

## 1. Introduction

### **Aims of *Traffic Management & Parking Guidance***

- 1.1 This new version of the Secretary of State's *Traffic Management & Parking Guidance* is intended to provide a framework for traffic management and parking controls throughout Greater London which serves a wider set of environmental, social and economic objectives. High priority is accorded to parking control initiatives which encourage a shift from the use of the car for personal travel to public transport, walking or cycling; and to traffic management programmes which reduce accidents, congestion, pollution and car dependency.
- 1.2 The Traffic Director for London and the Highways Agency have particular responsibilities for promoting the London-wide framework for strategic roads taking account of this *Guidance*, national and regional policies for land use, transport planning and air quality, and the objectives and concerns of London local authorities and the local authorities bordering London. Local authorities will be primarily responsible for developing more localised or sectoral frameworks, taking account of strategic issues and the objectives of neighbouring authorities.
- 1.3 *Traffic Management & Parking Guidance* is being issued under sections 51 and 63 of the Road Traffic Act 1991, and paragraph 6 of Schedule 5 to the Local Government Act 1985, following consultation with a wide range of interests. It is directed towards London local authorities, the Traffic Director for London and the functions of the Highways Agency within Greater London. It replaces the version of *Guidance* contained in Local Authority Circular 5/92, dated 26 August 1992. ***The guidance is shown in bold italics, and is supported by background information.***
- 1.4 In addition to the provisions of the Road Traffic Act 1991, *Guidance* has regard to the Secretary of State's wider environment and transport responsibilities. In particular the Secretary of State wishes to see:
  - the development of transport systems which are safe and efficient, and which contribute to a competitive economy, a sustainable environment and an inclusive society
  - a pattern of land use and transport provision which minimises harm to people and the environment and reduces the need to travel, especially by car.
- 1.5 This document is being published ahead of the White Papers on the governance of London and the development of an Integrated Transport Policy. At present there are severe constraints on resources and, because of the fragmented nature of transport responsibilities within London, real limitations on strategic traffic planning. These matters will be addressed in the forthcoming White Papers.
- 1.6 The Secretary of State recognises that there are practical limits on what can be achieved in the short term to meet the principles and objectives set out in this *Guidance*. Nevertheless, he believes that it is important to set out his policy objectives and concerns so that authorities and agencies in London can begin to take forward a new approach to traffic management and parking controls. ***London local authorities, the Traffic Director for London, and the Highways Agency should***

***therefore take this new Traffic Management & Parking Guidance into account in assessing, designing and monitoring highway, traffic and parking measures within Greater London.***

### **The consultation on revised *Guidance***

- 1.7 A consultation document asking for views on revised *Guidance* was issued in August 1997. The Secretary of State is grateful for all the comments received. It is clear that there is a broad measure of support for the proposals set out in the consultation document. A general theme that has emerged from the comments is the importance of a co-ordinated London-wide strategy on traffic management and parking while maintaining the discretion and capability to cope with the variety of local conditions.
- 1.8 A paper available from the Government Office for London summarises the main points made in the responses to the consultation document.

### **Structure of revised *Guidance***

- 1.9 Following this introduction, Chapter 2 sets out the issues to be taken into account in planning and reviewing traffic management and parking control measures.
- 1.10 The Annex brings up to date the advice to local authorities on the procedures to be followed in implementing the priority red route initiative and the decriminalised local authority parking enforcement system.

### **The context of revised *Guidance***

- 1.11 The core principles of revised *Guidance* are:
- the management of traffic and road space should be based on the movement of people and goods
  - a more strategic approach to parking with the objective of securing a shift to more sustainable transport modes for travel to London's numerous "town centres"
  - greater emphasis on measures to assist buses, cyclists, and pedestrians thereby opening up a wider set of transport choices for all and reducing dependency on the car
  - a clearer recognition of the needs of all road users, especially people with disabilities or difficulties with walking
  - a clearer recognition that regional and local traffic strategies must be comprehensive, and a better awareness of the environmental impacts of traffic, in particular the need to reduce greenhouse gases
  - greater realism in appreciating what can and cannot be achieved in an acceptable manner within current legislation and with available levels of resources
  - better interchange between modes, particularly from bus and car to rail and underground, and from public transport to walking; this must be adequately reflected in the local management of traffic and parking
  - more emphasis on the monitoring and assessment of the impacts of programmes; simple, easy to understand, output measures must become more prevalent and influential.

## National policy framework

- 1.12 *Guidance* needs to be applied in the context of the Government's overall objectives and policies for London and for national transport; in particular, closer integration of land use and transport planning and better recognition of improved air quality and road safety objectives.

## Integration with land use planning

1.13 Planning Policy Guidance 13 (1994) *Transport* provides guidance on how local authorities should integrate transport and land use planning in ways which help to:

- reduce growth in the length and number of motorised journeys
- encourage alternative means of travel which have less environmental impact
- reduce reliance on the car.

1.14 Guidance on traffic management and parking in town centres is contained in Planning Policy Guidance 6 (1996) *Town Centres and Retail Development*.

1.15 For Greater London, the planning and strategic transport context is set out in Regional Planning Guidance 3 (1996) *Strategic Guidance for London Planning Authorities*. *Traffic Management & Parking Guidance* needs to be read in conjunction with RPG3 (1996), where the principal objectives relevant to traffic management and parking controls are:

- to encourage a pattern of land use and transport provision which minimises harm to the environment and reduces the need to travel, especially by car, consistent with the needs of sustainable development
- to facilitate the development of transport systems which are safe and efficient, and which contribute to the achievement of competitiveness, regeneration and environmental quality.

1.16 RPG3 (1996), in its Annex to Chapter 6, sets out the road hierarchy for London. Motorways and red routes provide the network of strategic roads within London. These constitute about 5% of the public road system but cater for around a third of all vehicular traffic movement, measured as distanced travelled. Other 'A roads' form the network of London distributor roads, constituting 10% of the road system and carrying a further third of vehicular traffic. Local distributor and access roads constitute about 85% of the road system and cater for the remaining third of vehicular movement.

## Recognition of national air quality objectives

1.17 Part IV of the Environment Act 1995 led to *The United Kingdom National Air Quality Strategy*, published in March 1997. The Government has adopted this strategy as a statement of its policies with respect to the assessment and management of the quality of air. Environment Circular 15/97, dated 17 December 1997 from the Department of the Environment, Transport and the Regions (DETR), gives an introduction to the functions of local authorities in delivering the National Air Quality Strategy through the system of Local Air Quality Management, and explains the guidance notes being issued to assist local authorities in the exercise of their functions.

- 1.18 Local authorities are required to carry out periodic reviews of air quality in their areas. Where air quality objectives for the year 2005 are not likely to be achieved, an authority is required to designate an Air Quality Management Area (AQMA), and prepare an action plan for improvements in air quality. Even in areas not designated as AQMAs, authorities are required to have regard to the National Air Quality Strategy when developing transport and traffic management plans. For the avoidance of doubt, the Environment Act 1995 amended the Road Traffic Regulation Act 1984 to extend the grounds on which traffic regulation orders can be made in the interests of air quality. But it will be rare for this to be the sole reason to regulate or restrict traffic on particular roads. The Road Traffic Regulation Act 1984 makes clear that local authorities need to have regard to other matters, such as access and the expeditious, convenient and safe movement of traffic.
- 1.19 Particularly relevant to *Traffic Management & Parking Guidance* is the guidance note *Air Quality and Traffic Management LAQM.G3(97)*. This discusses how traffic management measures might contribute to improving air quality generally and to action plans to deal with local areas where air quality does not meet the objectives of the National Strategy. However, within the London conurbation there is less scope to divert traffic away from residential, employment and shopping areas, and so traffic management measures to influence vehicle emissions must be used with care.

### **Recognition of National Road safety objectives**

- 1.20 London has made relatively good progress towards meeting the target of reducing road casualties by one third by 2000 from the levels of the early 1980s. Details are given in the publications *Road Accident Statistics for English Regions* from DETR and from the annual report by the London Research Centre *Towards the year 2000: monitoring casualties in Greater London*.
- 1.21 As part of the national accident reduction target, the agreed overall target reduction for London was 17,100 casualties per year from the levels of 1981-85. By 1996 there had been a 16% reduction in the annual total of casualties, from 54,000 to 45,000, based on current local authority boundaries.
- 1.22 London's is the highest reduction achieved to date in any English Region. The Secretary of State congratulates all those who have been involved in the traffic management contribution. The reduction in fatal casualties - down by 60% - is even more impressive and, in economic terms, the annual cost of road accidents in London has reduced by at least 30% or £400 million from the levels of only 10 years ago.
- 1.23 About 80% of casualties are on London distributor and access roads; about 20% are on strategic roads including motorways. The opening of Highways Agency schemes currently under construction and the completion of the red route network is likely to result, by 2000, in a further annual reduction of at least a thousand casualties. The effects will also be felt on local roads as a result of traffic being attracted to improved strategic routes. Nevertheless, the widely different levels of casualty reductions among London boroughs is a cause for concern; as is the recent upturn in casualties in many boroughs.
- 1.24 ***The Secretary of State looks to the Association of London Government (ALG), in co-operation with the London Accident Analysis Unit, to co-ordinate a better understanding of the differing local performances on non-strategic roads with regard to road accident reductions and to promote an appreciation of the***

***factors which determine real achievement in casualty reductions within Greater London.***

**Road Traffic Reduction Act 1997**

- 1.25 *National Road Traffic Forecasts (Great Britain) 1997* were published by the Department of the Environment, Transport and the Regions in October 1997. These forecast that - in the absence of measures affecting the use of the private car - traffic levels within London will increase at 1.0% - 1.5% per year from the base year of 1996. The studies supporting the new forecasts showed that, in general, the available capacity of the road network has only a very limited effect on traffic growth. These traffic forecasts are supported by the emerging projections from the new strategic transport model, LTS91, operated on behalf of the Government Office for London.
- 1.26 Central London attracts each day about 10 percent of the private cars registered in Greater London, plus significant numbers of private car movements from beyond Greater London, together with substantial volumes of commercial and other traffic. At peak times nearly 100,000 vehicles per hour are crossing the boundary into or out of central London. The congestion and pollution impact of this concentrated movement is felt across much of inner London and beyond. Improved parking management and enforcement has had a restraining impact on private car travel into central London but there is still more which could be done, especially on the fringes of the central area. In many other London "town centres" there is little use of parking controls as a traffic restraint mechanism.
- 1.27 The Road Traffic Reduction Act 1997 obliges each local traffic authority, including the London local authorities, to produce a report containing an assessment of existing levels of traffic on those roads for which it is highway authority and a forecast of expected growth in those levels. It should also contain targets for reducing levels of local road traffic in their area or its rate of growth, unless the authority considers such targets to be inappropriate. An authority would need to make clear in its report the reasons for not setting targets.
- 0.28 The Government began a consultation in January 1998 on draft guidance for local authorities in relation to the preparation of reports under the Act. *Traffic Management & Parking Guidance* is being issued before this consultation is complete. ***The Secretary of State considers that formal traffic reduction targets for London under this legislation should be considered as part of this national consultation and with due regard to the role of a potential Greater London Authority.*** He will take into account those comments received on the consultative draft of *Traffic Management & Parking Guidance* which relate to traffic reduction within Greater London.

