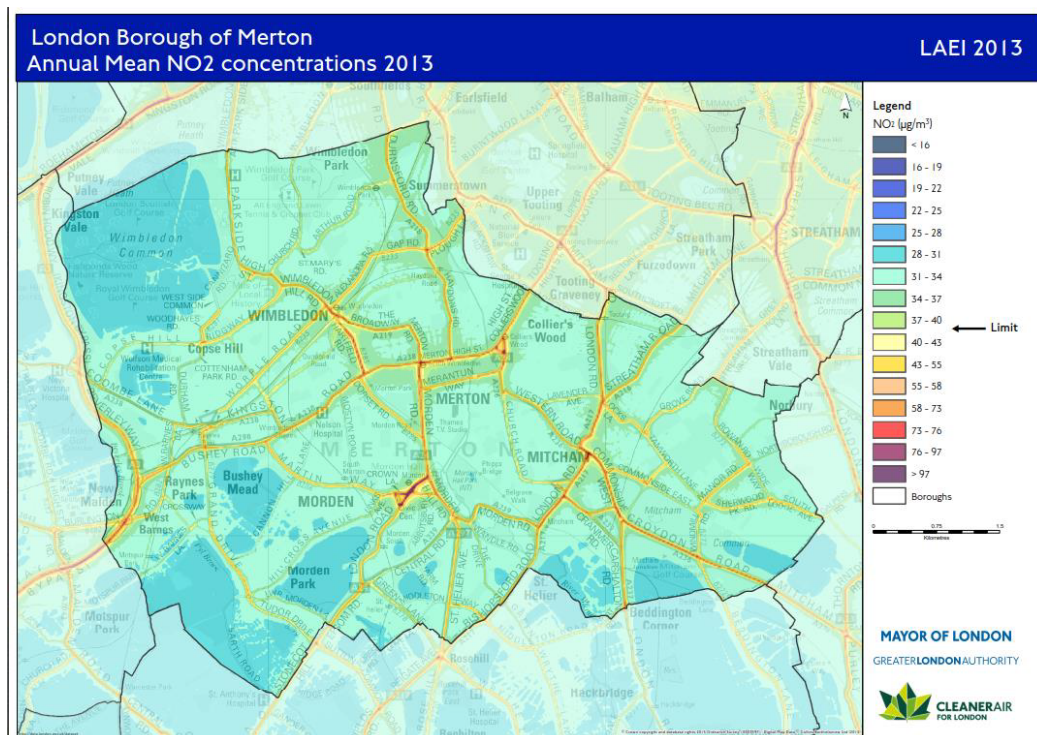
**Table A. Summary of National Air Quality Standards and Objectives**

Pollutant	Objective (UK)	Averaging Period	Date <sup>1</sup>
Nitrogen dioxide - NO <sub>2</sub>	200 µg m <sup>-3</sup> not to be exceeded more than 18 times a year	1-hour mean	31 Dec 2005
	40 µg m <sup>-3</sup>	Annual mean	31 Dec 2005
Particles - PM <sub>10</sub>	50 µg m <sup>-3</sup> not to be exceeded more than 35 times a year	24-hour mean	31 Dec 2004
	40 µg m <sup>-3</sup>	Annual mean	31 Dec 2004
Particles - PM <sub>2.5</sub>	25 µg m <sup>-3</sup>	Annual mean	2020
	Target of 15% reduction in concentration at urban background locations	3 year mean	Between 2010 and 2020

Note: <sup>1</sup>by which to be achieved by and maintained thereafter

- 2.3.3 Pollution in Merton comes from a variety of sources. It includes pollution originating outside the borough, and, in the case of particulate matter, a significant proportion comes from outside London and even outside the UK. Obviously the Council has limited control over this, however local sources are primarily from road transport and from development/buildings.

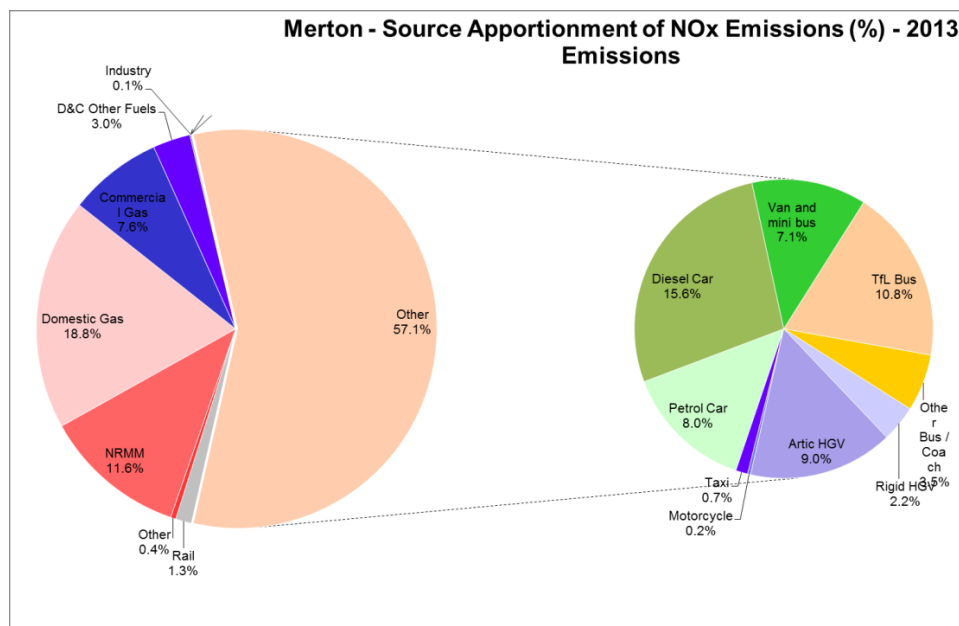
**Figure 2: Modelled map of annual mean NO<sub>2</sub> concentrations (from the LAEI 2013)**



The modelled NO<sub>2</sub> concentrations clearly identify the contribution of road traffic emissions with exceedance of the NO<sub>2</sub> annual mean objective closely correlated with the main transit routes and busy junctions within the borough.

- 2.3.4 Of the pollution that originates inside the borough the main sources of NO<sub>2</sub> are transport (57.1%), domestic gas boilers (18.8%) and static non-road mobile machinery (11.6%).
- 2.3.5 In respect of the transport sources the LAEI source apportionment data for the borough indicates that diesel vehicles contribute approximately 90% of the NO<sub>x</sub> emissions and 80% of the PM<sub>10</sub> emissions (based on 2013 modelled data). This supports the evidence from the dispersion modelling (Figures 1, 2 & 3) which indicates that the highest concentrations of both NO<sub>2</sub> and PM<sub>10</sub> are most closely associated with the main traffic routes and road junctions within the borough.

