

16 December 2014

Business & Town Centre Committee

Petition Presented at Ordinary Council on 22nd October 2014

Report of: *Roy Ormsby – Head of Streetscene*

Wards Affected: *Shenfield, Hutton: North, South, East & Central*

This report is: *Public*

1. Executive Summary

- 1.1 At Ordinary Council on 22nd October 2014 a petition was presented which called for more parking to protect Shenfield.
- 1.2 The petition noted ‘we the residents of Shenfield and Hutton firmly believe additional parking arrangements are imperative to deal with the inevitable extra traffic once Crossrail arrives. We do not want to see increased parking in residential side streets and oppose the decking of both Friars Avenue and Hunter Avenue car parks and call for these to become “shoppers only” car parks. We urge the Lab/Lib coalition now running Brentwood Council to use the £1.5m, set aside by the previous conservative administration to tackle the parking situation. Any proposal must protect, and be for the good of residents’.
- 1.3 The Council currently provide 48 spaces in Friars Avenue and 62 spaces in Hunter Avenue, with 2 disabled bays in each car park. It is expected that through the construction phase of the project only 20 spaces will be available in Friars Avenue during the week, with none at weekends, with no loss in Hunter Avenue.
- 1.4 A report was commissioned by the Council in October 2013, which looked at Shenfield Station parking and access (Appendix A). The study identified a number of potential schemes, and provided a summary of the benefits to rail users, and the deliverability of the projects (Table 10.1, p52).
- 1.5 The Crossrail project in Shenfield has now been brought forward, and work will commence in February 2015. This will see up to 28 spaces taken over for the project in Friars Avenue car park during the week. The construction phase is expected to run through to March 2017, therefore there are potential issues with parking during this period.

- 1.6 In the long-term Crossrail have predicted a 28% increase in demand by 2026, therefore there is a need to consider alternative parking arrangements to meet this demand, but these will need to be discussed in conjunction with developers, and identified in the Local Development Plan.
- 1.7 It is evident that there is no short term solution to build additional car parks, as there are no suitable sites available. Alternative options will need to be considered to mitigate any potential disruption over this period, and dialog will be continued with South Essex Parking Partnership and representative of Crossrail throughout the construction period.

2. Recommendation(s)

- 2.1 That the Head of Street Scene liaises with Ward Members and with South Essex Parking Partnership and representatives of Crossrail throughout the construction phase to reduce disruption to businesses and local residents.**
- 2.2 That delegated authority be given to the Head of Street Scene, in consultation with the Leader of the Council, the Chair of the Business and Town Centres Committee, and local Ward Members, to make decisions relating to urgent and unforeseen traffic management issues during the construction phase.**
- 2.3 That Members discuss the options outlined in Table 10.1 of the JMP report, to enable Officers to carry out further detailed work on long term options for Shenfield in consultation with other agencies.**
- 2.4 That it be agreed to make Hunters Avenue and Friars Avenue car parks into free shopper's car parks, with a 3 hour maximum stay, with no return within 4 hours on and from 1 April 2015 until completion of the construction.**
- 2.5 That it be agreed that on and from 1 April 2015 a maximum of 30 spaces be made available for season ticket holders in the Council's Shenfield car parks, through the construction phase this will be provided in the NCP car park with none in the Council's car parks as outlined in 3.12.**