## 2. Issues to be taken into account in developing and applying traffic management and parking policies

### Introduction

- 2.1 The general theme of this chapter is the importance of an integrated approach to both strategic and local traffic planning. It is essential to ensure that traffic management strategies are sufficiently comprehensive, sensibly enforced and adequately monitored. There should be a proper appreciation of their impact on all road users: including commercial vehicles, buses, taxis, coaches, pedestrians, cyclists and motorcyclists, people with disabilities, residents, visitors, and those who work, study or shop in the area. Measures need to be effectively maintained and signed and their performance periodically reviewed.
- 2.2 It is important that freight deliveries and servicing activities are taken into account; parking controls, for example, should have regard to loading, particularly in commercial areas. A co-operative approach involving local authorities, freight operators, business, and residents will assist the identification of the delivery times, routing and access arrangements that balance commercial considerations with environmental and social considerations.
- 2.3 When looking at traffic and parking in London's "town centres" it is essential for local authorities to take account of strategic considerations: the impacts on strategic and distributor roads across adjacent boroughs; the objectives of the London Bus Priority Network and the London Cycle Network. Applying sensible on-street and off-street parking controls within "town centres" is critical to securing the aspirations behind this *Guidance*.

### Parking controls

- 2.4 Managing stationary vehicles is just as important as managing moving vehicles. Illegal and inconsiderate parking obstructs traffic and pedestrians, can be a major obstacle to better conditions for all road users and can cause congestion which in turn can exacerbate pollution. Parking restrictions assist the safe and free flow of traffic and are particularly helpful in ensuring efficient bus operations. Attention to parking controls on strategic roads and on the London Bus Priority Network should be a high priority. The decriminalised parking regime set up by the Road Traffic Act 1991 has brought greater responsibility for parking to London's boroughs, a stronger commitment to enforcement, and the scope to generate additional resources.
- 2.5 Since 1991 the use of on- and off-street parking controls has developed as an essential traffic restraint tool, especially for journeys to central London. The Secretary of State considers that the arrangements have yet to be properly exploited by many boroughs. There is still some way to go to achieve an adequate level of compliance with restrictions and to make use of parking controls as a traffic restraint mechanism, to the benefit of all road users, especially buses where routes are generally restricted to main roads.
- 2.6 RPG3 encourages local authorities to take a comprehensive view of parking policies, and develop strategies for off-street, on-street and private non-residential parking, in co-operation with neighbouring authorities.
- 2.7 ***The Secretary of State therefore expects that local authorities should assess parking provision and develop a parking strategy which includes statements of***

***parking and enforcement priorities and quantifiable standards of performance, that these strategies should be published and that the objectives for local parking controls should include:***

- ***ensuring effective on-street enforcement, particularly on bus routes and main roads, to minimise the impact of car parking on other road users;***
- ***improving co-ordination between boroughs, particularly across boundaries;***
- ***introducing, strengthening or extending Controlled Parking Zones (CPZs) in areas of parking congestion and which are important local destinations;***
- ***ensuring that parking space is effectively managed by time and price, to meet traffic and transport objectives;***
- ***providing for the needs of people with a disability;***
- ***providing convenient coach parking and pick up points at entertainment and other visitor locations;***
- ***reviewing the cost of public parking so that it restrains non-essential journeys by car and reduces the overall demand for parking;***
- ***allocating parking space for specific users according to explicit priorities and criteria;***
- ***adequately signing parking and loading controls, while seeking to minimise sign clutter; and***
- ***developing a comprehensive approach to the management of on-street and off-street parking.***

2.8 ***The Secretary of State further expects that there should be a sustained year by year reduction in publicly provided on-street and off-street commuter parking in all areas of Greater London where there is reasonable public transport provision, and a much more determined use of parking charges and parking controls to encourage a shift from the use of the private car.***

### **Review of Existing Restrictions**

2.9 It is essential that parking restrictions - particularly those on loading and unloading - should be up to date and enforcement priorities identified and co-ordinated within boroughs and across boundaries. Any changes in parking regimes, at boundaries or within boroughs, should be made clear. Circular 5/92 asked all the London local authorities to carry out a comprehensive review of all their parking restrictions. While some local authorities have completed these reviews, others have not, or only in part.

2.10 The Secretary of State remains concerned that there are many restrictions in place which have not been looked at in any comprehensive way for many years. ***He expects that those local authorities which have yet to complete these reviews should give urgent attention to doing so.*** They should consider whether their standards meet the objectives of this *Guidance* and are adequately understood by drivers, especially visitors, who are not familiar with the locality. Particular attention should be given to streets forming, or adjacent to, borough boundaries where a joint approach would be appropriate.

- 2.11 The reviews should assess waiting and loading restrictions; levels of charge which ensure that on-street space is generally more expensive than off-street space and the cost of public transport alternatives; the opportunities for orange badge holders; the requirements for residents' parking; the need for any coach, cycle or motorcycle parking; and intensity of enforcement to ensure compliance. The reviews will allow local authorities to ensure that signing is up to date.
- 2.12 Pavement parking is illegal throughout London except where there are positively signed exemptions. These exemptions should be reviewed to see if they are still necessary, and where they are they should be clearly signed.
- 2.13 Traffic Regulation Orders should be easily understood, accurate, and consistent. ***The Secretary of State recommends that amendments and variations to Traffic Regulation Orders are carried out clearly and formally and that the original Order and subsequent changes are regularly consolidated. Copies of the Traffic Regulation Orders should be available for the public to see.***

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

- 2.14 Most of central and inner London, together with the outer London town centres is now covered by CPZs. CPZs are the way forward, particularly in areas where demand for commuter/shopping parking conflicts with residents' needs, in order to restrain traffic in an area well served by public transport, or to take account of reductions in off-street parking, but they can be complex and difficult to introduce. Nevertheless, introducing controlled parking across London could be the necessary first step to using parking as a means of reducing car use.
- 2.15 Where a CPZ is introduced, it is essential that it is effective and enforceable - different time periods in different zones in different areas within a borough or in different boroughs can be confusing to drivers. Clear signing is also essential. Local authorities will have to consider the needs of essential visitors and people with disabilities, and how to deal with parking displaced by the introduction of a CPZ.
- 2.16 Proper consultation before introducing a CPZ is essential; all those affected will need, for example, a clear explanation of what is proposed and how it will affect them, and time to consider the issue.
- 2.17 ***The Secretary of State expects that all boroughs should, where necessary, introduce, or extend CPZs, giving priority to any gaps in inner London, and in areas which are important local destinations. He emphasises the need for full consultation with residents. It is essential to ensure compatibility within zones and across borough boundaries.***

### **Residents' Parking Permits**

- 2.18 It is open to each local authority to set the criteria for qualification for residents' parking permits. There is no single answer to the question of the best and fairest way to price permits or limit the number of permits available. Most local authorities have opted for a simple qualification of having the main residence within the borough. Providing you meet the criteria you get the permit. However, there is no legislative reason to prevent a local authority rationing permits by price, overall number or some other method. Options include one permit per resident with an incremental scale of charges for additional permits, or excluding those with off-street parking facilities from

having permits. Moreover, limiting the size of each residents' permit zone can reduce car travel by discouraging cross borough journeys.

2.19 Rationing residents' parking permits may be seen as arbitrary. Measures to tackle residential parking are bound to have an impact on both car ownership and use; one disadvantage is that those who can afford it may choose to move to low density suburbs which may result in more people developing more car-dependent travel patterns. It may also increase the pressure to provide vehicle crossovers, which reduce the kerbside space available for others, so that vehicles can be parked in front gardens.

2.20 ***The Secretary of State considers that local authorities should, as a minimum, have a permit charge which covers the cost of operating and enforcing the permit system always bearing in mind the needs of people with a disability. He recommends that***

- ***the size of residents' permit zones should be limited to discourage intra-borough journeys; and***
- ***where permits need to be rationed this should be by number rather than by price.***

2.21 ***He accepts that circumstances vary, however, and that it is for local authorities to consider the residents' permit scheme most suitable for local conditions. Other options which local authorities may have to consider include***

- ***restricting permits where off-street parking is available; or***
- ***applying a sliding scale of charges, with a higher charge for second and subsequent permits per household***

2.22 ***It is essential for local authorities to consult residents and explain the reason for the option chosen; they should publish the policy which they intend to adopt for permits in their parking strategy.***

## **Parking Charges**

2.23 The level of parking charges must be set for traffic management reasons, such as to ration available space and ensure that there is a rapid turnover of parking places, rather than to maximise revenue. This is because section 122 of the Road Traffic Regulation Act 1984 does not include the maximisation of revenue from parking charges as one of the relevant considerations to be taken into account in securing the safe, expeditious and convenient movement of traffic.

2.24 Where off-street parking in town centres is under local authority control, its management should give priority to users other than commuters. Charges should be set to influence demand, and differentiated by user type in support of traffic management policy objectives so that the cost of parking for more than 4 hours should carry a heavy premium.

2.25 In considering the question of whether local authorities should consider a reduction in the number of on-street paid parking spaces as well as an increase in charges, the Secretary of State notes that the London Planning Advisory Committee (LPAC) has advised that charges should be set at a level which gives an 85% occupancy rate, a commonly used operational criterion for parking management. There may be differences between inner and outer London, however, and between outer London

boroughs and authorities outside the M25. Charges for long stay parking on the highway should be at least comparable with those charged at off-street car parks.