**Figure 6: NO<sub>x</sub> Emissions by source and vehicle type (from the LAEI 2013)**



### 2.3.6 AQMAs and Focus Areas

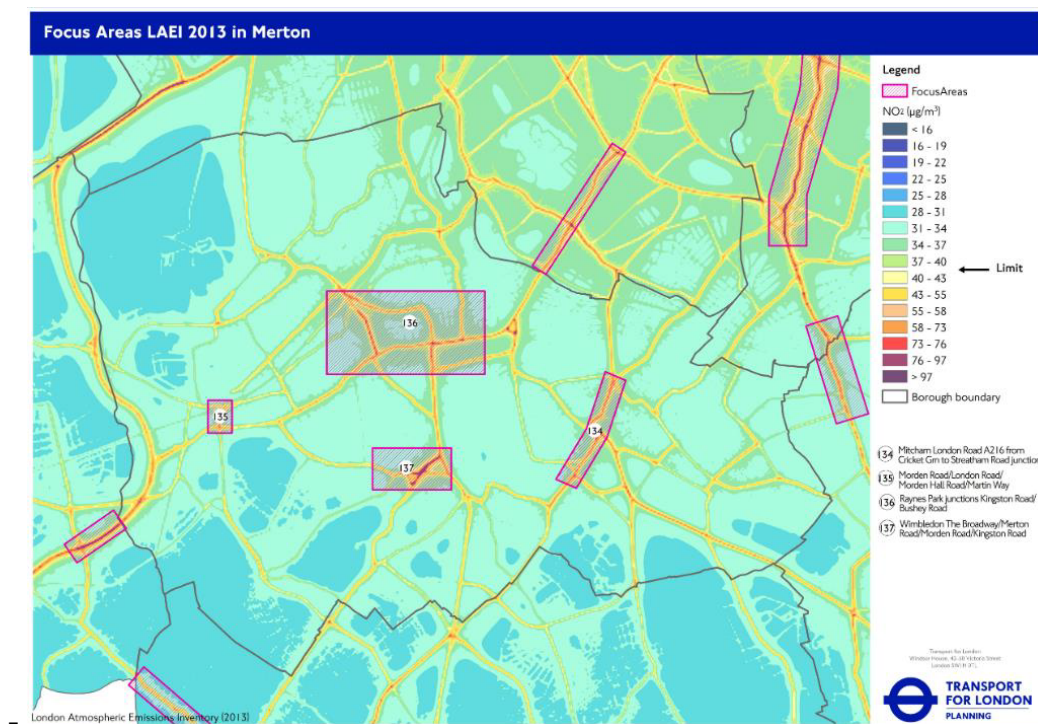
2.3.7 In Merton an Air Quality Management Area (AQMA) has been declared for the whole borough. The AQMA has been declared for the following pollutants:

2.3.8 Nitrogen Dioxide: we are failing to meet the EU annual average limit for this pollutant at some of our monitoring stations and modelling indicates it is being breached at a number of other locations. We may also be breaching the UK 1-hour Air Quality Objective based on measured concentration for NO<sub>2</sub> being in excess of 60µg/m<sup>3</sup> at some locations within the borough.

2.3.9 Particulate Matter (PM<sub>10</sub>) – whilst monitoring data from the automatic monitoring station at South Wimbledon indicates we are complying with the UK Objectives and EU Limits, the wider modelling data indicates that we are likely to be breaching the 24-hour and annual mean PM<sub>10</sub> Objectives at a number of locations across the borough. We are also exceeding World Health Organisation air quality guideline for this pollutant, and we have a formal responsibility to work towards reductions of PM<sub>2.5</sub>.

2.3.10 An Air Quality Focus Area is a location that has been identified as having high levels of pollution and human exposure. There are four focus areas in the borough. These are in the main centres of Mitcham, Morden, Raynes Park and Wimbledon.

**Figure 5: Map of London Borough of Merton Focus Areas (2013)**



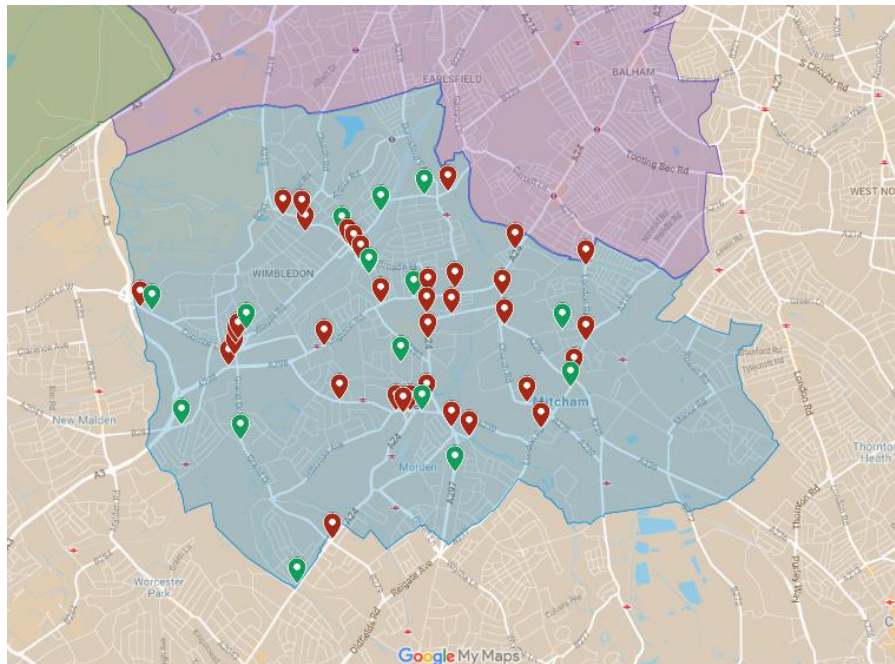
**Figure 4: London Borough of Merton GLA Focus Areas (2013)**

Focus Area Ref.	Location
<b>Focus Area 134</b>	<b>Mittham</b> - London Road A216 from Cricket Green to Streatham Road junction
<b>Focus Area 135</b>	<b>Morden</b> - Morden Road/London Road/Morden Hall Road/Martin Way
<b>Focus Area 136</b>	<b>Raynes Park</b> - junction Kingston Road/Bushey Road
<b>Focus Area 137</b>	<b>Wimbledon</b> - The Broadway/Merton Road/Morden Road/Kingston Road

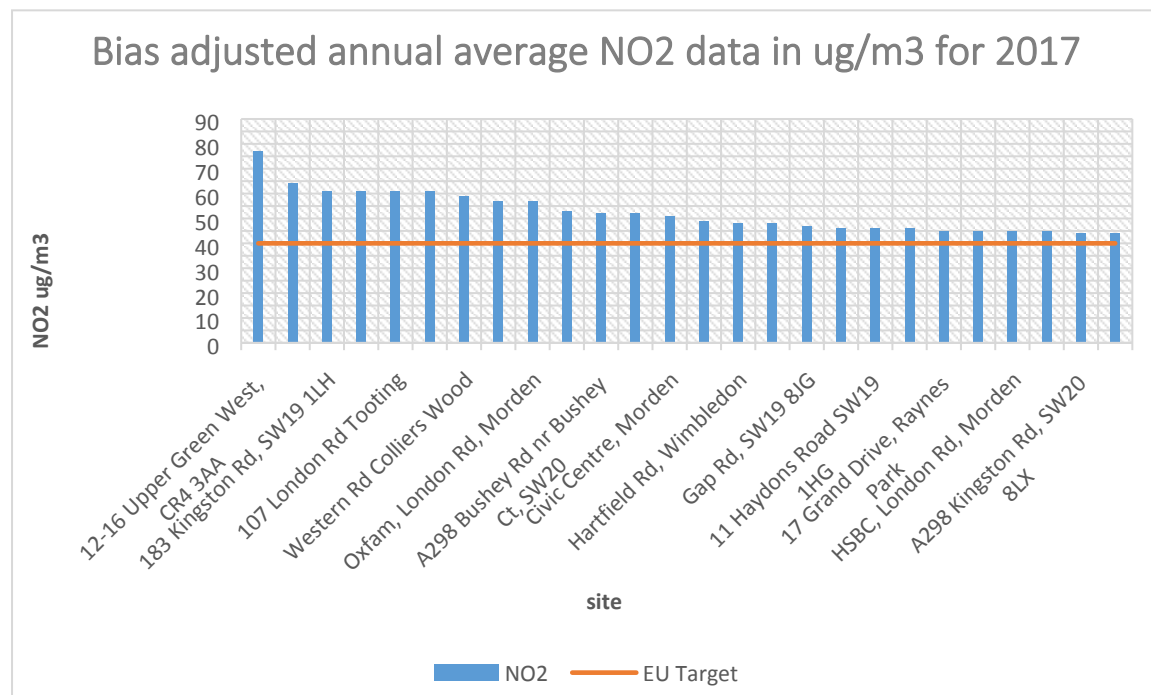
2.3.11 Merton Council also undertakes non-automatic monitoring of nitrogen dioxide using diffusion tubes. In January 2017 following a comprehensive review of the monitoring provision in Merton, the diffusion tube network was expanded from 20 to 50 sites. This provides a comprehensive coverage of all hotspots including most main roads and town centres throughout the borough. Diffusion tubes offer a relatively inexpensive means of gauging NO<sub>2</sub> concentrations at a number of locations across the borough. The results provide monthly NO<sub>2</sub> averages and can be used to compare measured concentrations with the annual mean NO<sub>2</sub> objective. The accuracy of diffusion tube data is improved by comparing results with automatic monitoring data and a bias adjusted applied based on calculation of a national factor.

