

# LONDON BOROUGH OF NEWHAM

## CABINET

<b>Is it a key decision?</b>	Yes
<b>Is it in the Forward Plan?</b>	Yes
<b>Date report published</b>	18/01/12
<b>Date of meeting</b>	26/1/12

**Subject:** Games Time Controls including Parking Enforcement and Permitting Strategy on the ORN and Event Zones

**Source:** Highways Transport and Parking

**Wards affected:** All

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### Exempt Information

None

### Purpose of Report

To update the Mayor and Cabinet on proposed Games time controls including the parking permitting and enforcement implications of the proposed Olympic Route Network (ORN) and Local Area Traffic Management and Parking (LATM&P) plans around the Olympic Park and ExCeL Exhibition Centre and to seek approval to a permitting and enforcement strategy that meets the additional requirements of the Games time transport plans while also addressing the parking priority needs of Newham residents and businesses and the ability to deliver efficient parking enforcement, during games times.

### Recommendations

The Mayor in consultation with Cabinet is asked to:

1. Note the options discussed in appendix A and B of this report and approve the recommended business rules for the issue of parking permits and vouchers to be applied in existing Residential Parking Zones (RPZs) and in currently uncontrolled areas of the Borough during Games time
2. In order to compensate RPZ residents because of the extension to the hours of restrictions agree the introduction of a “games time only” all day RPZ visitor voucher, at subsidised cost of £1.
3. Approve the arrangements for parking enforcement on the ORN, within the Event Zones and in existing RPZs.

4. Note the extent of proposed measures to mitigate the adverse impacts of the operation of the ORN and the LATM&P plans on the rest of the local road network during Games time
5. Note that regular updates will be provided to the 2012 Mayor and Lead Members Board regarding the related service level agreements with TfL and LOCOG.

## **Reasons for the Recommendations**

Agreement is sought from the Mayor and Cabinet to a parking permitting solution and enforcement strategy that addresses the Council's obligation to cooperate in the development and implementation of the Olympic Transport Plan under the auspices of the London Olympic Games and Paralympic Games Act 2006 while at the same time maintaining an appropriate enforcement regime across all areas of the Borough.

**NAME OF LEAD OFFICER:** Jackie Belton  
**POSITION:** Executive Director – Operations.

Originator of report Laurence Courtney  
Tel no: 020 3373 0485  
E-mail address: [laurence.courtney@newham.gov.uk](mailto:laurence.courtney@newham.gov.uk)

## **Local Government (Access to Information) Act 1985 Background papers used in preparing this report:**

- None

## **Report - Part A**

### **1. Background and Proposals**

- 1.1 The organising bodies for the Olympic and Paralympic Games have set out their commitment to a car free Games which has been reinforced by linking games tickets with public transport journeys to venues. This therefore relies on robust public transport provision, the promotion of walking and cycling options, and strong deterrence to car travel to games venues. At the same time as part of the commitments made at the time the Games were awarded to London, it was agreed that dedicated road space would be provided for the games "family" through the development of the ORN in order that journey times between Games venues and Central London could be guaranteed. In addition Local Area Traffic Management and Parking Plans (LATM&P) and Last Mile Plans have been developed around all Games venues to address security, safety and games travel plan targets whilst minimising adverse impacts on local residents.
- 1.2 During Games time it will be essential that on the whole highway network traffic is kept moving and congestion minimised so that council operations,

residents' and local business travel are not excessively disrupted. In addition, the ORN itself will be tightly enforced to ensure that Games family journey times are met wherever possible.