- 2.26 ***The Secretary of State considers that it is for the local authorities and the Traffic Director to consider whether local needs will best be met by the provision of paid or permitted parking, or whether short term free parking would better meet particular local circumstances. He believes that LPAC's advice offers a helpful standard, although parking charges must not be reduced just to meet the 85% occupancy rate.***
- 2.27 ***On red routes an important consideration will be what is being done by the local authority in adjacent streets. The Secretary of State expects the Traffic Director to take account of parking charges adopted or planned by local authorities after they have carried out their parking reviews, with a view that, where practical, the charges on red routes shall generally be the same or higher.***

### **Hierarchy of Parking Needs**

- 2.28 The Secretary of State believes that, in striking a balance between restraining traffic levels and encouraging economic activity, local authorities may find it helpful to think in terms of a hierarchy of parking need. This should aim to prioritise road space made available for parking, taking account of the needs of disabled people, and suppliers of goods and services, many of whom have no alternative but to operate by road; local residents; parking requirements of businesses' customers, and the parking demands of employees. Establishing a hierarchy of need is a tool that can help inform decisions on the most appropriate level of parking provision and in particular whether there is scope for reduction.
- 2.29 In considering how to apply the concept of a hierarchy, account should be taken of variations in local circumstances. Factors in deciding priority include the differences between commercial and residential areas, public transport accessibility, and the importance of delivery vehicles. The hierarchy is likely to lead to more restrictions, and there will be a need for a greater clarity in signing provision coupled with more, and better targeted, enforcement to match the greater sophistication of the restrictions.
- 2.30 ***The Secretary of State recommends that local authorities should seek to apply a hierarchy, in the first place to the London Bus Priority Network routes. He recognises the need to establish a hierarchy that accords with local circumstances. The reasons for the approach should be published in their strategy.***
- 2.31 ***The Secretary of State recommends that local authorities should also bear in mind the needs of cyclists and motorcyclists when planning and designing on-street parking places.***

### **Private non-residential Parking**

- 2.32 *Guidance* is not the best mechanism for seeking to change or extend controls on privately controlled parking, particularly as the scope for fiscal and other measures of control is being considered as part of the wider transport review. Nevertheless, in general, the level of provision of privately available non-residential parking should be significantly reduced, with a view to encouraging greater use of alternatives to the car.

RPG3 sets out standards for new employment-generating development, differentiated between central, inner and outer London. Planning/land use policies introduced in line with RPG3 and PPG13 - properly co-ordinated with neighbouring authorities - can achieve additional off-street parking restraint. **Local authorities are required to take account of Traffic Management & Parking Guidance, and the maximum parking standards set out in RPG3, in formulating their Unitary Development Plans.**

## Management of the road network

### Introduction

- 2.33 Broad issues relating to the responsibilities for the management of the London road network were discussed in the consultation document *New Leadership for London*. Following the widespread response to the consultation document, the Government proposals for the future governance of Greater London will be set out in a White Paper. In due course this *Guidance* will have to be read in the context of the new administrative structures approved by Parliament. Meanwhile, strategic roads - as defined in the London road hierarchy set out in RPG3 - are predominantly motorways, trunk roads and other red routes.

### Traffic Management and Air Quality Error! Bookmark not defined.

- 2.34 The guidance note *Air Quality and Traffic Management* explains that national and international measures are being taken to improve engine, exhaust and fuel technologies which are expected to result in the achievement by 2005 of most of the objectives of the Air Quality Strategy in most locations. There are, however, still uncertainties over the future local concentrations of certain pollutants in heavily trafficked areas. In London the issues are complicated by the density of traffic movement and the periodic presence of pollutants from continental Europe.
- 2.35 *New Leadership for London* proposed that the Greater London Authority should have a strategic role in air quality management. In any event, the aim must be for local authorities to take forward any response to air quality issues in a co-ordinated manner, supported by the best available scientific evidence. London boroughs have been in the forefront of pollution monitoring and there is a growing understanding of the patterns and composition of pollution across London.
- 2.36 Of those pollutants capable of being directly affected by traffic management measures, there are indications that supplementary traffic management action may need to be considered in large urban areas to deal with localised concentrations of nitrogen dioxide and particles. The Government Office for London (GOL) is assessing the scope within London for using traffic management to influence the concentrations of these two pollutants. This work is looking at the variability of local pollutant concentrations and the relationship between emissions on main roads and the more generalised "background" level of pollution, itself partially made up from vehicular emissions. The results are expected to be reported later this year. They will inform the review of the National Air Quality Strategy which the Government has recently put in hand.
- 2.37 ***Until a clearer understanding is available of the relationship across London between traffic conditions and occasions when National Air Quality Standards are exceeded, the Secretary of State recommends that local authorities should adopt a precautionary approach on air quality issues when developing their***

***traffic management and parking policies and plans. This means taking care with measures which will increase vehicular congestion in close vicinity to residential, shopping and employment locations.***

#### **New aims for the red route network**

- 2.38 Local authorities are expected to apply the principles of the road hierarchy when reviewing their individual UDPs and developing their traffic management and parking plans. In advance of the Greater London Authority, the notification procedures for designated roads remain unchanged.
- 2.39 Motorways carry about 5% of London's traffic, red routes about 25%; together they provide most of the strategic network connecting major centres of employment and population within London and the main links to the national network of motorways and primary routes. The Secretary of State defines the red route network; after the completion of the re-signing of the primary route network, the primary and red route networks will be broadly coincident. A key role of red routes has been to accommodate traffic, particularly commercial traffic and longer distance movements by coach, bus and car, taken from other roads in the red route corridor, particularly bus routes and residential streets which are not suitable for high density traffic volumes. Many red routes are also important bus routes and serve residential and shopping areas.
- 2.40 The Traffic Director for London is responsible for the design, implementation, maintenance and monitoring of red route measures on the network and reviewing the operation of the measures. A key aspect of this function is the control of stationary vehicles - whether parking or loading. The Metropolitan Police continue to enforce most parking and loading controls on all red routes.
- 2.41 The Highways Agency carries out the highway authority role for the trunk road component of the network on behalf of the Secretary of State, while for local roads the boroughs are highway authority.
- 2.42 In revising the aims of red routes the intention has been to keep the benefits of the existing aims - recognising the strategic role played by red routes - while reinforcing the status of pedestrians, cyclists and bus operations on red routes and recognising that red route measures should be integrated with plans for adjacent local roads.
- 2.43 The Secretary of State concludes that the aims should be
- to facilitate the movement of people and goods in London - reliably and safely, and with minimum overall environmental impact
  - to encourage walking
  - to provide better conditions for cyclists and contribute to the National Cycling Strategy
  - to provide better conditions for people with disabilities
  - to provide priority for buses so as to achieve their efficient movement
  - to improve the local environment and reduce the impact of congestion
  - to contribute to London's targets for reduced traffic accidents and road vehicle emissions
  - to support reduced car commuting, especially into or across inner London

- to assist measures to reduce traffic on local roads by providing the first choice for non-local traffic, consistent with achieving the other aims for red routes.
- 2.44 ***The Secretary of State acknowledges that local circumstances will vary. He will direct the Traffic Director to pursue these aims taking account of the strategic function of red routes and local circumstances. For a particular location he recognises the balance of the aims will change within the overall strategic framework to take account of differing local circumstances.***
- 2.45 ***The Secretary of State will direct the Traffic Director to apply the same aims when considering designated road notifications, while recognising that these roads are part of the network of London distributor roads.***
- 2.46 ***RPG3 sets out the Highways Agency's and the Traffic Director's approach to development control on trunk roads and red routes. Traffic Management & Parking Guidance will also be a material consideration for the planning authority when dealing with planning applications.***
- 2.47 In addition to the aims for the red route network, above, the Secretary of State sets objectives for the Traffic Director. These are network performance indicators which are published in his Network Plan. ***The Secretary of State will revise these red route network performance indicators in the light of this revised Guidance, and the Traffic Director will report on progress and achievements against both these aims and performance indicators in his Annual Report.***
- 2.48 The Traffic Director should consider whether the application of these revised aims and performance indicators would be likely to require him to issue a supplement to the network plan.
- 2.49 The Traffic Director should also review the work already undertaken in the light of these new aims. In some cases this could result in modifications to increase priority for buses, cyclists and pedestrians.

### **Bus Priorities**

- 2.50 The Secretary of State recognises the importance of buses, and their potential for increasing local public transport capacity. For journeys into central London the bus provides for the shorter distance journeys and for access to rail and underground services. Coach and express bus services provide a degree of choice for longer distance public transport journeys. For journeys to locations in other parts of London remote from rail and underground stations, the bus is frequently the only form of public transport. Coach operations are also a crucial part of the arrangements for serving tourists and visitors.
- 2.51 The Secretary of State also recognises the importance of improvements in traffic conditions as a way of helping bus operations. Further guidance is set out in the Annex and a range of practical measures is detailed in the DETR advice note *Keeping Buses Moving*.
- 2.52 Funding for bus priority in London is concentrated through the London Bus Priority Network (LBPN), which is being taken forward by the local authorities. The objectives of the LBPN are noted below. The Secretary of State endorses these objectives, which are those set by the local authorities. ***The Secretary of State suggests, however, that they should be reviewed and, where necessary, bought up to date in the light of revised Traffic Management & Parking Guidance.***

### **The objectives of the London Bus Priority Network**

to establish and implement the co-ordinated and coherent application of waiting, parking and loading enforcement regimes on major bus routes;

to improve conditions for all road users and frontagers on major bus routes by reducing congestion;

to improve, in particular, the conditions and reliability of bus operations on major bus routes through the introduction of appropriate bus priority measures and the enforcement of obstructive parking utilising, where necessary, the removal of offending vehicles;

to improve road safety generally and, in particular, for pedestrians and cyclists on important local roads by enhancing the attractiveness of bus operations on major bus routes;

to alter the traffic balance in favour of buses at those locations on major bus routes where this can be properly justified;

to improve conditions for bus passengers at stops and interchanges along major bus routes;

to review, where appropriate, hours of operation of waiting and loading restrictions on major bus routes;

to provide improved opportunity for passengers to use bus services for longer journeys.

2.53 ***The Secretary of State urges the local authorities to concentrate effort on completing cross-London LBN measures based on complete bus routes in order to assist bus operations. He considers that the implementation programme should deliver benefits to passengers at the earliest possible date, with priority given to promoting improvements along the major bus corridors.***

2.54 To take forward this initiative, the Local Transport Expenditure Settlement for 1998/99 advised that local authority partnership arrangements should be sought as appropriate with the aim of ensuring the full co-operation of the main bodies likely to have a direct interest in promoting improvements along such corridors, with the objective of improving conditions for agreed numbered bus routes. Funding has also been reserved for showcase junction or public transport interchange projects which would

- give priority to buses;
- enhance access for cyclists and pedestrians; and
- improve facility to change between transport services, i.e. the concept of the seamless interchange.