3. Introduction and Background

- 3.1 In October 2013 a report was commissioned to undertake a study of parking demand at Shenfield station.
- 3.2 The study required a detailed assessment of current and future car parking demand and capacity utilisation at Shenfield, alongside a similar review of the kiss-n-ride demand within the station drop off area. The analysis was undertaken within the context of the additional rail demand that will be generated by future Crossrail services, along with the potential disruption during the construction phase.
- 3.3 The study provided an evaluation of a series of potential scheme options to improve parking and drop off facilities, that could be implemented during the construction phase and subsequently when full Crossrail services are in operation.
- 3.4 Table 10.1 of the report (p52) provided a summary of the outputs in terms of potential benefits to rail users to be generated from each scheme and their deliverability. It was initially felt that a scheme could be developed to build a new car park on Alexander Lane to be used as a park and stride option.
- 3.5 The study identified (Figure 5-6: p21) that 43% of those questioned would be prepared to use a different car park further away, and walk to the station if it meant it was cheaper. However, when asked to qualify the distance they would be prepared to walk, most would not be prepared to walk more than 10 minutes from any park-n-stride car park. The walking distance for the Alexander Lane option would be over 15 minutes, therefore a low option in terms of benefits to rail users. This therefore, along with planning and development issues, makes Alexander Lane an option that would not meet the needs of rail users, and therefore would not be cost effective to deliver.
- 3.6 The scheme outlined in the JMP report, partial decking of Mount Avenue car park (10.17, p42) has been delivered, and a further 124 spaces have been added. Officers have monitored this over recent weeks and it is evident that there are additional spaces available for use, but long term parking for commuters is still required.
- 3.7 There is a need to consider the parking issues in Shenfield in two phases, firstly the short-term throughout the construction phase, and secondly the long term, post construction and beyond 2026.

Parking During the Construction Phase

- 3.8 A meeting was held on 4th December 2014 with representatives of Crossrail and their contractor. Discussions centred on the management of traffic, and plans that can be implemented to mitigate any issues. The meeting did provide more detailed information, but it is clear that there is the possibility that at some stages of the construction there may be traffic management issues.
- 3.9 The additional 124 spaces in the Mount Avenue car park will go some way in relieving the parking for commuters. This could also provide parking for some of the 73 season ticket holders that currently purchase tickets from the Council. After monitoring the Mount Avenue car park it is evident that 30 current season ticket holders from Friars Avenue car park could be accommodated in the NCP car park. This will be taken forward by Crossrail as an action, and they felt it would be achievable.
- 3.10 It has been well noted that Friars Avenue car park will be used as a site for Crossrail during the construction phase, and it was confirmed that 20 spaces will be available on week days only during the construction phase. This will be managed by the contractors, who will have banks people on site managing traffic movement.
- 3.11 The impact on local businesses is a concern, and therefore there is a need for all agencies to work together to ensure that businesses do not suffer during the construction phase beyond what is inevitable.
- 3.12 The Council currently have 110 car park spaces in Shenfield, 62 in Hunters Avenue and 48 in Friars Avenue. However, there are currently 73 season tickets holders across the two car parks, which generates an income of £69,350. Crossrail will leave 20 spaces in Friars Avenue during the week throughout the construction phase, leaving 82 spaces available for all users. We will however lose the spaces in Friars Avenue at weekends.
- 3.13 In a letter dated 22 February 2008, to our then legal advisors, Crossrail gave the following assurances: ' That the nominated undertaker will be required to share use of the car park, allowing the car park to remain open Monday to Friday, with at least 20 of the existing 50 (48 general/2 disabled) car parking spaces retained, providing that the entirety of the car park is made available for construction at weekends and Bank Holidays. On these days it would be the intention to direct users to the Network Rail, Hunter Avenue commuter car park, which is not so heavily used on those days. The promoter will also require the nominated undertaker to use

reasonable endeavours to provide replacement car parking spaces in the Network Rail Hunter Avenue commuter car park for the number of spaces – 30 or less – lost at the Friars Avenue pay and display car park during the week’.

- 3.14 If Crossrail commit to this agreement, there would be an option to move 30 season ticket holders into Hunters Avenue commuter car park during the week, leaving the 82 spaces available for shoppers, which would be a net increase on shopper only spaces. Both car parks could then be managed as shopper car parks, with a free 3 hour maximum stay, with no return within 4 hours. There would however, be a loss of 43 spaces for season ticket holders, which needs to be considered.
- 3.15 It has been agreed with Crossrail that appropriate signage will be erected, at their cost, and in the terms of the original agreement the Council will be compensated for any loss of income during the construction phase.