- 1.3 Newham, via its enforcement contractor Mouchel Ltd, have submitted a tender to TfL/ODA which delivers their enforcement specification including vehicle removals. To reduce costs TfL/ODA have accepted Newham's suggestion that compliance is created by a combination of fully trained mobile (mopeds) Civil Enforcement Officers (CEOs) and Parking Marshals whose job will be to move along parked vehicles. At present 50% of all employees on the enforcement contract are Newham residents and the intention will be to sustain or improve on this percentage with regards to additional short term recruitment to meet the enforcement resource required.
- 1.4 Compliance will be a key objective, followed by keeping routes clear of parked vehicles. Thus a strong visible presence combined with an enhanced ability to remove vehicles will be essential. To further promote compliance and to complement a high visibility presence on the ORN Newham is supporting, via London Councils, a proposal to increase the Penalty Charge to £200 on borough roads within the LATMP area. It is already agreed that the Penalty Charge on the ORN itself will be £200.
- 1.5 Where a vehicle has been authorised for removal within the Event Zone, it is proposed that Newham seeks a games time change to the existing legislation which requires that a period of 30 minutes (reduced to 15 minutes if a persistent evader) elapses before a removal can take place. Discussions are also on going with London Councils to obtain agreement to waive the observation period when removing from the ORN so that a removal can take place immediately after the penalty charge notice has been placed on the vehicle.
- 1.6 **LATM&P Plans** – At a previous Cabinet meeting in September 2011, it was agreed in principle to adopt LOCOG's proposal for the implementation of games times parking restrictions in areas to be known as "event zones". Following consultation by LOCOG, and further consideration by Lead Members, it is proposed that the Games time restrictions which would be operational from 8am to 9pm will be applied throughout Newham including the existing RPZs, and that this will involve the introduction of one overall event zone for the borough.
- 1.7 To minimise the impact on residents and business who are currently not within an RPZ, LOCOG has put forward a solution which requires the creation of a database of all vehicle registration numbers that will be allowed to park during the operational hours. Identification of all vehicles registered to addresses within the event zone will be provided by the DVLA and owners of these vehicles will not need to take any action. For other vehicles, owners seeking permission to park will have to apply to be placed on the database.

- 1.8 Using Automatic Number Plate Recognition (ANPR) technology vehicles which are not on the database will be identified and this information will be passed in “real time” to the Councils enforcement contractor so that parking enforcement can be carried out. Vehicles which have no registration information at the DVLA will also be identified by ANPR with this information also being reported to the police & security services. Significant enforcement resources will be required to cover these areas and the necessary mobilisation requirements have been discussed with the Council’s parking enforcement contractor.
- 1.9 Detailed discussions are still on going with LOCOG to determine whether their automated ‘virtual permit’ proposal will fully satisfy the requirements of Elected Members and ultimately the residents. It is hoped these will be finalised by the end of January 2012. A back-up paper based system will need to be deployed should the ‘virtual permit’ system not meet Newham’s requirements.
- 1.10 Appendices A and B to this report discuss the impact of the proposed restrictions on residents and businesses, within both existing RPZs and currently uncontrolled areas and recommends a qualification criteria or a set of “business rules” covering the issuing of permits and visitor vouchers. These proposed business rules would need to be adopted by LOCOG in order to ensure that the impact on Newham residents and businesses during games time is minimal. If a virtual permitting/enforcement solution cannot be provided then LOCOG will provide, at zero cost to Newham, a back office process which will provide a paper permit to all eligible residents and businesses.
- 1.11 Discussions are currently taking place to ensure the recovery of the Council costs based on clearly defined roles and responsibilities, and recharge rates. It is essential that the cost of the work incurred is fully recovered from the TfL\LOCOG to avoid any of the costs being borne by the Council. TfL have already indicated that they will cover all costs related to the ORN. LOCOG have in turn indicated that they will cover all costs related to enforcement & permitting in the event zones and all additional enforcement costs related to the extension of the hours of restrictions in the RPZs during games time. They will not cover any costs related to the issuing of free visitor permits to RPZ residents as a means of compensation against the increase in the hours of the parking restrictions. As further insurance that all costs will be covered Newham, via London Councils, is lobbying for an increase in the release fee for removed vehicles. Costs to deliver this service will be much higher because of the need for additional resources and maintaining 24/7 access to the pound.
- 1.12 Appendix B sets out the estimated cost should a decision be made to issue all qualifying RPZ households with a free book (10 permits) of visitor permits. If this option was adopted the cost of issuing free games time visitor permits would be in the region of £341k. However, this estimate is conservative and is based on the number of households who currently purchase visitors permits within an annual year i.e. 25,000. However, as these permits would be free

the take up may well exceed this number. It should also be noted that further to the Mayor's promise some RPZ residents (those without vehicles) already qualify for 30 free visitor permits per annum. It should be noted that at present there is no budget to cover the cost of providing free visitor permits to all RPZ residents during games time