2.55 For the LBN to succeed, effective enforcement is essential - particularly directed at those key points in the network which are essential to ensure its smooth operation such as important junctions, bus lanes, shopping streets and local "town centres". ***The Secretary of State recommends that local authorities should give priority***

**to the objective of removing vehicles which hamper buses, and to keeping bus stops clear.**

- 2.56 There is scope for the development of new technology as a means of helping enforcement. The Traffic Director is taking forward a project to test the use of on-bus and roadside cameras to enforce bus lanes, and the results will be made public in Spring 1998. Depending on the Traffic Director's conclusions, the aim is to extend the scheme London-wide from April 1998.
- 2.57 The local authorities also took powers in the London Local Authorities Act 1996 to enforce bus lanes by camera. It is open to them to use CCTV or the cameras which have received type approval as part of the Traffic Director's project. These systems are complementary. ***The Secretary of State welcomes the development of the use of new technology; he recommends that, in taking forward the arrangements for this decriminalised system, the local authorities ensure that procedures are in place to safeguard the evidence. When local authorities introduce the use of cameras for enforcement, they will need to be sure that relevant Traffic Orders and signs - the hours of operation for bus lanes, for example - are up to date.***
- 2.58 ***It is also essential to ensure adequate protection of bus stops. Local authorities should consult "Guidelines for the design of bus bays and bus stops" prepared for the LBPN Steering Group. The Secretary of State considers that 24 hour bus stops clearways should be introduced, but recognises that 7am to midnight may be more appropriate where there are no night buses on a route, for example. The aim should be to set a standard which makes it clear to drivers that they should not park at bus stops, and which provides access for low floor buses, to assist people with disabilities.***
- 2.59 ***The Secretary of State recommends that local authorities adopt the model traffic order for bus stop clearways prepared by the London Bus Priority Network Steering Group.***
- 2.60 ***Local authorities should consider priorities within their implementation timetable, and adjacent authorities should co-ordinate their LBPN implementation timetables, so that the new measures and their enforcement are brought in along the whole length of a bus route. It is also important to ensure that bus services in town centres allow easy access for their passengers to pedestrianised areas. It is essential that the LBPN should be introduced following full consultation with residents and frontagers. It is inherent in the nature of some bus priority measures that their benefit to the community means some disbenefit to frontager businesses. Parking and loading facilities in side roads may, in some cases, alleviate this problem.***

#### **Making interchange easier**

- 2.61 In broad terms a quarter of all personal movements by bus are part of a rail or underground trip; half of all personal movements on foot are part of a bus, rail or underground trip. The car, the taxi, the mini-cab and the bicycle are also used to gain access to and from rail and underground stations.
- 2.62 Traffic management and parking control measures can be a critical component in making interchange easier between transport modes. This is an important aspect of an integrated transport strategy. Rail, bus and underground need to be more

attractive to those who currently use cars for journeys to central London. This includes making it simpler and more attractive for people on foot or using bicycles to access public transport.

- 2.63 The objective is to make the transfer between modes as simple, comfortable and reliable as possible. Central London local authorities have a critical role to play in the development and management of the facilities to cater for the hundreds of thousands of commuters, visitors and tourists who arrive each day.
- 2.64 ***One of the key principles of this Guidance is to facilitate interchange between modes. The Secretary of State recommends local authorities should place a high priority on identifying with transport operators those locations where transfer to or between public transport modes is important and where traffic and parking measures and other measures can be deployed to make interchange easier.***

## Cycling in London

### Introduction

- 2.65 Cycling is demonstrably an effective and environmentally friendly means of transport for many trips under 5 kilometres which make up two-thirds of everyday journeys. To contribute to the National Cycling Strategy, the principal means at present of promoting cycling in London is through the London Cycle Network.

### London Cycle Network (LCN)

- 2.66 In considering how to take the LCN forward most effectively, the Local Transport Expenditure Settlement for 1998/99 concluded that a more strategic approach should be taken to the implementation programme, aimed at achieving value for money and maximising the number of people using the network at the earliest possible time. It advised that emphasis should be given to the development and completion of LCN routes which
- provide good complete links particularly to town centres and public transport interchanges;
  - assist with safe routes to schools;
  - have identified priorities with usage monitored;
  - deal with cycling issues at major road junctions.
- 2.67 ***The Secretary of State recommends that the LCN should go forward setting priorities as proposed.*** This approach will make better use of the available funds. The local authorities should, as now, co-ordinate their efforts through the London Cycle Network Steering Group, but seek to give priority to sections of the network, aiming to create continuous LCN links to town centres and public transport interchanges in particular. The aim is to deliver well designed and co-ordinated routes which are likely to attract increased levels of use. This would need to be co-ordinated with the Traffic Director, the Highways Agency and transport operators. This may lead to a varying distribution of available resources across London in any particular year.
- 2.68 More generally, measures for cyclists within an integrated transport strategy must be seen as part of traffic management schemes and parking controls from the outset.

The Government's aims to encourage cycling, and reduce accidents, need not be in conflict, and should both be pursued simultaneously. In defining their enforcement strategies, local authorities should be aware that illegal and inconsiderate parking is an obstacle to the safety of cyclists and the effectiveness of cycle facilities. Similarly poor provision of cycle parking can cause obstacles to pedestrian and other transport movements. Areas to develop are cycle routes to rail, bus or underground stations with secure, attractive cycle parking at the interchange points. Such measures can help influence people to consider making a shift away from local or even longer distance car journeys.

- 2.69 In London, there is rarely an easy solution to the demand from some cyclists for greater provision on strategic routes. While they often present the most direct route for many cycle trips, it is often difficult to manage traffic on these busy roads in ways which would create facilities attractive to cyclists of all ages and proficiency. ***Facilities should be developed on and across busy roads to assist the movement of the more expert cyclists but it is important that the LCN should provide routes that are safe for use by all categories of cyclists. Where alternative routes are developed for cyclists, it is important that they are as direct as possible and take account of journey times.***
- 2.70 In addition cyclists may demand more shared cycle/pedestrian facilities which may be strongly opposed by pedestrians, although in many situations, where they are appropriately used and well designed, shared facilities can work well. Problems may be caused by poor design, or poor initial consultation. Authorities should consult the guidance in *Shared Use by Cyclist and Pedestrians - LTN 2/86* (which is currently being updated). More generally, they should refer to the DETR'S Traffic Advisory Leaflets and to the guidance in *Cycle-friendly Infrastructure : Guidelines for Planning and Design* published jointly by the Institution of Highways and Transportation, the Bicycle Association, the CTC and the DETR. Sustrans' work on developing safe routes to schools may also be relevant.
- 2.71 When planning for new or improved cycle facilities, local authorities should take into account developing practice for carrying out Cycle Audits and Reviews. Cycle Audit is the systematic process applied to planned changes to the road network, designed to ensure that opportunities to encourage cycling are considered comprehensively. Cycle Review is a systematic process applied to existing transport links or networks, designed to identify their cycle friendliness and to identify broad ways in which those networks can be improved to encourage cycling. The DETR and the Institution of Highways and Transportation will be publishing Cycle Audit and Review guidelines in late summer 1998.
- 2.72 ***The Secretary of State recommends that local authorities and agencies should follow the example of the Highways Agency and the Traffic Director of using the safety audit process whenever any type of cycle scheme, including signed routes without other specific cycle measures, is designed. He also recommends that local authorities consider how best to provide easy access to, and in, town centres for cyclists, perhaps in some cases allowing cyclists within pedestrianised areas. Where high quality, secure cycle parking is introduced charging may be appropriate.***

## Measures to help pedestrians

- 2.73 Local authorities will need to take account of the guidance in RPG3, the development of the new national strategy and work by GOL and LPAC. The development of the national strategy has identified many of the issues which local authorities should consider. Particular attention is needed towards the role of walking as an alternative for short journeys and as a component in journeys with public transport.
- 2.74 The development of a better environment for pedestrians is linked closely to good streetscape and urban design and good signing. Pedestrians need to be able to find their way easily and safely, along pavements that are in good condition and well lit. Existing legislation and good design practice should enable local authorities to deal with unnecessary footway obstructions. ***The Secretary of State recommends that local authorities should give careful thought to the positioning of street furniture.***
- 2.75 Access to the most important local destinations, such as transport interchanges, requires particular attention. Routes between origins and destinations, especially for longer walking journeys, should be direct and interconnecting. Measures introduced by the Traffic Director as part of the red route network provide an example of good practice. English Heritage, GOL and LPAC are preparing a streetscape manual, and the conclusions of this study will be made public in due course.
- 2.76 In addition to the development of more strategic walking networks, it should be borne in mind that making conditions more conducive to walking as a means of getting around can frequently be achieved by relatively simple measures such as the better definition of crossing arrangements or the elimination of lengthy detours. The quality and location of footways can be an issue; better provision is often required in the vicinity of major bus stops, underground stations, and new developments. Reducing vehicular traffic on borough distributor or local access roads, eliminating turning movements at junctions or introducing speed reducing measures are other options which can be considered. Complete pedestrianisation, whether full or part time, can really only be contemplated in locations where there is scope to divert vehicular traffic and cater for access, loading, and road-based public transport. Innovative partial pedestrianisation schemes may be appropriate.
- 2.77 Conditions and routes for pedestrians should be treated as an essential aspect of all transport schemes, including those associated with site redevelopment. Authorities and agencies should consider the promotion of pedestrian needs where volumes are highest, and the promotion of measures which assist pedestrian interchange with public transport.
- 2.78 Direction signing for pedestrians should be part of London local signing strategies. Authorities should consider: what are the primary and local destinations in their area; are they easy to find? Are routes to rail and Underground stations, local facilities and tourist attractions clear and easily understood? Do signed routes complement and integrate with a wider walking network? The use of foreign language signs or maps for pedestrians at tourist locations might be considered.
- 2.79 There are understandable pressures for "green man" pedestrian crossing facilities to be introduced at all traffic signals and for the wider use of "Pelican" and "Toucan" crossings. As circumstances differ widely, there can be no presumptions about such provision: each individual location should be considered in the context of its effects on all road users. At some locations, the needs of children, elderly or disabled people

will be particularly important. On strategic routes with concentrated volumes of traffic, it may be that a degree of detour for pedestrians has to be accepted, or the delay to traffic will encourage diversion to less suitable routes, but in these cases the impact on the local community has to be taken into account.