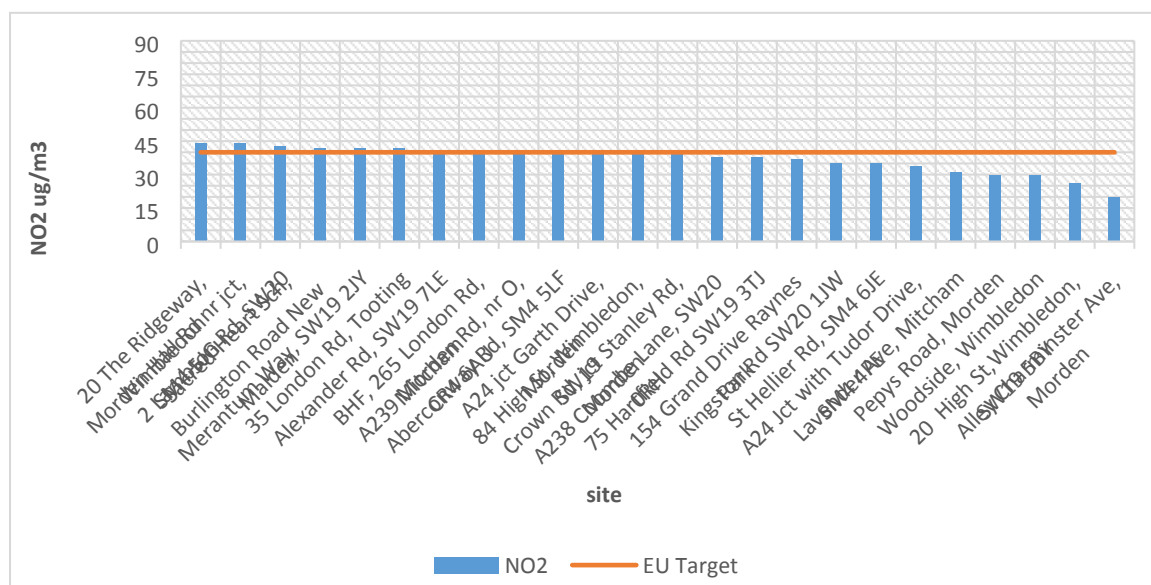


## Monitoring locations in the borough



## Nitrogen Dioxide Bias Adjusted Annual Average Concentrations for all sites for 2017 (split over 2 graphs)





- 2.3.12 There are a number of UK and London focused initiatives, both ongoing and planned, which will have an impact on air quality within Merton, but it is clear that local action is also required to ensure that the health and wellbeing of local communities is protected. The Councils New Air Quality Action Plan identifies a number of measures through which emissions can be reduced at a local level.
- 2.3.13 In order to achieve the necessary improvement in air quality, there needs to be a firm commitment and continued cooperation across the relevant departments and services within the Council to ensure that actions are implemented effectively. We will also continue to work collaboratively with neighbouring authorities, the Greater London Authority and Transport for London in pursuing shared air quality improvement initiatives and actions.
- 2.3.14 The London Borough of Merton is committed to reducing the exposure of people in Merton to poor air quality. The updated Air Quality Action Plan identifies Merton Council's priorities for tackling air quality over the next 5 years and is supported by the departmental Heads of Service for Environmental Health, Transport, and Planning; the Director of Public Health and Cabinet members.
- 2.3.15 Road transport accounts for approximately 60% of emissions of NO<sub>2</sub> in our borough. This contribution increases significantly when closer to busy main roads. Transport emissions contribute heavily to air pollution in the borough, as well as being a major contributor to London wide pollution.
- 2.3.16 Tackling pollution from road transport is predominantly carried out in two ways. The first and most effective way is to reduce our use of vehicles, and move towards more sustainable and active modes of transport, such as cycling, walking and public transport. This also has positive health and lifestyle benefits beyond just the reduction of air pollution. As a borough we can help to create an environment that is welcoming and promotes walking and cycling as a means of travel, as well as for leisure and to promote healthy lifestyles.
- 2.3.17 In addition, the second way is to tackle road transport itself by trying to move away from the most polluting vehicles by use of incentives and to build

infrastructure that provides for the electric vehicle revolution which is starting to emerge.

- 2.3.18 There are some areas in the borough where we have little influence, such as Transport for London's road network, which consists of many of the busiest and more polluting roads in the borough. We also have no direct control over the movement of black cab taxis or buses through the borough, which again falls under the control of TfL. We strive to work with, and apply pressure on our colleagues, and lobby for the best outcomes for our borough. This is something that we will continue to do, at every opportunity.
- 2.3.19 We recognise that people own and choose to use private vehicles, whether this is for convenience, necessity or by choice. We need to consider what we as a borough can do to encourage our residents and visitors to move away from polluting vehicles.
- 2.3.20 The Mayor of London is taking similar action with the new and proposed Ultra Low Emissions Zones which have the ambition to push the change toward cleaner vehicles as quickly as possible.
- 2.3.21 We have a good history of promoting the move to cycling and walking in the borough, including the construction of new cycling routes, the provision of cycling facilities and the introduction of on-street cycle parking facilities. We have implemented the Safer Routes to School/Walking Bus scheme via School Travel Plans and the implementation of London Cycle Network.
- 2.3.22 In 2016 we created cycling and walking maps in the borough and supported London Walkit.com, a walking strategy to promote walking as a sustainable transport mode and to help guide walkers to use less polluted routes.
- 2.3.23 To date we have introduced 56 Controlled Parking Zones and we have an active waiting and loading programme. We also strongly support the use and managed expansion of Car Clubs as a method of reducing the number of vehicles in our borough.
- 2.3.24 We promote School Travel Plans and are members of TfL STARS school travel plan accreditation scheme. As part of a number of initiatives we support schools to operate Safer Routes to School, Walk on Wednesdays, walking bus, cycling, use scooters etc.
- 2.3.25 Merton's ambition (by 2021/22) is to facilitate 125 electric vehicle charge points across the borough, including fast, rapid and residential charge points.
- 2.3.26 Following an in-depth study in 2016/17, we took the difficult step of introducing a diesel levy linked to our parking permit system, this was one of the few actions we as a council could take to influence the move away from the most polluting vehicles in our borough. We are already seeing a national reduction of 30% less uptake in diesel vehicles, and it is specifically this type of brave action that is pushing this change.
- 2.3.27 We accept that there is much more to do to tackle road transport and combat the impact of increasing population and congestion on our roads. In conjunction with the Council's third Local Implementation Plan (LIP3) we will look to develop a wider plan to reduce traffic impacts across the borough.