- 1.13 The option being recommended is that during the games period only RPZ residents would be able to purchase 6 hours visitor vouchers (50p) or an all day visitor voucher for £1. At present 10 hour permits cost £3 and 24 hour permits cost £5. The games time only discounted voucher offers RPZ residents a highly subsidised all day parking solution by way of compensation for the extended hours or restriction. There would be additional printing costs in the region of £3,2k to print an all day £1 voucher. There would not be any additional administration costs as this service would be met within the general recharge to the LSCs who currently administer visitor vouchers
- 1.14 Appendix A sets out the possible impact on residents and businesses within the event zone. The key factor for residents, whether a permit is issued via a virtual solution or a paper one, is that, as with RPZ residents, unless the vehicle in question is registered to the resident, at their address, with the DVLA, they will not be issued with a permit and will have to apply to LOCOG for their vehicle to be registered. In addition Appendix A sets out a solution should the resident have a company car, long term hire agreement vehicle etc. i.e. the vehicle is not directly owned by the resident.
- 1.15 Newham Communications working with the LOCOG communications team, will devise an information sharing strategy which will fully inform all residents within the event zone and existing RPZs about how permits will be issued/can be applied for and the qualification criteria which has been agreed by the Mayor & Cabinet.
- 1.16 During Games times the whole of Newham will be covered by parking restrictions. TfL/ODA & LOCOG have undertaken to cover all costs relating to the necessary additional resources in order to ensure that the current high levels of effective parking enforcement are maintained throughout the whole Borough and the ORN.
- 1.17 A more detailed description of the ORN and LATM&P plans and related enforcement requirements is attached at Appendix C
- 1.18 **Mitigation proposals** - Officers have been in negotiation with TfL(as ODA's agents), and with LOCOG, over a range of mitigation measures that are needed on Borough roads likely to receive additional traffic due to displacement during the operation of the ORN, and within the currently uncontrolled areas covered by the LATM&P plans to address inconsiderate or dangerous parking.
- 1.19 These include measures to address potential sources of congestion including removal of pinch points along the main traffic corridors and are based on the

best assessments by officers using local knowledge rather than relying on the outcome of traffic modelling which in any event has been slow to emerge.

1.20 The measures which will be the subject of consultation with Lead Members and Ward Councillors include:

- Introduction of 'At Any Time' parking restrictions at junctions in currently uncontrolled areas
- Introduction of waiting and loading restrictions and footway parking provision at pinch points
- Temporary removal of traffic islands at pinch points
- Relocation/adjustments to bus stops
- Junction improvements to assist traffic movement

1.21 It is proposed that many of these measures will be permanent and would represent a significant legacy benefit

## **2. Key Considerations and Sustainability**

2.1 The Olympic and Paralympic Games require a series of measures to be implemented around venues to ensure safety, security and the Olympic Travel plan objectives regarding public transport use are realised. While the Council is not the owner of these proposals, certain Council actions will be required in order that the proposed measures can be implemented for which delegated authority was obtained from Cabinet in September, 2011..

2.2 There are possible legacy benefits if the "virtual" permit system is adopted and LOCOG has indicated that after the games they would be willing to negotiate with Newham regarding the sale of their ANPR vehicles. Although the DVLA have recently indicated that supplying vehicle registration information to LOCOG is a "one off" because of the Olympics, Newham and other London Authorities will continue to lobby to have direct access to the DVLA data base to assist with improved efficiencies in administering parking permits to Newham residents and businesses. Notwithstanding direct access to the DVLA data base it is the intention of Newham to roll out its own virtual permit system as a way of reducing administration costs and providing a more accessible service to all residents and businesses. ANPR would be used to automatically recognise vehicles parked without a valid permit which in turn will improve parking enforcement and enable Newham to have a much more proactive enforcement regime with regards to identifying persistent evaders.

2.3 TfL & LOCOG will fully fund all additional enforcement resources associated with the ORN, Event Zones and the extension of the existing hours of restriction within the RPZs. All enforcement will be directly carried out by the Councils enforcement contractor who in turn will be monitored by Council officers.

### **3. Service Delivery and Performance Issues**

- 3.1 Exemption from the parking and traffic restrictions, which will be applied during games, will be given to vehicles providing Council services. This will also be applied to the emergency services. Exemptions will further be applied to utility companies but only where the works are of an emergency/essential nature.
- 3.2 The Council's STAGG Planning Group is also developing an overall strategy for maintaining Council services and the effect on essential local workers during Games time having regard to the impact of the traffic and parking measures.

### **4. Comments of the Finance Officer**

- 4.1 The introduction of Games Time Parking Enforcement restrictions will place extra enforcement responsibilities on the Council. The cost of these will be met by TfL and LOCOG. The recommendation in the report is to adopt an approach with a visitors parking permit offered at the cost of £1. It is estimated that the printing costs associated with this would be £3,200. This can be contained within the existing parking budget, The permits would be issued via the Local Service Centres and it is anticipated that this will not incur an additional cost.