- 2.80 Authorities and agencies should also review other aspects of the pedestrian's need to cross roads: for example, whether pedestrian barriers are necessary; whether barriers installed to inhibit illegal parking can be removed; whether the street lighting is adequate. Where needed, bollards or columns may be more appropriate than guard rails, though care should be taken to ensure they do not inhibit movement of wheelchair users or pose a hazard to visually impaired people. Where pedestrian crossing facilities have been provided their convenience may be reduced by the unnecessary use of staggered crossings or other arrangements which require pedestrians to wait on islands surrounded by intimidating traffic.
- 2.81 ***The Secretary of State recommends that the points discussed above should be taken into account when planning traffic management schemes.***

### **Coaches and coach parking**

- 2.82 Coaches provide a valuable public transport service. They add to choice and competition. Commuter coaches and express coach services provide an alternative form of transport for passengers travelling into central London. Tourist coaches provide a valuable service to the tourist industry in London. Coaches have disadvantages, however, in terms of environmental impact and congestion. Well-managed facilities for them are essential. Coach drivers, particularly those unfamiliar with London, need adequate signing. The London Coach Forum, run by the City of Westminster, brings together those organisations with an interest in coach matters in central London.
- 2.83 The Secretary of State welcomes the development by the local authorities in central London, through the Coach Forum, of a coach strategy. This will cover in particular "ways of providing facilities for coaches to pick up and set down their passengers, and to park when not in service".
- 2.84 ***The Secretary of State urges the local authorities and the Traffic Director to make appropriate provision for on-street coach parking at times and places where there is a clear need and where this can be suitably accommodated.*** Introducing a better level of on-street coach parking provision, backed-up by sufficient levels of enforcement throughout the nearby areas, should encourage high levels of compliance and better use of off-street coach parking facilities. This should also encourage compliance with the Confederation of Passenger Transport's Code of Best Practice for the Operating and Parking of Tourist Coaches as well as producing valuable parking revenue for the local authorities.

### **Measures to help disabled people**

- 2.85 ***The Secretary of State believes that it is of particular importance to take into account elderly and disabled people in the issues discussed above, recognising that disabled people may be concerned that measures to reduce car use will have an adverse effect on their mobility. Their need for access, both to public transport and parking provision, should be recognised. In particular local authorities and agencies should consider facilities for disabled***

**people in planning traffic management and parking control schemes.** DETR's Mobility Unit is available to provide advice.

- 2.86 In the context of its proposals for London Governance, the Government has carried out a fundamental review of the structure and organisation of door to door transport services for disabled Londoners. This covers the wide range of services both statutory and voluntary which are currently provided. The conclusions will be set out in the Integrated Transport White Paper.

## **Freight**

- 2.87 The efficient movement of road freight is crucial to business activity in London. Heavy lorries are best handled on strategic routes - motorways, primary routes and red routes - and directional signing should reflect this. Many local deliveries, however, require only short journeys. Local authorities are in the best position to decide the appropriate balance between environmental protection and ensuring the economic vitality of their areas. This will include deciding the best balance between measures to restrict goods vehicles and to serve economic needs through providing for delivery services.
- 2.88 ***The Secretary of State recommends that local authorities should take full account of the importance of road freight movement to the local economy and that of London as a whole. Particular attention should be paid to the need to ensure access to business properties, which may require a review of loading restrictions, to the need for clear signing, and to the need to seek to minimise the impact of loading/access restrictions on deliveries of fresh food and perishable produce. Business also has a part to play, however, in identifying delivery times and access arrangements which both make commercial sense and help residents. The Secretary of State also recommends that the ALG's Transport Committee should work with the freight industry and the Traffic Director in reviewing the exempt route network of the London night-time and weekend lorry ban.***

## **Taxis**

- 2.89 RPG3 acknowledges that taxis perform an important function, particularly in central business districts and for travel to airports. They have an advantage over the private car in that an individual can travel by road without the need for a parking space and can gain speedy access to public transport. Taxis allow short trips to be undertaken efficiently, and provide an important and distinctive service to visitors and tourists, and disabled people. Taxis and minicabs allow the car to be left at home.
- 2.90 ***The Secretary of State recommends that local authorities should ensure that adequate facilities are provided for taxis in major developments, at public transport interchanges and in town centres, integrated with proper access for pedestrians and disabled people.***

## Traffic signal systems and strategies

- 2.91 Traffic signals are an important feature of traffic management in urban areas. Consistency within a London-wide strategy is essential. Within Greater London there are approximately 4,000 traffic signal and pelican crossing installations. In principle, the ability to adjust green time in favour of particular routes, or between vehicles and pedestrians, or even to particular vehicles such as the emergency services or buses, provides scope to allocate road capacity in favour of specific objectives. However, in heavily trafficked conditions, the practical options are limited by the need to avoid adding to general traffic congestion or vehicle exhaust emissions. When traffic conditions are less congested, there is more opportunity for adjustment, though there remains the need to recognise the benefits of signal co-ordination on strategic and distributor roads.
- 2.92 Safety is another consideration. Minimum green times and a consistency of staging are recognised as important. Drivers can be perplexed by artificially long red times and can be tempted into illegal and dangerous manoeuvres. Traffic signal settings therefore need to be designed and periodically reviewed to ensure that they are properly serving the relevant traffic management objectives. There is evidence that on the one hand these reviews may be too infrequent and on the other that unrealistic objectives are expected from traffic signals.
- 2.93 Within the limits of settings which are practical and acceptable, traffic signals cannot influence drivers' choice of destination or mode of travel. They can have some influence on relative travel times and hence on the choice of route. Sensible co-ordination can have a major influence on local network performance in terms of delays and emissions. Securing and maintaining the correct traffic signal settings is therefore important, but as with traffic management generally, it is also important not to exaggerate or expect too much of their influence on road users.
- 2.94 There are real possibilities for the development of traffic control systems and traffic signal technology. DETR is taking forward a research programme into new Urban Traffic Management and Control systems which, as part of a wider traffic management strategy, could help local authorities give more priority to public transport, improve the conditions for pedestrians and cyclists and perhaps reduce the impact of traffic on air quality. The Department will keep local authorities in touch with the development of this research.
- 2.95 Ensuring that the best use is being made of traffic signals is one of the most effective, but rarely acknowledged, aspect of day to day traffic management. ***The Secretary of State recommends that clear, agreed objectives should be followed for signal installations and timings. The priority should be to ensure that existing arrangements are functioning correctly and that their performance is periodically reviewed.***

## Traffic signing

- 2.96 Road user information is a vital aspect of the design of traffic management measures and parking controls. Studies have shown that compliance with traffic and parking restrictions is better if signs and road markings are obvious, comprehensible, consistent and well maintained. Studies have also confirmed the importance of direction signing as a means of making the best use of the road system, and

identified the problems which road users in London encounter with finding street names and local destinations.

- 2.97 The Highways Agency is committed to a thoroughgoing replacement of primary route direction signs. Costs will be borne centrally. This re-signing project is expected to begin during 1998.
- 2.98 The advice on the application of revised traffic signs regulations for tourist destinations within the M25, which came into effect in February 1997, will be reviewed in 1998 by GOL, who will involve highway authorities and tourism interests.
- 2.99 While new opportunities are being offered by developments in telematics, the higher priority must go to making existing systems of road user information more effective. Dilapidated, missing or incorrect traffic signs can only be seen as an indication that the relevant authorities or agencies have little concern for road users. Traffic signing on distributor roads is frequently in need of attention, as are the positioning and prominence of street names on many roads within London.
- 2.100 ***The Secretary of State recommends that individual London local authorities, perhaps acting together in sectors, should produce London local signing strategies which set out the objectives and priorities for the provision of information for all road users and travellers. Financial support for those aspects of any investment in signing which are of more than local importance will be considered, provided they are a thoroughgoing strategy which has been assembled after consultation with relevant interests. Local authorities should take measures to protect the historic environment and guidance is given in Planning Policy Guidance Note 15: Planning and the Historic Environment.***

#### **Innovation and experiments**

- 2.101 More needs to be known about the scope and role of traffic management and parking controls and the ability to influence travel behaviour and network performance. GOL continues to develop its computer models which are so vital to understanding the strategic impact of traffic management measures and how these support regional transport objectives. It also contributes a London perspective to DETR's research programmes on issues such as air quality and road safety and commissioning its own studies where appropriate.
- 2.102 London is benefiting from the knowledge gained from past experiments and trials. Examples include the SWELTRAC projects and the Traffic Director's bus lane enforcement camera project. On a larger scale, parking enforcement and the red routes are obvious examples. It is important that London's leading edge approach to traffic issues is maintained. There are several issues where innovation seems appropriate or where a clearer understanding would be helpful to making the best use of traffic and parking powers.
- Pedestrian crossing facilities: redressing the balance towards the pedestrian is an area where new ideas are clearly needed.
  - Responses to parking restraint measures: a vital area where further study would be beneficial.
  - The consequences of displacing road traffic and vehicular emissions: one of the numerous air quality issues which need to be addressed.

- The benefits of "commuter" or "school transport plans": the impact of such initiatives on traffic and public perceptions deserve careful study.
- The application of intensified bus priority measures, which will result in delays to other traffic; if potential schemes can be identified they will require carefully planned assessments.
- The benefits of park and ride schemes, particularly in relation to London's "town centres".

2.103 As resources permit, the Secretary of State would support experiments which advance our understanding of how traffic measures contribute to furthering the objectives of this Guidance.

### **Monitoring and performance indicators**

2.104 The multiplicity of concerns and issues discussed in this *Guidance* is a demonstration of the scale of the task facing all who are involved with London's traffic management and parking controls. It is also a reflection of the fact that objectives and priorities should be clearly defined and that indicators of performance should be available so that managers of traffic and parking systems, local authority councillors, road users and others can more readily understand what is actually being achieved.

2.105 There is substantial support for the wider use of performance indicators but little agreement on the way forward. ***The Secretary of State continues to look to the professionals involved with London's traffic to suggest how performance indicators can be developed and deployed.***

## 1. The Traffic Director for London and red routes

### Introduction

- 0.1 Chapters 6-9 of Circular 5/92 explained the role of the Traffic Director and the requirements for the preparation of the red route local plans, and discussed provisions for parking on red routes. Those chapters continue to provide valid background to the red route initiative and, consequently, they have been updated where necessary and incorporated into this Annex at sections 2-5. The Annex also provides further guidance to the Traffic Director and local authorities in sections 6 and 7 which builds upon this earlier information. ***The Secretary of State expects the Traffic Director and local authorities to take account of this Annex in designing, implementing, maintaining and monitoring the red routes.***

## 2. Role of the Traffic Director and the preparation of local plans

### The main task

- 2.1 The Secretary of State has appointed a Traffic Director for London under section 52 of the Road Traffic Act 1991 (the Act) with a general duty to co-ordinate the introduction and maintenance of the red route measures and to monitor their operation. The task of co-ordination is substantial. There are red routes or roads which affect them in each London local authority area. The authorities' actions and interests need to be co-ordinated to ensure that the red route measures are consistent and that the routes build up in a coherent manner. Firm and effective co-ordination will ensure that this is achieved and that the potential efficiency, safety and environmental benefits are maximised without adverse effects being produced in other local authority areas. The Traffic Director provides for this and works to aims and objectives set by the Secretary of State, and any directions which the Secretary of State may give from time to time, as provided for by section 52 of the Act.