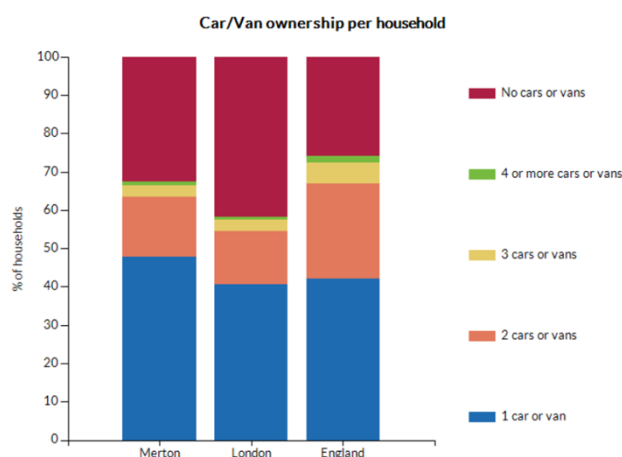
- 2.3.28 Creating an environment which promotes sustainable travel as well as cycling and walking is vital, including a change to infrastructure and green planting.
- 2.3.29 Tackling road transport impacts and adopting best practice aimed at fleet and service vehicles will also play a role.
- 2.3.30 We will review our diesel levy in 2019 to ensure that this is pushing change and reducing emissions in the borough. We will review areas of law and any new emerging controls available to us that can have a bearing on what sort of vehicles are in the borough or pass through it. This includes exploring the possibility of Clean Air Zones and a Merton-specific Ultra Low Emission Zone, especially in our Air Quality Focus Areas.
- 2.3.31 We will carry out in-depth air quality audits in these areas, which will review traffic and building sources, traffic management, parking, obstructions and deliveries. We will also assess the contributions made by individual vehicle types and their impact upon air quality, which will then influence what actions can be taken in these areas over the coming years.

#### 2.4. **SUSTAINABLE TRANSPORT STRATEGY**

- 2.4.1 Making sure that we provide for the safe, efficient movement of people and vehicles provides for a high quality environment for residents, workers and visitors alike. The purpose of future parking policy seeks to balance people's need and desire to travel; and the impact on the environment that this creates.
- 2.4.2 Mobility comes at a cost and puts pressure on the environment, as well as the careful management of kerbside resource and space. Merton's unique landscape means that residents, workers and visitors make distinctive transport choices.
- 2.4.3 Merton has the 11th highest household rate of car ownership in London. It is one of the smallest London Boroughs with an area of 37 square kilometres and contains several distinct districts including Colliers Wood, Mitcham, Morden and Wimbledon.
- 2.4.4 The table below shows car ownership levels in Merton as at 2011 census.



Source: ONS Census 2011



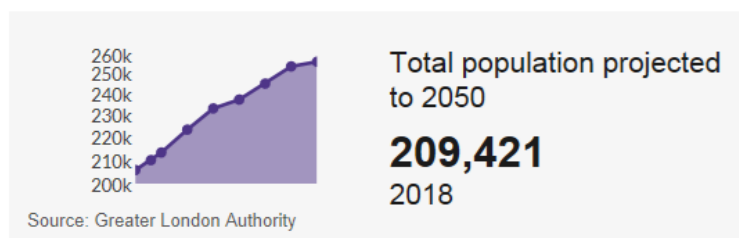
Source: ONS Census 2011

2.4.5

2.4.6

Over the next 10 to 20 years the number of residents, employees, businesses and visitors in London are projected to increase. In Merton it is predicted that:

- The number of new developments proposed in Merton's regeneration projects could lead to the creation of an additional 8000 new jobs by 2040.
- 1,328 new dwellings per annum for the period 2021/22 will be required under the Mayor's London Plan Housing Target; and
- Merton's resident population will increase to 232,473 by 2030 from the current (2018) 209,421.



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2.4.7

In terms of travel and transport, TfL predicts that by 2031 for London as a whole:

- Bus travel will increase by 30%
- Cycling will increase by 300%
- Freight traffic will increase by 22%; and
- Car club membership could grow from 135,000 members in 2015 to over 1 million by 2025

Merton is inextricably linked to the wider London transport network and has a number of complementary strategies, plans and policies that support its approach to parking and its impact within the Borough.

## 2.5. **MAYOR'S TRANSPORT STRATEGY (MTS)**

- 2.5.1 Under section 142 of the Greater London Authority Act 1999 the Mayor of London is required to publish a transport strategy, setting out plans and policies for 'the promotion and encouragement of safe, integrated, efficient and economic transport facilities and services to, from and within Greater London'.
- 2.5.2 The current version of the MTS was adopted in March 2018 and covers the period to 2041.
- 2.5.3 The MTS sets out three key themes for policies and proposals: Healthy streets and healthy people; a good public transport experience; and new homes and jobs.
- 2.5.4 Within these three themes there are nine core outcomes to which the strategy will contribute:

**Table 1 – MTS outcomes**

Theme	Outcomes
Healthy Streets and healthy people	<b>1</b> London's streets will be healthy and more Londoners will travel actively
	<b>2</b> London's streets will be safer and more secure.
	<b>3</b> London's streets will be used more efficiently and have less traffic on them.
	<b>4</b> London's streets will be clean and green
A good public transport experience	<b>5</b> The public transport network will meet the needs of a growing London
	<b>6</b> Public transport will be safe, affordable and accessible to all
	<b>7</b> Journeys by public transport will be pleasant, fast and reliable
Active, efficient and sustainable travel will be the best option	<b>8</b> Active, efficient and sustainable travel will be the best option
	<b>9</b> Transport investment will unlock the delivery of new homes and jobs

## 2.6. **MERTON'S TRANSPORT STRATEGY AND LOCAL IMPLEMENTATION PLAN (LIP)**

- 2.6.1 Section 145 of the 1999 Act requires local authorities in London to prepare Local Implementation Plans containing proposals for the implementation of the Mayor's Transport Strategy in their areas. On 30th July 2018 a report was put before cabinet which recommended to Members the LIP 3 process and the principles applied. Members also noted the approval process for LIP3 as outlined in the report, the overarching MTS outcomes, draft borough trajectories and overall approach for developing LIP3, and the delivery timescales set by TfL for delivering LIP3.

- 2.6.2 The current plan, the ‘Sustainable Transport Strategy and Local Implementation Plan (LIP2)’ was adopted on 20 April 2012 and covers the period 2011 to 2031.
- 2.6.3 Future Merton are currently in the process of consulting on a new LIP (LIP3) with a planned adoption date of April 2019. The new plan will cover the period from 2019 to 2041.
- 2.6.4 The Council’s approach to the new LIP is to develop a programme that focuses on cycling and walking infrastructure whilst also exploring other measures to nudge people towards making more sustainable travel choices.
- 2.6.5 The effectiveness of the local plan will be measured against a series of outcome indicators which relate back to the Mayor’s strategy. A draft version of those indicators is attached to this report at Appendix 1.
- 2.6.6 Key objectives of the LIP:
- Mitigate against the negative impact of transport on climate change and air pollution;
  - Reduce road traffic casualties;
  - Encourage active transport (walking and cycling);
  - Reduce the impact of traffic congestion levels;
  - Contribute to the improvement of all public transport and community transport services;
  - Improve the general transport infrastructure, including arrangements for parking and loading;
  - Improve accessibility and address the issue of social inclusion within the transport network; and
  - Further develop Merton’s relationship with strategic partners to support the regeneration and reinvigoration of the town centres in the borough
- 2.6.7 Key challenges:
- Conversion of town centre one-way systems to two-way working;
  - Road traffic casualty reduction;
  - Public transport provision;
  - Balancing the road space requirements for all transport modes with the need to reduce traffic congestion;
  - The condition of footways and carriageways, street clutter and confusing signage; and
  - Parking for all road users and freight access to local business centres
- 2.6.8 Progress against the Mayor of London’s mandatory indicators (set out in the table below) will be monitored on an annual basis and a triennial basis when Merton will produce a “Three- Year Impact Report” setting out what the LIP has achieved over the preceding three year period. The review will provide the opportunity to assess and refine the priorities if necessary.

Indicator	Description
Mode Share	Proportion of personal travel; made by each mode
Bus service reliability	Excess wait time for all high-frequency services running within the borough
Road traffic casualties	The total number of KSIs and total number of casualties
CO2 emissions	Tonnes of CO2 emanating from ground-based transport per year
Asset (highway) condition	The proportion of principal road carriageway where maintenance should be considered.