### **5. Comments of the Legal Officer**

- 5.1 The measures proposed fall into two distinct categories:
  - Measures on the Olympic Route Network for which the Olympic Delivery Authority (ODA) is the Games time Traffic Authority under the terms of the ORN designation by DfT in July 2009 and where orders can be promoted and implemented by the ODA themselves.
  - Measures on Borough roads for which the Council remain the local Traffic Authority and where orders for London Organising Committee for the Olympic Games (LOCOG) venue restrictions would need to be promoted by LB Newham on LOCOG's behalf (LATM&P and Last Mile proposals) with the ODA's permission as per section 13 of the London Olympic Games and Paralympic Games Act 2006
- 5.2 For the first of these, Section 10 of the London Olympic Games and Paralympic Games Act 2006 provides that the ODA will be required to prepare and keep under review an Olympic Transport Plan (OTP). The OTP will set out the transport plans for the Games and details of how they are to be implemented.
- 5.3 Section 12 allows the ODA to co-ordinate the delivery of the transport needs of the Games. It also imposes an obligation on various authorities and bodies, all of whom will have been consulted in the preparation of the OTP, to co-operate with the ODA for the purpose of implementing the OTP and in

particular providing or facilitating transport services in connection with the London Olympics.

- 5.4 Section 14 enables the ODA to make traffic regulation orders over roads that are part of the Olympic Route Network (ORN). The ODA may only do so with the consent of the Secretary of State; further, the ODA may only make such an order for Olympic purposes. In practice, this section will allow for the creation by the ODA of a unified system of traffic regulation across the ORN, including, for example, the use of Olympic lanes (which will facilitate the travel of athletes and other accredited persons between Olympic venues) and the imposition of parking and waiting restrictions. When making a traffic regulation order, the ODA has to comply with the same procedural requirements as Transport for London. This section also allows traffic authorities to make traffic regulation orders for Olympic purposes over any road as needed; local traffic authorities may only make traffic regulation orders over roads which form part of the Olympic Route Network with the consent of the ODA.
- 5.5 Section 15 provides for the enforcement of traffic regulation orders made for Olympic purposes. Subsection (1) allows for infringements of traffic regulation orders made by the ODA over the ORN for the purposes of the Olympics to be punishable with an increased fine. Local authorities, and Transport for London (TfL), will remain the 'enforcement authority' for all other purposes.
- 5.6 For the second of these categories, measures on borough roads, where the Council remains the local traffic authority, all the necessary traffic orders will require to be promoted and implemented by LB Newham under existing established procedures. It should be noted that where such measures are undertaken that notice is required to be given to the ODA prior to taking such measures if they are connected to the Games.
- 5.7 It is noted that it is intended to re-charge costs of the above works and actions from TfL and LOCOG. It would be advisable that the conclusion of negotiations on costs is contained within a formal agreement.
- 5.8 This report has been prepared in compliance with these provisions as a precursor to the plans being finalised.

## **6. Risk Management**

- 6.1 The key risks associated with the proposed ORN and LATM&P will be identified and managed to reduce the adverse impacts on local residents, businesses and council services.
- 6.2 There is intended to be regular communication and consultation between the promoting bodies, (ODA/TfL, LOCOG) and local businesses and residents so that everyone is aware of the potential issues and what is being done to address them.
- 6.3 The Council's service continuity could be disrupted following the closure and diversion of roads resulting in travel congestion and parking restrictions. This

risk will be mitigated by the proposed controls and creating a Games time service continuity plan, which is being completed jointly by the Corporate Risk Team and STAGG Planning Group.

- 6.4 Implementation of enforcement on the ORN and within the Event Zones will mean that the Council has to implement and deliver a detailed schedule of works in advance of the Games to ensure all necessary enforcement resources are in place all of which are over and above the current requirements. Discussions have already taken place with the relevant contractors to ensure they have all the information and support to allow them to have the right level of trained personnel and the necessary equipment needed to get the job done.
- 6.5 The Council has obtained confirmation from TfL & LOCOG that all its costs and those of its contractors, incurred for delivering games time enforcement, permitting etc. will be fully met.

## **7. Consultation**

- 7.1 Lead Members have been consulted regarding enforcement on the ORN and within the Event Zone, as well as the need for the proposed mitigation measures discussed in this report