### The Director's status

- 2.2 Schedule 5 to the Act provides for the Director to be separate from the Secretary of State. It gives him a separate legal personality for the office of the Director and provides for the Director and staff to be outside the civil service. Section 80 makes provision for an annual grant from the Secretary of State to the Traffic Director from money provided by Parliament and requires the submission of an annual report to the Secretary of State on the discharge of his functions at the end of each financial year. It requires the report to include an audited statement of accounts and requires the Secretary of State to lay a copy of the report before each House of Parliament. Although provision is made for the Traffic Director to use the powers of the Secretary of State and the local authorities under the Highways Act 1980 and the Road Traffic Regulation Act 1984 in specified circumstances, the Traffic Director is not a highway or traffic authority.

### The Traffic Director's network plan

- 2.3 Section 53 of the Act places a duty on the Traffic Director to prepare a "network plan" for the design and operation of the red routes and to submit it to the Secretary of State and the local authorities. Section 53(2) provides for the Director to divide

the plan into parts if appropriate. Section 53(4) contains a statutory requirement for the Director to consult the Secretary of State, the police and London Regional Transport, and relevant London local authorities, their Associations and county councils as appropriate, over the draft. This requirement does not preclude wider consultation at the Traffic Director's discretion. The Network Plan is the Traffic Director's major management tool for shaping the network and meeting the general duty under section 52 of the Act.

- 2.4 Section 53 of the Act also requires that the plan should cover the Director's overall objectives for particular routes, the traffic management measures he expects to see taken, his timetable for introducing the routes and the way he considers the traffic management measures should be operated and maintained. It requires the Traffic Director to take account of the Secretary of State's traffic management guidance and the needs of people with disabilities when preparing the plan. The plan explains, in broad terms, how the Director proposes that the controls and measures should be balanced in order to achieve the particular aims and guidance for red routes.

### **Preparing and implementing local plans**

- 2.5 The network plan provides the framework for the preparation of the series of red route local plans that include detailed proposals for individual parts of the network. Sections 54 to 56 of the Act provide for these local plans to be prepared by the local authorities, the Traffic Director or the Secretary of State as appropriate after wide consultation. The sections require that each plan must take account of the Secretary of State's traffic management guidance and the Traffic Director's network plan and be in a form specified by the Traffic Director. They must include proposals for action on the red routes and on roads which are likely to affect or be affected by red routes. They must indicate which powers under the Highways Act 1980 and the Road Traffic Regulation Act 1984 it is proposed should be exercised to implement the measures in the plan, how it is proposed the powers should be exercised, how the plan proposals relate to the needs of people with disabilities and how it is intended that any inconsistent measures already established under the Road Traffic Regulation Act 1984 should be dealt with. They must also specify a timetable for implementing the measures, a programme for maintaining them and an estimate of likely expenditure. All proposals should be designed and implemented to appropriate and consistent standards.

### **Local plans where the local authority is the highway authority**

- 2.6 Section 54 of the Act places a duty on each local authority to prepare a local plan of their proposals for implementing red routes in their areas for which they are the highway authority having regard to the terms of this *Guidance* and the Traffic Director's network plan. It requires them to consult the police, London Regional Transport, appropriate organisations representing people with disabilities and other relevant London local authorities. As for the Traffic Director and the network plan, this requirement does not preclude wider consultation. Section 54 also requires the authorities to submit their plans to the Traffic Director for approval to ensure consistency and adherence to the timetable of the network plan. Once the Traffic Director has approved the plan, then the local authority is under a duty under section

- 57 of the Act to implement it as soon as reasonably practical and to continue to act in a manner which is compatible with it.
- 2.7 The plans indicate what measures the local authorities propose to take to implement red routes and which of their powers under the Highways Act 1980 and the Road Traffic Regulation Act 1984 they propose to use. The plans need not include detailed information about the proposed Traffic Regulation and Parking Orders but sufficient detail should be provided to illustrate what is intended. The Traffic Director should receive the detailed information under section 57(2) of the Act once the Plans are approved by the Director and the local authorities are taking steps to implement them.
- 2.8 It is also appropriate for the plans to include a reference to the local authorities' Local Safety Schemes for their roads and other improvement programmes, and explain how these programmes are to be integrated with the red route measures so as to maximise the long term benefits and minimise costs and disruption to traffic while work is in progress. These improvement programmes will continue to be the responsibility of the local authorities outside the statutory arrangements for introducing red routes.
- 2.9 The Act gives the Traffic Director reserve powers to ensure that local plans are prepared and implemented in a satisfactory manner in accordance with the timetable in the Director's network plan. If an authority fails in its duty to submit a plan which is acceptable to the Traffic Director, then the Director may use powers under section 61 of the Act to direct the authority to submit a satisfactory plan within a specified period, and, ultimately, he may prepare the plan himself in consultation with the local authority and others whom the authority are required to consult. If a local authority fails to implement a plan which the Traffic Director has approved or prepared, the Traffic Director may, with the consent of the Secretary of State, use powers under section 62 of the Act to take the necessary steps to implement the plan himself using the powers of the local authority.

#### **Local plans for red routes on trunk roads**

- 2.10 Section 54(5) of the Act provides for the Secretary of State to ask a local authority to make provision for a trunk road in their local plan. Section 55(1) provides for him to direct the Traffic Director to prepare a trunk road local plan; and section 56(1) enables him to prepare a local plan for a trunk road himself. It is expected that the local authorities will be asked to contribute that element of the plan which proposes action on local roads off the network.
- 2.11 Section 58 of the Act provides for the Secretary of State to direct the Traffic Director to implement the whole or part of a local plan for a trunk road which either the Director or the Secretary of State has prepared. It places a duty on the Traffic Director to meet the direction and provides for him to use the powers of the Secretary of State in order to do so.
- 2.12 Sections 56(5) to (11) and 58(5) to (12) provide the Secretary of State and the Traffic Director respectively with powers of direction and intervention in relation to action by local authorities. It is the Secretary of State's intention that he and the

Traffic Director will proceed in co-operation with the local authorities and that any reserve powers available to them will only be used as a last resort if attempts at co-operation have failed and intervention is necessary to ensure the task is completed satisfactorily and on time.

### **The Traffic Director and traffic signals**

- 2.13 Under reserve powers in the Local Government Act 1985 the Secretary of State is responsible for securing the control, management, development and extension of London's traffic signal systems. In addition to any work that might be undertaken as part of the red route local planning process, the Secretary of State asked the Traffic Director to prepare a programme for accelerating the introduction of the latest traffic signal technology including, for example, SCOOT and MOVA in consultation with the London local authorities and the London Traffic Control Systems Unit.

### **Service Standards**

- 2.14 The Traffic Director's network plan and the series of red route local plans will affect the lives of most citizens in the capital, directly or indirectly. The Director can therefore expect to receive a large number of telephone calls and letters about his activities and traffic conditions in London. The Director should make his plans publicly available and deal with enquiries speedily and reliably.

### **Finance**

- 2.15 Section 80 of the Act provides for the Secretary of State, with the consent of the Treasury to, make an annual grant to enable the Traffic Director to carry out his functions. It also provides for the Traffic Director to make such payments to the London local authorities as the Director considers appropriate with a view to reimbursing in whole or in part the reasonable costs the authorities incur in meeting their duties under the Act associated with the implementation and maintenance of red route local plans. This will include any traffic calming measures either on or off the routes which the Traffic Director approves and which form an integral part of the red route local plan. It is therefore the Secretary of State's intention that in general, the Traffic Director will reimburse all the reasonable costs the local authorities undertake in relation to the design, consultation, implementation and maintenance of red route local plans in response to a request from the Traffic Director. These tasks should be carried out in the manner prescribed by the Traffic Director and the local authority must use its best endeavours at all times to achieve value for money in undertaking his requests.

### 3. Parking on red routes

- 3.1 The Secretary of State's intention is that the routes should have a distinctive theme. This will show drivers they are travelling on routes to which special controls apply and will provide a positive image to help foster self-enforcement. The predominant colour of the signs and road markings at the side of the carriageway which give effect to the controls are red. The signs are designed to be read easily from moving vehicles and use pictorial symbols to aid comprehension. They indicate what parking or loading activities are permitted rather than what is prohibited. The controls and supporting traffic management measures should be applied to meet the aims for the routes generally and the objectives which the Traffic Director sets for individual routes and should take account of local needs and circumstances.

#### The red route controls

- 3.2 The start and finish of the red routes will normally be signed. A fresh assessment should be made of the times and places where stopping needs to be banned or restricted and the places and times where it can be allowed. Existing yellow line and clearway regulations in operation along the routes should be revoked and replaced by new controls which should be applied only where they are necessary to assist the movement of traffic or protect safety and where specific provision needs to be made for parking, loading and unloading to serve local demands competing for limited kerb-space.
- 3.3 There are three basic cases to consider:
- (1) lengths of routes where stopping, parking, loading and unloading would not cause traffic or safety problems. Controls are not appropriate on these lengths;
  - (2) long lengths of routes where stopping or parking would be dangerous or would impede traffic flow at any time. These conditions arise, for example, on more rural sections of the routes or on high quality urban sections separated from local development. On these sections it may be appropriate to prohibit stopping by designating and signing these sections as "red route clearways"; and
  - (3) lengths of routes where vehicles will want to stop, park, load or unload to meet the needs of local people, business and other activities, and where a range of controls will be needed to avoid congestion, help traffic movement and protect safety. These lengths are likely to occur in heavily built-up areas where there are frequent junctions and where the routes are fronted by continuous development such as shops, offices and homes, many of which will need to be serviced from the route. The range of controls on these lengths should, in particular, balance the needs of non-local traffic with local development and activity.
- 3.4 A range of controls in the third case described above has been tested successfully in the pilot scheme in North and East London. They include new systems of marking at the side of the carriageway. Double red lines indicate where stopping is prohibited at any time; and single red lines indicate where stopping is prohibited at certain times. Red boxes indicate where vehicles may stop, park, load and unload at certain times during the working day; and white boxes indicate places where

vehicles may wait, subject to specified conditions, at any time during the working day.