2.6.9 Merton will also monitor a series of other local indicators including:

- Ambient Air Pollution
- Electric Vehicle Charging Points;
- Street Trees; Cycle Parking;
- Cycle Training;
- Waiting and loading reviews;
- Shop mobility/Scoot ability schemes;
- Bus lane lengths;
- School Travel Plans;
- Car Clubs;
- Controlled parking zones;
- 20 MPH Zones / Limits;
- Cleaner fleets;
- Protected crossing facilities;
- Accessible bus stops; and
- Workplace Travel Plans.

2.6.10 In order to meet the overarching objectives and overcome key challenges, Merton will embark on a comprehensive programme of work across the following programme areas:

- **Road Traffic Casualty Reduction programme** – For the investigation of road traffic casualties trends including causality, location hotspots and mode to identify physical as well as education and training programmes.
- **Corridor Improvement programme** – For reviewing entire sections of the road network to deliver a broad range of highway and public realm improvements to reduce collisions, congestion and bring about a more sustainable Merton.
- **Local Neighbourhood Improvement programme** – To address local concerns impacting on the highway and public realm including access to

local facilities like shopping parades, libraries, doctors surgeries; crime hotspots, perceptions of personal safety in the public realm, including access to local facilities such as places for children and young people to play and places that are family friend'

- **Active Transport programme** - Physical and Smarter initiatives to encourage walking and cycling.
- **Public Transport programme** - Partnership, Physical and Smarter initiatives to improve the quality of public transport.
- **Public Highway Improvement programme** - To carry out Merton's duty under the Highways Act 1980 to maintain the public highway and to meet EU lighting standards in the most efficient way.
- **Environment and Climate Change Challenge programme –**
- To address the need to mitigate for the impact of traffic and transport on the environmental pollution and climate change.
- **Town Centre and Business Access programme –** Major schemes and regeneration initiatives

2.6.11 The report sets out the primary objectives of the Mayor's Transport Strategy (MTS) that the council is legally required to deliver as part of its next Local Implementation Plan (LIP3), together with a broad outline of key milestones and approval process. It is also the principal funding mechanism for transport and public realm related interventions across the borough in order to support Healthy Streets (TfL's new concept). It is anticipated that borough priorities will continue to place cycling and pedestrian movement at the centre of Merton's next delivery plan.

2.6.12 Merton's Air Quality Action Plan 2018 – 2023 strongly supported by Members is a key policy document which clearly sets out the links between vehicle use and air pollution in the borough. The Action Plan outlines the steps we as a local authority will be taking to do our bit to tackle this serious public health issue and comply with our legal objectives.

2.6.13 Within the Action Plan there is a specific point number 32 which states, Review the impact of our diesel levy\* and consider a review of parking and charges to help reduce combustion engine vehicle use and the consequent emissions  
*\*Note: The Sustainable Communities and Transport Overview and Scrutiny Panel to conduct pre-decision scrutiny on the scope of any reviews on parking levies.*

2.6.14 It is clear in this context the vital role Parking Services must play in moving motorists towards more sustainable modes of transport and less polluting vehicles. Parking charges have been frozen for a number of years and there is now a need to assess them in order to change behaviour and reduce car usage. The new charges, which will be increased or amended, will alter in order to reflect the key policies and objectives as set out in this report.

## 2.7. **THE ROLE OF PARKING CHARGES TO DELIVER SUSTAINABLE TRANSPORT, PUBLIC HEALTH AND AIR QUALITY OBJECTIVES**

- 2.7.1 The council has set parking restrictions and charges to restrain demand and enable more effective management of the kerbside for residents, businesses and visitors alike. This is necessary to balance the finite supply of available spaces for an ever increasing range of pedestrians, cyclists, bus users, motorcyclists, delivery drivers, taxis and other users. Parking controls are an integral part of the council's overall transport strategy and the success of other transport policies depends on them.
- 2.7.2 Parking management serves a vital strategic and local function in regulating the amount of traffic attracted to an area. This is intended to discourage car use in congested areas where journeys are equally well served by public transport or other sustainable forms of transport, such as walking and cycling. They also serve to restrict the parking of vehicles in locations where parking may adversely affect road safety or cause an obstruction, interfere with access or be environmentally unacceptable.
- 2.7.3 Notwithstanding the above the Council acknowledges that convenient parking should be provided for residents to enable them to park near their homes, where practicable, and parking provision is also necessary to meet the needs of people who have no other alternative other than to use their vehicle e.g. disabled users. There are also areas where public transport is either not available or very inconvenient.
- 2.7.4 Parking provision also has to take into account the overall use of the highway network and space which could otherwise be used for alternative social, environmental or economic uses e.g. improved facilities for pedestrians or cyclists.
- 2.7.5 Local authorities are not permitted to use parking charges solely to raise income. When setting charges we must instead focus on how the charges will contribute to delivering the Council's traffic management and key sustainability objectives.
- 2.7.6 The Road Traffic Regulation Act 1984 specifies that the overall objective of parking management measures should be 'to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway'. In exercising the functions set out in the 1984 Act we must have regard to the following matters:
- a) The desirability of securing and maintaining reasonable access to premises;
  - b) The effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
  - c) The strategy prepared under Section 80 of the Environment Act 1995 [National Air Quality Strategy]
  - d) The importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles.

- 2.7.7 Under Section 45 of the Road Traffic Regulation Act 1984 (RTRA 1984) local authorities may designate parking places and may make charges for vehicles left in a parking place so designated. In exercising its functions under the RTRA 1984, including the setting of charges for parking places, the Council must do so in accordance with Section 122 of the RTRA 1984.
- 2.7.8 In accordance with the council's statutory responsibility under Section 122, the Council must have regard to traffic management considerations in the setting of charges. Setting pricing levels to restrain demand and enable more effective management of the kerbside for wider transport and environmental benefits is consistent with the requirements of the Act.
- 2.7.9 Pay and display parking charges have not been fundamentally reviewed since 2009, however minor adjustments were made in 2015, when linear charging was introduced on street.
- 2.7.10 On-street spaces have become less expensive in real terms over time and this has affected demand. This will have had an impact on the turnover of spaces needed to ensure that shoppers can access local retail centres, GP surgeries, and other amenities. A revised charging structure will encourage motorists to consider other forms of active or more sustainable transport
- 2.7.11 Some justified variations in pricing levels will be retained to reflect local economic factors and traffic management priorities, but an attempt will be made to eliminate unwarranted anomalies. Changing prices can affect demand overall and it is difficult to gauge the impact that this will have on the availability of parking spaces, as well as the level of change in customer behaviour. The review will aim to ensure that where space is put under pressure tariffs will reflect this to rebalance occupancy levels. Likewise the review will vary the local characteristics and parking requirements that are unique to Merton. It is recommended that the new charges should come into effect on 1st April 2019. Once the revised charging system is in place, a review to measure its overall impact on parking demand and behaviour would be undertaken 6 months after implementation. This would help to inform future strategy, and provide an early opportunity to take corrective action if demand has fallen significantly at any particular locations, or if the LIP and Air Quality Strategy objectives are not being met
- 2.8. **Car Park management and standards to achieve policy aims**
- 2.8.1 In order to reduce kerbside congestion and reduce emissions the review will look at ways in which we can encourage further use of the council's car parks. Any offer that the council is providing to our customers must be of the highest standard, to include enhanced and easy to use communication channels where customers must be clearly and obviously informed where the car parks are located.
- 2.8.2 In addition a significant number of residents, businesses and visitors are now tech savvy and we will seek to promote the use of APPs on the internet, such as Parkeopedia and APPyParking. This integration will allow customers to be able to be directed from 'start of journey' to 'point of parking'.