Long-Term Parking in Shenfield

- 3.16 Consideration needs to be given to the long-term growth predicted in the area. This, along with a range of options has been highlighted in the JMP report commissioned by the Council (Appendix A), which was completed in March 2013.
- 3.17 The report notes (6.3, P27) that Crossrail were able to contribute figures on projected demand at Shenfield and other stations on Crossrail route modelling for the year 2026. The figures provided, along with sensitivity test incorporating an additional 28% demand, have been used by Crossrail to establish whether stations require remodelling to meet future demand, which Local Authorities have been in possession of since 2011.
- 3.18 These figures have been disputed, but it is clear that there will be growth, and that there will be need to increase parking within the area over the next 10 years.
- 3.19 The JMP report outlines a number of options, including the benefit to rail users, and the prospect of delivery (10.93, p52). All these need to be considered, and through a wide range of agencies, decisions need to be made on the preferred option, or option’s, to take forward.

4. Issue, Options and Analysis of Options

- 4.1 There are a number of options outlined in the JMP report (Appendix A) which Members need to consider. However, a majority of the options are

long-term solutions, and would need to be developed through a range of partner agencies if they are to be delivered.

5. Reasons for Recommendation

- 5.1 To provide opportunities to mitigate any traffic management issues that may be created through the construction phase of Crossrail, and the future growth of rail users in the future.

6. Consultation

- 6.1 This will be done through a range of mechanisms, and in partnership with other agencies, including Crossrail.

7. References to Corporate Plan

- 7.1 To ensure that every effort is made to secure economic vitality in Shenfield and support local businesses throughout the construction of Crossrail.

8. Implications

Financial Implications

Name & Title: Jo-Anne Ireland, Acting Chief Executive

Tel & Email: 01277 312712 / jo-anne.ireland@brentwood.gov.uk

- 8.1 As part of the budget agreed by Council in March 2014, provision of £78,000 has been included for 3 hours free parking during construction.
- 8.2 The impact on the season ticket income is an anticipated reduction in income of £40,850. Negotiations will take place with Crossrail regarding financial compensation due to the Council.

Legal Implications

Name & Title: Christopher Potter, Monitoring Officer and Head of Support Services

Tel & Email: 01277 312860 / christopher.potter@brentwood.gov.uk

- 8.3 Under section 122 (1) of the Road Traffic Regulation Act 1984 the Council has a statutory duty to exercise their functions under that Act as (so far as practicable, having regard to the matters specified in section 122(2) of that Act) '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 or off the highway.' A balancing

exercise is therefore required to be undertaken and evidenced if the Council exercises any of its functions under that Act.

- 8.4 The matters to which the Council must have regard to are:-
- (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) the importance of regulating and restricting the use of roads by heavy commercial vehicles so as to preserve or improve the amenities of the area through which the roads run;
 - (c) the strategy prepared under section 80 of the Environment Act 1995 (national air quality);
 - (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; and
 - (e) any other matters appearing to the Council to be relevant.
- 8.5 The Council has responsibility for off-street parking places. The Council is not, however, responsible for the provision of and regulation of on-street parking.
- 8.6 Under section 32 of the Road Traffic Regulation Act 1984 the Council has power to provide off-street parking places. It cannot provide parking places on roads (section 36(3) of that Act) unless an agency agreement under section 101 of the Local Government Act 1972 (arrangements for the discharge of functions by local authorities) is in force.
- 8.7 Section 35 of that Act sets out the provisions as to use of such parking places which the Council may include by order to control such parking places.
- Other Implications** (where significant) – i.e. Health and Safety, Asset Management, Equality and Diversity, Risk Management, Section 17 – Crime & Disorder, Sustainability, ICT.
- 8.8 None
- 9. Background Papers** (include their location and identify whether any are exempt or protected by copyright)
- 9.1 None

10. Appendices to this report

Appendix A - JMP Report 27th March 2014

Report Author Contact Details:

Name: Roy Ormsby, Head of Streetscene
Telephone: 01277 312554
E-mail: roy.ormsby@brentwood.gov.uk