### **Double red lines**

- 3.5 Double red lines represent complete prohibition on stopping. They are likely to be appropriate where stationary vehicles would cause danger, obstruct traffic or give rise to congestion at any time. They will therefore normally be needed at the approaches and exits to major junctions to ensure that the junctions work effectively. They will normally be needed on all arms of the junctions including those on adjacent roads. At those junctions controlled by traffic signals the lines should normally extend at least 40 metres from the junction. It will also normally be appropriate for them to extend for similar distances along other important side roads to improve visibility around the corners, help to reduce casualties and improve turning movements, though the distances may be shorter depending on circumstances. Occasionally they may also be appropriate at minor side road junctions. The lines will also be needed along the routes where carriageway widths are particularly narrow, at other points where the routes are likely to suffer from congestion, and at bus stops/stands. Double red lines at bus stops will allow buses to pull up unobstructed at the kerb side enabling passengers to board or alight safely and avoiding undue delay to other traffic.

### **Single red lines**

- 3.6 Single red lines are likely to be appropriate when stationary vehicles would cause danger, obstruct traffic or give rise to congestion during the daytime, normally between 0700 or 0800 hours (depending upon when traffic starts building up) and 1900 hours on Mondays to Saturdays. On certain routes, the days of operation could be reduced to Mondays to Fridays or may need to be extended to include Sundays if traffic conditions require it, for example if there is extensive Sunday shopping nearby. Single red lines will therefore normally be appropriate between junctions on stretches of the routes where the carriageway is narrow but where volumes of traffic fall at certain times. It will also be appropriate to extend them around corners onto minor side roads, normally for 10 metres, for the same reasons that it will be appropriate to extend double red lines around major side roads.

### **Red boxes**

- 3.7 Where single red line controls do not need to apply at all hours throughout the working day, and there is a demand for vehicles to stop for access to frontage premises, the kerbspace should be allocated to meet that demand as far as practicable. The space should be marked out clearly on the carriageway in red boxes. The signs accompanying the boxes should indicate which activities can be undertaken and under what conditions. It is expected that generally such allocation will be between peak periods, but there might be circumstances where it would be possible to allocate kerbspace during the morning or afternoon peak periods depending upon the prevailing traffic flows at the time. Traffic conditions might also make it appropriate for red line controls to apply at some places outside the normal working day.

- 3.8 Because the available space inside these boxes is likely to be scarce, the stopping periods should be limited, normally to 20 minutes for loading and unloading and 20 minutes or 1 hour for short term non-designated parking depending on local circumstances. Parking facilities in red boxes should be free. Because of the difficulties of enforcing and signing, the Secretary of State does not envisage that it would be practicable to designate parking places in red boxes. Provision for free short-term parking should be made in the red route "no stopping" traffic orders by way of exemptions from the provisions of those orders. In general, if nearby premises need to be serviced from the red route, it will be appropriate to bias this space towards loading and unloading activities; if space is less restricted and premises have their own off-street servicing facilities it may be appropriate to bias it towards short term parking. It will also be appropriate to consider the needs of people with disabilities.

### **White boxes**

- 3.9 If red line controls are not needed to prevent congestion or protect safety, kerbspace should be allocated positively to satisfy local needs where they exist. In these cases the boxes should be marked out on the carriageway in white. The signs accompanying the boxes should indicate which activities can be undertaken and under what conditions. Where the kerbside is to be allocated for parking, it will be necessary to consider whether local needs would best be met by the provision of paid or permit parking, or whether short term free parking would better meet the particular demand. In some locations the provision of short-term free parking can serve to encourage motorists to park legally there rather than illegally on a red line. The space in white boxes, whether it is for designated or non-designated parking, or loading and unloading, should be available throughout the working day, and at other times if controls are necessary then. This will normally be appropriate at locations where the routes are wide or where there are laybys off the main carriageway. Inside the boxes, stopping should be permitted at all times of the day, subject to maximum parking or loading times or other conditions.
- 3.10 At certain locations, it will be impossible to accommodate the demand for parking, loading and unloading on the red routes. In these circumstances it will be appropriate to make suitable provision on adjacent side roads where demand can be met safely and without harm to the environment. This provision should not normally extend beyond 40 metres from the designated red route. Consideration should also be given to reserving some of these ~~designated~~ parking places for Orange Badge holders.

### **The red route signs**

- 3.11 Red route signs are designed to be clearly visible to drivers and to present them with an unequivocal message. Local authorities should agree their signing proposals with the Traffic Director. The Government Office for London (GOL) now has responsibility for considering applications for non-prescribed signs and road markings and in March 1995 issued a comprehensive authorisation for traffic signs and road markings for use on red routes. This allows the signing and road markings to be used to bring into effect the Red Route Traffic Regulation Orders needed to

introduce the new controls contained in the Trunk Road Local Plans and the Local Road Local Plans approved by the Traffic Director. The forthcoming *Traffic Signs and General Directions 1998* will include the previously authorised red route signs together with new, more compact, versions. This will not affect signs already installed.

- 3.12 The red route signs should be sited and mounted in accordance with guidance in the Department of Transport's Traffic Signs Manual. Signs should be placed so as to minimise visual intrusion and avoid clutter. Red route signs should therefore be mounted on existing posts where possible and where the objectives of the signs would be met. The Manual is currently being revised on a chapter by chapter basis.

### **General exemptions from the red route controls**

- 3.13 General exemptions from the red route controls should be severely limited so the routes can meet their aims and the controls are easier to enforce effectively. The exemptions will need to be included in the Traffic Regulation Orders that give effect to the proposals of the local plans for red routes.

- 3.14 Generally exemptions should cover the following cases:

- (1) vehicles when used for fire brigade, ambulance or police purposes;
- (2) vehicles when being used in connection with the maintenance, improvement or reconstruction of a road;
- (3) vehicles being used for the provision of a London bus service, whilst waiting at an authorised stopping place/stand;
- (4) vehicles displaying a current disabled person's badge, when stopping for the purpose of enabling people with disabilities to board or alight from the vehicle;
- (5) Royal Mail liveried vehicles engaged on the collection and/or delivery of letters in accordance with the statutory duty of the Post Office for the provision of services for the conveyance of letters;
- (6) licensed cabs stopping for the purpose of enabling a person to board or alight from the vehicle or to load or unload their personal luggage;
- (7) vehicles waiting at any place for so long as may be necessary for the purpose of obtaining or giving help required as a result of an accident or emergency or taking other action in the interests of public safety;
- (8) vehicles required by law to stop, or obliged to do so to avoid an accident or prevented from proceeding by circumstances beyond the driver's control; and
- (9) vehicles waiting with the permission or at the discretion of a police constable in uniform.

It should also be possible to apply to the Police for prior approval for dispensation in exceptional circumstances.

### **Provision for people with disabilities**

- 3.15 Vehicles displaying a current Orange Badge should be allowed to stop on lengths of red routes covered by no stopping controls to enable people with disabilities to board

or alight. They should not be allowed to park on double or single red lines, because they could impede traffic or cause a hazard to safety. So, in order to minimise the impact of the routes on Orange Badge holders, special provision should be made in red or white boxes on and adjacent to the red routes. Consideration should be given to:

- (1) reserving red or white bays for the exclusive use of these vehicles. Whenever possible, the bays should be close to locations which are likely to be well used by people with disabilities, for example, shops, post offices, hospitals, surgeries, community centres, banks and libraries. Orange Badge holders should be able to park in these places without charge, but their period of parking may be time-limited if local circumstances warrant it. It is recommended however that a minimum of 3 hours should be allowed unless there are exceptional reasons for not doing so. People with disabilities need longer than others to reach their destinations and transact their business, and authorities may consider a more generous limit is justified without encouraging them to park all day. The boxes should be signed accordingly;
  - (2) allowing the vehicles to park without time limit in other bays in red or white boxes when parking is permitted, including meter bays and bays for pay and display, where they could also park without charge, but excluding bays set aside for the exclusive use of certain vehicles, eg residents' bays; and
  - (3) allowing the vehicles to park in some loading and unloading bays for a maximum of 3 hours during the times the bays are in operation. These bays will be signed accordingly.
- 3.16 The extent of the special bays for Orange Badge holders should be considered in detail in the preparation and maintenance of the red route local plans. It is important to maintain a fair balance between the various types of demand for the available stopping places. It is also important to ensure that so far as possible adequate provision is made for people with disabilities because their scope for making alternative arrangements is far more restricted than for other drivers, and in many cases no acceptable alternative is available.

### **Arrangements for maintenance and streetworks**

- 3.17 The general exemption referred to above covering "action in the interests of public safety" will include emergency action by the statutory undertakers and street works licence holders, as provided for in sections 48 and 52 of the New Roads and Street Works Act 1991. The exemptions do not, however, cover routine maintenance or other planned action by or on behalf of statutory undertakers or by street works licence holders.
- 3.18 The Department's policy for routine or planned highway maintenance work on trunk roads in London is that it should be undertaken in such a manner and at such times that will minimise traffic disruption and will not have unacceptable consequences for people and the environment. The Department's aim for major maintenance schemes on trunk roads is that they should enable traffic to continue to flow in each direction during peak periods and at other times during the working day, wherever

possible in two lanes. If this cannot be arranged consideration is given to undertaking the scheme outside the working day at night-time or, exceptionally, at weekends. It will be appropriate to continue this policy with the designation of trunk roads as red routes and liaison will be maintained with the Traffic Director. It will also be appropriate for the local authorities to follow the same policy on those red routes for which they are responsible and on certain other roads supporting the red route network, including those roads which remain designated under Schedule 5 to the Local Government Act 1985. The supporting roads will be identified in the series of local plans prepared under sections 54 to 56 of the Act.