- 2.8.3 Many other authorities and private sector parking companies also offer 'guaranteed parking at a premium'. These technologies will provide customers reassurance about their whole customer journey within or to the borough. Again this type of management of parking stock will enable the removal of increased congestion by 'trying to find a parking space', either on street or in our car parks. Consideration will be given on how best to use these technologies along with any premium or concessionary charge for using them. Consideration on how future payments might be taken/received will be given which could be through the cars computer as 'it' will know it has arrived at its parking place.
- 2.8.4 In addition to emerging and new technologies, the council must provide a quality product, which customer 'chooses' to use over alternative options, such as on street bays particularly on the high street. Consideration will be given to the cleanliness and general maintenance of all our car parks. Unfortunate deposits of rubbish, maybe through fly tipping, or infrequent cleaning, graffiti management, use as a toilet and lingering smells, must in all cases be eliminated and well managed.
- 2.8.5 The lighting must also be of an excellent standard to make users feel safe. Consideration will be given to obtaining the 'Park Mark' standard, in each of our car parks. This is a nationally recognised standard led by the British Parking Association, who work with the police to consider a number of key requirements including, lighting, cleanliness and an assessment of crime and anti-social behaviour figures. The standard also takes into consideration actions taken by the council to reduce crime including, CCTV, lighting and layout.
- 2.8.6 Our Car Parks must also cater for each user group and change to meet emerging trends. The provision of disabled bays for example, and where they are located in our car parks. The proposed introduction of charging blue badge holders to park in pay and display bays in our car parks is currently undergoing an Equalities Impact Assessment, the results of which will be taken into account during the review.
- 2.8.7 Electric vehicle charging points (EVCP's) - Car parks lend themselves as logical places to locate EVCP's, as they are designed for, and traditionally used by 'longer stay' customers. Charging times required for electric vehicles are often 2 hours plus (in most cases) for a reasonable charge, albeit quicker charging technologies are being developed. Although an on street presence of electric bays raises an awareness of the council's provision, car parks need to be considered as a longer term solution. Certainly high turnover locations where parking space is at a greater premium should not be considered as first choice.
- 2.8.8 Cycling - as part of an integrated transport solution and to contribute to modal shift, consideration will be given to the use of space in our car parks for bicycles. Future provision may provide for 500 cycle bays as opposed to 50 cars in any given Car Park. Provision for the 500 cycles to be securely locked and monitored, as well as cycle charging points for electric cycles, and the provision of a shower block will assist in further encouragement for motorists to move away from their reliance on cars. This type of forward thinking should be underpinning our medium term sustainable transport planning. Provision of



motorbike parking in the borough is adequate, but consideration will be given to improving the councils offer. Motorbike security is a serious concern for motorcyclists. The council needs to consider the use and location of bays in our car park. Locating these bays in the corner on the dark side of a car park will not increase usage, resulting in drivers continuing to use their cars. The council does not offer 'ground anchors' either on street or off street, which offer greater reassurance to riders. Increased use of CCTV may be considered in this regard.

- 2.8.9 The benefits of offering clean, well lit facilities, which meet all of the needs of our customer groups must be paramount. A revised charging mechanism will need to reflect a provision which increases usage of the existing assets and moves drivers away from congested high street locations. This will deliver clear benefits in relation to the council's aspirations around air quality and the public health agenda. Consideration will be given to the revenue and capital cost of funding any improved delivery standards, now and in the future and will be detailed in future reports.

## 2.9. **RECOMMENDED APPROACH TO SETTING PARKING CHARGES**

- 2.9.1 There are a number of key principles that the review will seek to reflect upon including:

- The system should be less complex and easy to use
- It is, based on consistent hourly charges in areas of comparable parking demand, and with maximum stays tailored closely to the demand management pressures in particular locations. Together, these mechanisms should give a clear indication to motorists that town centre parking locations, particularly on-street, are designed for short stay retail visits.
- Tariffs in off-street facilities would be set at a level to attract both short stay and longer-term parking, and help to reduce traffic congestion and improve journey times around core congested town centre roads.
- In general, motorists tend to prefer on-street to off-street parking. This is largely due to perceptions of convenience and security. Because of the perceived convenience of on-street parking, it is generally more suitable for shorter stays and pricing should provide an incentive for more rapid turnover to maximise the availability of convenient on-street spaces.
- A charging level which is too low will result in bays remaining occupied with little turnover. Vehicles will circulate looking for spaces, causing congestion and contribute to poor air quality.

- 2.9.2 A number of anomalies have developed over the years. The review of charges will seek to allow for a simplification of tariffs and location discrepancies to be resolved.

- 2.9.3 Current on street charges are set at £3.60, £3, 00, £2.40, and £1.20 per hour, and one location at £0.90ph.

### **Free 20 minutes bays**

- 2.9.4 There are a number of bays which offer free parking for a period of 20 minutes. They are located across the borough, and help support small businesses at neighbourhood shopping locations, including the primary shopping zone on Wimbledon Bridge.
- 2.9.5 Consideration will be given to the cost benefit of the provision of these bays, in the areas where there are high levels of parking activity and over demand for parking. But the principle of subsidised parking to support local shopping parades is supported. The current cost to the council for the provision of these bays is circa £300k per year.
- 2.9.6 A key concern is the level of congestion caused by large numbers of motorists attempting to use a small number of bays on our high streets. Many often circling to attempt to utilise the benefit of free parking.
- 2.9.7 Often users of local shopping parades are local residents who live within a 5 minute walk, or short cycle ride, without the need for a car. In a number of other locations where free bays are situated, there are underutilised bays in car parks which can accommodate the over demand on street. The review will reflect on how best to address these issues moving forward.

## 2.10. **CONSIDERATION OF PARKING PROVISION**

- 2.10.1 As referred to above, on-street charges must be set for traffic management reasons and to contribute to the objectives set out in the LIP and Air Quality Action Plan.
- 2.10.2 Traffic management purposes may include reducing congestion, rationing available spaces, or ensuring a suitable turnover of parking space users.
- 2.10.3 Wimbledon Town Centre has the highest potential demand for on-street parking in the borough, and greater stimulus will be necessary to manage this compared to on-street locations elsewhere within the Borough. A key issue has been identified at peak times where vehicles wait for on-street spaces to be freed up, adding to congestion problems. Existing periods of maximum stay would be retained to further help manage turnover of spaces and reduce congestion.
- There are no car parks in Wimbledon Village and therefore no obvious alternatives for customer to park anywhere other than at the kerbside. However to encourage parking in the vicinity, but off the High Street itself, consideration will be given to the bays in The Causeway and South Side Common to provide an obvious alternative to parking on the congested High Street.
- 2.11. Car Park Charging
- 2.11.1 Existing hourly charge rates in Merton car parks vary from 30p to £1.50 per hour across the borough. The review will consider these charges with a view to rationalising them, but maintaining links to the geographic area of the borough and customer usage type at each location.

- 2.11.2 Of the three car parks in Morden town centre that offer an all-day flat fee, two charge £5 and one charges £3.50. In light of the parking pressures in Morden this discrepancy will be reviewed.
- 2.11.3 To ensure the usage of the car parks are maximised, charges will always be cheaper off street than on street by geographical area. This incentive will help prevent congestion on High Streets and busy town centres, resulting in reduced emissions and address air quality in the borough.

#### **Car park season tickets**

- 2.11.4 The cost of a car park season ticket has been frozen for 14 years. Season tickets are currently sold for 3 months, 6 months and 12 month durations. Currently there is no link between the season ticket price and the hourly rate in a particular car park.
- 2.11.5 Consideration will be given to establishing a charging structure which reflects the hourly rate. The full period of charging times is sold, i.e., Monday to Saturday if that is the period the car park charges.
- 2.11.6 Members may wish to consider a greater percentage discount for a longer period over which the season ticket is purchased for. As an example a 10% discount could apply for 3 months, 20% for 6 months and 30% for 12 months. Parking usage in Merton also has a percentage of users that park simply for rail heading (travelling by car to reach a rail service for commuting purposes.) Whilst Merton has a role as a commuter location, there is a need to ensure that this type of usage also meets with the requirements of our LIP and Air Quality agenda. The review will need to balance the need for long stay commuter parking, alongside short stay 'shoppers' parking to derive maximum benefit to the local economy.
- 2.11.7 In the interim consideration will be given to offering free parking in our car parks for fully electric vehicles as a direct incentive to change the nature of vehicle ownership. This can more easily be done through the sale of season tickets as a vehicle check can take place at the time of sale. In in time can be developed for occasional parking as well.
- 2.11.8 The diesel surcharge on parking permits is not currently applied to car park season tickets. As part of the review consideration will be given to applying a diesel surcharge to customers applying for a season ticket in the same way as a resident purchasing a permit for a CPZ zone.

It is accepted that in some cases a car may still be the only reasonable mode of transport to complete a journey or part thereof. We will continue to work through the MTS and LIP to deliver modal shift.

#### **Car park season tickets for residents and local workers**

- 2.11.9 In any review of tariffs, it is important to consider the needs of motorists who drive to their place of work and park within the borough. Their contribution to the local economy, needs to be set against the objectives of the LIP and Air Quality agenda. Consideration could therefore be given to offering a higher percentage discount to Merton residents who use our car parks to drive to their place of work.

#### **Bay suspensions and special permissions to park**

- 2.11.10 Consideration will be given to the current charges applied to bay suspensions and special permissions to park. There is currently no difference between a national company undertaking major street works and a local business or individual consideration will be given to ensure costs reflect the work required to manage this service and moderate applicants' behaviour, possibly with a premium charge for late applications and a subsidy for local residents and traders to support the local economy.

2.12. **PAYMENT METHODS AND CASHLESS PARKING**

- 2.12.1 Cashless parking has been operation in Merton for 4 years. Its introduction and subsequent update has been very successful and well received by customers. Cashless payments now account for 49% of all paid for transactions and this continues to grow. The service is provided by RingGo and the same service is available in 22 of the 32 London boroughs.
- 2.12.2 There has been a natural conversion by customers towards the use of cashless both locally and nationally. Some boroughs have used a number of initiatives to further increase the use of cashless. This includes removal of machines from location where there are multiple machines, signs at P&D locations, and advertising on the back of P&D machines and tickets to raise awareness. The Parking Service will continue to facilitate the transfer of customers from cash to cashless and will form part of the review to explore a series of options, ensuring that all customers are catered for.
- 2.12.3 Savings could be achieved by increasing the proportion of parking payments made through RingGo rather than through the cash-only ticket machines. Removing lesser-used ticket machines will reduce maintenance, repair, cash collection and banking charges while also reducing opportunities for theft or criminal damage. Analysis of usage patterns has established that many machines take a trivial amount of cash; some less than £10 per calendar month.
- 2.12.4 A Critically, data demonstrates that motorists who use RingGo purchase on average 19% more parking time than those using cash. In basic terms for every £1 (paid for parking) in cash, a customer using RingGo buys £1.19p of equivalent parking time.
- 2.12.5 When motorists pay via RingGo they often top up their time (due to ease of use) or choose to stay longer periods. Staying longer in town centres or shopping/leisure locations has a positive and direct effect on the vibrancy of the town centres and contributes to the regeneration of our high streets and the local economy more widely.

2.13. **PARKING PERMITS**

- 2.13.1 The sale and cost of permits is another way the council can influence car use within the borough and directly contribute to the MTP, LIP and AQAP objectives. However, resident permit charges have been frozen since 2009 and will be reviewed.

- 2.13.2 Since the diesel levy was introduced in April 2017 the proportion of permits issued to diesel vehicles has fallen and the full effect of the levy will be reviewed in early 2019.
- 2.13.3 Consideration will also be given to a full emission based charging scheme for permits as referred to in the AQAP. Emissions have a direct relationship to air quality and emissions based charging conforms to the 'polluter pays' principle. Consideration would be given to charge a higher premium for vehicles that have high emissions, and a lower charge for cars that have lower emissions.

#### **Resident parking permits**

- 2.13.4 Residents' parking permits are priced at £65 in all CPZs (Controlled Parking Zones), irrespective of the size and hours of control. This charge is for the first permit issued to a household – the second permit is charged at £110, and the third (or subsequent) permit at £140. The purpose of this charging scheme is to discourage the keeping of multiple cars at one address.
- 2.13.5 Consideration will be given to aligning charges with the hours of operation of the permit bays. For example, permits for a CPZ that is controlled for a shorter period of time could cost less than permits for zones that are controlled for a longer period.
- 2.13.6 Further there is a significant difference in transport infrastructure and accessibility dependent on where a resident lives within the Borough. For example Wimbledon and Morden are considered to be better served by TfL than, Colliers Wood and South Wimbledon, which in turn is better served than for example in Mitcham
- 2.13.7 One of the key drivers will be to encourage and drive changes that impact on driver behaviour and car ownership. It is easier for a person living in Wimbledon Town Centre to use alternative sustainable modes of transport, compared to residents of Cricket Green CPZ, where the 'need' to own a car could be argued as being higher. Consideration of 'Public Transport Accessibility Levels' as set out by TfL will form part of the review.

#### **Business and other permits**

- 2.13.8 Business and other permits consideration have evolved over a number of years but have not been formally reviewed since 2011.
- 2.13.9 The charge for a 6 month business parking permit is currently £376 for zones W1-W5 and £331 in all other zones. This equates to a charge of approximately £2 per day in primary town centre locations with pay and display charges of up to £3.60 per hour.

#### **Virtual permits and visitor vouchers**

- 2.13.10 The council is committed to the introduction of virtual visitor permits and vouchers. This is where a physical permit is not required to be displayed in a vehicle, but instead the Civil Enforcement Officer will know through his or her handheld device that the vehicle has a valid virtual permit that is stored on the parking system. Although this is not possible at the present time, the council will shortly be going out to procurement to purchase a new permit system will be in place in 2019. Consideration will also be given to the appropriate period for which visitor vouchers are valid. The current scratch

card permits are sold in half-day and full-day denominations but the half day periods are set to specific times (e.g. 0830 – 1300hrs) which means that motorists parking shortly before the cut-off time may need to use two half day permits to cover their whole stay. Selling visitor vouchers on an hourly basis, as other London authorities do, may be more appropriate.

- 2.13.11 We will continue to sell paper visitor vouchers for those who are unable to purchase over the internet, but consideration will be given to phasing physical permits out over time.

### **3 ALTERNATIVE OPTIONS**

- 3.1. The purpose of this report is to inform Members of the key existing strategic drivers that will affect parking policy for the future. The public health agenda, the shift to more active and sustainable transport modes (such as walking, cycling and public transport) the impact of vehicle emissions and congestion on air quality and demand for kerbside space form the backdrop of the policy direction set out in this report.
- 3.2. Key strategic Council plans such as the Health and Wellbeing Strategy, Merton's Air Quality Action Plan, Merton's Local Implementation Plan include visions and interventions which will help to achieve key Council goals of improving population health, reducing inequalities between east and west Merton, improving air quality and shifting to more sustainable modes of transport. However, they will have limited impact without concurrent changes to parking provision for the future.
- 3.3. The review will look at a wide range of options to support the above strategic drivers as well as a series of charging options for the future. The review will contain a number of alternatives for Members to give due consideration to.

### **4 CONSULTATION UNDERTAKEN OR PROPOSED**

- 4.1. Members have the opportunity to comment on the principles as set out in this report. A further report will be presented to Cabinet in December, before a final report will go to Sustainable Communities and Healthier Communities Scrutiny Panels and back to Cabinet in January.
- 4.2. Statutory Consultation. 28 days before the changes are due to come into force the Council must publish a 'notice of variation' in a local newspaper, and must display copies of the notice at off-street parking places.
- 4.3. Any person may object to proposed variations and the Council is required to consider any objections made within the 21 day period.
- 4.4. There is currently no statutory requirement for more extensive consultation. The Parking Places (Variation of Charges) Act 2017 contains provisions relating to statutory consultation, but the Secretary of State has not yet made the necessary regulations to bring the 2017 Act into force.
- 4.5. Members should note that various consultations have been undertaken by different Council departments during the process of approving a number of

strategy and policy documents that are relevant to Parking Services. What matters to Merton residents, including:

- 4.6. **Healthy Places Survey:** Top priorities identified by Merton residents for creating healthy places in Merton included air quality, green infrastructure and open spaces including parks, and good cycling and walking routes, paths and lanes. Results available here:  
<https://www.merton.gov.uk/assets/Documents/Healthy%20Places%20survey%20responses%20Jan18.pdf>
- 4.7. **Travel and Movement Survey:** Responses from Merton residents reveal that around 70% agree that we should actively pursue measures to reduce overall traffic levels. In this survey, residents said that traffic discourages them from walking more and that too many fast vehicles, fumes, noise and air pollution make it less attractive to walk. Results available here:  
<https://www.merton.gov.uk/assets/Documents/Healthy%20Places%20survey%20responses%20Jan18.pdf>
- 4.8. **The Great Weight Debate (2017):** 74% of Great Weight Debate Merton respondents (over 2,100 people) felt that tackling Childhood Obesity should be given top or high priority. Respondents felt that children in Merton could be better supported to lead healthier lives through: cheaper healthier food and drink (51%); making parks safer & more accessible for people to be active in (35%); less marketing and advertising of high fat and sugary food and drink (33%); more places for children to be active in (31%).

## **5 FINANCIAL, RESOURCE AND PROPERTY IMPLICATIONS**

- 5.1. There are currently no financial implications associated with this report.

## **6 LEGAL AND STATUTORY IMPLICATIONS**

- 6.1. The Council introduces and maintains charges for on and off-street parking under the provisions of the Road Traffic Regulation Act 1984, as amended, and the Road Traffic Act 1991. All schemes are subject to statutory consultation processes, which are duly followed by the Council. Road Traffic Regulation Orders will be required in order to implement the decisions recommended.
- 6.2. The Council is required to issue a Notice of Variation. Under Section 35C and 46A of the Road Traffic Regulation Act 1984, a Local Authority has powers to vary off and on-street parking charges respectively. In both cases a Notice is published in a newspaper circulating in the local area giving at least 21 days' notice of the variation. The Notice does not invite representation, and its effects become operational at the end of the Notice period.
- 6.3. The Traffic Management Act 2004 amends section 55 (4) of the Road Traffic Regulation Act 1984 and directs that income should be used:
  - (a) to make good any payment used for parking places,
  - (b) for the provision of or maintenance of off street parking (whether in the open or not) and
  - (c) where off street parking provision is unnecessary or undesirable:

- (i) to meet the costs of provision of or operation of public passenger transport services, or
- (ii) for highway or road improvement projects within the borough, or
- (iii) for meeting costs incurred by the authority in respect of the maintenance of roads maintained at the public expense by them, or
- (iv) for the purposes of environmental improvement in the local authority's area, or
- (v) any other purposes for which the authority may lawfully incur expenditure.

The Council is mindful of the guidance of Mrs Justice Lang in the case of *R (otao David Attfield) v the London Borough of Barnet 2013*. Surplus funds may only be used in accordance with section 55 of the Road Traffic Regulation Act 1984, and there can be no wider use of the funds under section 122. The purpose of section 122 is to impose a duty on local authorities to exercise their functions under the 1984 Act in accordance with the objects set out therein. The 1984 Act is not a revenue-raising statute. The decision follows *R v Camden LBC ex p.Cran 1996*.

## **7 HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS**

- 7.1. An equalities impact assessment process is currently being undertaken.

## **8 CRIME AND DISORDER IMPLICATIONS**

- 8.1. Removing cash-only pay and display ticket machines will reduce the frequency of thefts and damage.

## **9 RISK MANAGEMENT AND HEALTH AND SAFETY IMPLICATIONS**

- 9.1. There are no health and safety implications associated with this report at present. Any future detailed risks will be identified as part of the forthcoming review.

## **10 APPENDICES – THE FOLLOWING DOCUMENTS ARE TO BE PUBLISHED WITH THIS REPORT AND FORM PART OF THE REPORT**

- 10.1. Appendix 1 – Draft indicators

## **11 BACKGROUND PAPERS**

- 11.1. None

## **12 LINKED DOCUMENTS**

- **London Borough of Merton's Air Quality Action Plan 2018-2023**, available here: <https://www2.merton.gov.uk/Merton%20AQAP%2020182023.pdf>
- **Annual Public Health Report 2017-18**, available here: <https://www2.merton.gov.uk/health-social-care/publichealth/annualpublichealthreport.htm>
- **Merton's Health and Wellbeing Strategy 2015-2018** (please note this is currently being refreshed), available here: <https://www2.merton.gov.uk/merton-health-and-wellbeing-strategy-web.pdf>



- **Mayor's Transport Strategy 2018**, available here:  
<https://www.london.gov.uk/sites/default/files/mayors-transport-strategy-2018.pdf>
- **Mayor's Health Inequalities Strategy 2018**, available here:  
[https://www.london.gov.uk/sites/default/files/health\\_strategy\\_2018\\_low\\_res\\_fa1.pdf](https://www.london.gov.uk/sites/default/files/health_strategy_2018_low_res_fa1.pdf)

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## Merton Council Sustainable Transport Strategy and Local Implementation Plan (LIP2) 2011 – 2031

Table 1.1: MTS Goals, Challenges and Outcomes		
Goals	Challenges	Outcomes
Support economic development and population growth	Supporting population and employment growth	1. Balancing capacity and demand for travel through increasing public transport capacity and / or reducing the need to travel
	Improving transport connectivity	2. Improving employees' access to jobs 3. Improving access to commercial markets for freight movements and business travel, 4. supporting the needs of business to grow
	Delivering an efficient and effective transport system for people and goods	5. Smoothing traffic flow (managing road congestion and improving journey time reliability) 6. Improving public transport reliability 7. Reducing operating costs 8. Bringing and maintaining all assets to a state of good repair 9. Enhancing the use of the Thames for people and goods
Enhance the of life for all Londoners	Improving journey experience	10. Improving public transport customer satisfaction 11. Improving road user satisfaction 12. Reducing public transport crowding
	Enhancing the built and natural environment	13. Enhancing streetscapes, improving the perception of the urban realm and developing better streets initiatives 14. Protecting and enhancing the natural environment
	Improving air quality	15. Reducing air pollutant emissions from ground based transport, contributing to EU air quality targets
	Improving noise impacts	16. Improving perceptions and reducing impacts of noise
	Improving health impacts	17. Facilitating an increase in walking and cycling
Improve the safety and security of all Londoners	Reducing crime, fear of crime and anti-social behaviour	18. Reducing crime rates (and improved perceptions of personal safety and security)
	Improving road safety	19. Reducing the numbers of road traffic casualties
	Improving public transport safety	20. Reducing casualties on public transport networks
Improve transport opportunities for all Londoners	Improving accessibility	21. Improving the physical accessibility of the transport system 22. Improving access to jobs and services
	Supporting regeneration and tackling deprivation	23. Supporting wider regeneration outcomes
Reduce transport's contribution to climate change, and improve its resilience	Reducing CO2 emissions	24. Reducing CO2 emissions from ground based transport, contributing to a London wide 60% reduction by 2025
	Adapting for climate change	25. Maintaining the reliability of transport networks
Support the delivery of the London 2012 Olympic and Paralympic Games and its legacy	Contributing to a successful Games and its legacy	26. Transport infrastructure and services 27. Physical and behavioural transport legacy

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