- 3.19 It will also be appropriate for the Secretary of State and the local authorities to apply a similar policy to the conduct of street works by statutory undertakers and street works licence holders in relation to red routes. The Secretary of State intends, subject to consultation, that all trunk roads in London should be designated as "traffic sensitive" under section 64 of the New Roads and Street Works Act 1991. Subject to compliance with the requirements of such regulations as may be prescribed in relation to the designation of traffic sensitive streets, he would expect that in due course the London authorities would similarly designate their local roads in the red route network as "traffic sensitive". The authorities should also consider the case for designation of other local roads where traffic flows have an effect on, or are affected by, red routes.
- 3.20 Sections 61 and 63 of the New Roads and Street Works Act 1991 respectively provide for special controls to be applied to street works in streets which are designated as "protected streets" and as "streets with special engineering difficulties". It is expected that lengths of road designated as "protected streets" will typically be those with little or no frontage development. Regulations are likely to require that such a designation can only be made if there exists reasonable alternative means of placing undertakers' apparatus which would otherwise be placed in the carriageway of the street. Designation will mean that statutory undertakers or street works licence holders will need the consent of the street authority - normally the highway authority - before they put new equipment into these roads. In general, it is not expected that consent would be given for laying new equipment along the carriageway though, depending on the circumstances, it may be given for the crossing of the carriageway or for using the verge of the roads. It is envisaged that lengths of roads designated as "streets with special engineering difficulties" will primarily be lengths of street in which street works would affect the integrity of adjacent structures (including structures below the street) or of the street itself. Designation here will require the statutory undertakers or street works licence holders to settle a plan and section with the interested authorities before starting work.

#### **4. Enforcement of red route controls**

- 4.1 The distinctive and informative red route signing system minimises the scope for misunderstanding or inadvertent non-compliance. The police, local authorities and the Traffic Director all have an interest in ensuring effective and consistent enforcement of the controls to ensure that the routes meet their objectives.

##### **Action by the police**

- 4.2 Breaches of the controls on red routes will, with the exception of designated parking, continue to be criminal offences. Responsibility for enforcing these criminal controls rests with the police.
- 4.3 Because of the importance of red routes to the movement of traffic in London the police have indicated their intention to give enforcement on red routes priority attention. This would include obstructions, accidents, moving traffic offences (such as bus lane contraventions) and other impediments to traffic. All this action would be undertaken as part of the police's wider traffic policing responsibilities.
- 4.4 The police have also indicated that they are setting clear objectives which seek to keep traffic flowing easily and safely on the red routes and objectives which seek to ensure that drivers comply with the controls to help to make this possible. They have said they are developing enforcement standards to achieve these objectives and they recognise that their enforcement action will need to be strict. They have also said they envisage deploying a range of resources, such as motorcycle patrols, removal and wheelclamping teams and traffic wardens. These resources would provide a high profile to discourage drivers from breaching the controls and would maintain good communications so that their action could be co-ordinated effectively. Removal action is likely to be more common on red lines than wheelclamping. The traffic wardens have a wider enforcement role, using the new powers provided under the Act, enabling them to authorise vehicle removal and wheelclamping action.

##### **Action by the local authorities and liaison with the police**

- 4.5 Under the Act, responsibility for enforcing controls at designated parking places rests with the relevant local authority. The division of responsibility between the police and the local authorities for enforcement on red routes is:
- parking places in white parking boxes designated under orders made under sections 6, 9 or 45 of the Road Traffic Regulation Act 1984, would generally be places where some payment or permit is required to legalise the parking. Contraventions are decriminalised and enforced by the local authorities;
  - parking in red boxes should be free short term parking (ie. non-designated parking places); because of the problems of enforcement and signing, the Secretary of State does not envisage that it would be practicable to have designated parking places in red boxes;
  - all non-designated parking, whether in white or red parking boxes, is enforced by the police. Such parking takes place by virtue of exemptions from the red route no-stopping orders; contraventions are not decriminalised;

- controls on red lines and in loading/unloading boxes (whether white or red) are enforced by the police/traffic wardens. This is achieved by including exemptions in the red routes no-stopping orders which provide for stopping in loading/unloading boxes, subject to relevant controls; contraventions are not decriminalised.

- 4.6 The local authorities should liaise with the police with a view to establishing common enforcement standards and co-ordinating operations. They may also wish to consider approaching the police to examine the possibility of sharing some aspects, eg. wheelclamping and removal operations where there could be considerable operational benefits and financial savings from shared arrangements.

### **Treatment of vehicles displaying an Orange Badge**

- 4.7 Police action to remove vehicles displaying Orange Badges from roads covered by red route controls is strictly limited. Section 105 of the Road Traffic Regulation Act 1984 provides that vehicles displaying a current disabled persons' Orange Badge are exempt from wheelclamping action. Although there is no similar statutory exemption from removal action, the police recognise that people with disabilities are frequently heavily or completely reliant upon their vehicles and that removal of the vehicles can cause them great distress. Police do not therefore remove vehicles displaying a current Orange Badge from red routes, or side roads covered by red route controls, unless there are emergency, security or ceremonial reasons or the vehicles are causing a serious safety hazard or obstruction. If removal action is absolutely necessary, and the driver of the vehicle cannot be located within a reasonable time, the police remove the vehicle to a better position nearby where there is no hazard or obstruction. Whenever possible, they leave a message for the driver indicating where the vehicle is located. Only as a last resort, and where there is no better position nearby, do the police remove the vehicle to a pound. In that case they make special recovery arrangements and normally waive the recovery fee.
- 4.8 Section 70 of the Act provides that vehicles displaying a current Orange Badge must not be wheelclamped at designated on-street parking places in London.
- 4.9 As local authorities do not have the same responsibilities for emergencies, security and ceremonies as the police, and as waiting in "permitted" parking places should not normally create a serious hazard or obstruction, the authorities should not remove Orange Badge vehicles from these places. If very exceptionally the vehicles create a serious hazard or obstruction and removal action is absolutely necessary, then the authorities should follow similar procedures to the police as described in paragraph 4.7 above.

## **5. Traffic management measures associated with red routes**

- 5.1 In order to meet the aims for the red route network, the controls should be accompanied by a package of associated traffic management measures. A number of these measures are referred to below and should be considered for inclusion in the red route local plans. They are not exhaustive, however, and the development of new technology could produce further measures which it might be desirable to implement in the future.

### **Measures to assist pedestrians**

- 5.2 One of the particular aims of red routes is to encourage walking. The Traffic Director with the local authorities should, in particular, reassess pedestrian movements and the most suitable places for crossing facilities. They should consider how far existing crossing facilities can be incorporated into improved traffic signal schemes. They should also consider the extent to which new and up-graded crossing facilities could be introduced. These facilities can optimise the times allocated to pedestrian and vehicle movements and help to prevent accidents.

### **Measures to assist cyclists**

- 5.3 Cyclists should benefit from better traffic conditions generally on red routes and on some parts of the red route network it may be possible to provide for cyclists on separate cycle tracks alongside the main carriageway. They are also allowed to use "with flow" bus lanes, except where that would be undesirable on safety grounds, either to the cyclists or other road users. The use of cycle lanes may also be appropriate, particularly for local journeys, where segregated cycle tracks are inappropriate or impractical. Better parking controls help cyclists avoid the safety hazard of indiscriminately-parked vehicles. Nevertheless, the Secretary of State believes that cyclists' needs can be met most effectively on the quieter and less heavily trafficked local roads which are normally safer and more attractive for cyclists. So where separate cycle lanes or tracks alongside the main carriageway cannot be provided easily or where bus lanes cannot be used safely, cyclists should normally be encouraged to use alternative routes off the red route network where these are available and are reasonably direct. Where alternative routes along quieter roads are provided, and they need to cross red routes, it will be necessary to ensure that there are convenient and safe crossing points.

### **Measures to assist people with a disability**

- 5.4 Sections 54(7)(d), 55(6)(d) and 56(4)(d) of the Act require red route local plans to indicate how the plan proposals relate to the needs of people with disabilities. The parking controls on red routes should provide for Orange Badge holders and the Secretary of State recommends that local authorities and the Traffic Director should in general follow the latest Institute of Highways and Transport guidelines and the Department of Environment, Transport and the Region's advice note when meeting their respective responsibilities for providing for the needs of people with disabilities. These guidelines and advice should be followed where appropriate during the preparation of red route local plans.

### **Measures to provide special help to buses**

- 5.5 There are bus services on about 70% of the red route network, and buses should benefit significantly from the better traffic conditions that the red route controls provide. More bus priorities should be provided where they are appropriate. Where these are not possible then other forms of traffic management should be considered to assist buses. Consideration should also be given to re-positioning bus stops and the provision of bus boarders so they are sited optimally with regard to traffic flow and passenger demand and convenience. Where stopping buses would otherwise cause excessive obstruction to traffic, bus bays may be provided where space is available. Red route local plans should include details of the specific measures to be taken to improve the movement of buses. Sections 53(4), 54(8), 55(5) and 56(3) of the Act provide for London Regional Transport to be consulted over the preparation of the network plan and the series of local plans. Their views will be particularly helpful.

### **Side roads and traffic calming**

- 5.6 Sections 54(7)(c), 55(6)(c) and 56(4)(c) of the Act recognise that action on roads off the red route network can affect or be affected by traffic using a red route. Details of the proposed action will need to be included in the red route local plans. The action will need to recognise the Secretary of State's aims for red routes, in particular the need to facilitate the movement of people and goods on the network and the need to improve the local environment. The action could include, for example, traffic calming measures where appropriate and where the network can accommodate displaced traffic, and action to divert traffic on side roads to more suitable junctions with the red routes. Junctions on the red routes are important to the route's operation. While major junction improvement schemes fall outside the red route programme, minor schemes and side road entry treatments are often appropriate.

## **6. The role of the Traffic Director and the implementation programme for the red route network**

### **Introduction**

- 6.1 Sections 6 and 7 of this Annex provides further guidance to the Traffic Director and local authorities. It reflects a better understanding of the influence of red route controls on road user behaviour; the current position on the implementation of the red route network; and the experience that has been gained so far. The value of this experience is not limited to the red route network. The local authorities should bear the appropriate red route experience and practice in mind when taking forward the planning of their own schemes off the red routes.

### **The Traffic Director's implementation programme**

- 6.2 As required by section 53 of the Act the Traffic Director published his Network Plan in March 1993. This sets out his aims for the network and the implementation timetable, and provides the framework for the local plans which determine the red route measures for particular stretches of routes. The Traffic Director's current timetable is set out in the supplement to his Network Plan which was published in March 1995.
- 6.3 All local plans contain a detailed programme showing how the various measures will be introduced in line with the network timetable. The Traffic Director makes an annual statement about the status of the implementation programme in his Annual Report. The 1996/97 Annual Report indicates that the implementation programme is on target.
- 6.4 The Secretary of State issued a direction to the Traffic Director under section 55 of the Act to prepare local plans for all the trunk roads in London. These local plans have been completed and a further direction has been given to the Traffic Director under section 58 of the Act to implement them.
- 6.5 As required under section 54 of the Act, local plans for local road red routes have been prepared by the local authorities, and the majority of these have been approved by the Traffic Director. Local plans are statutory documents. Their purpose and content are set out in detail in section 2 of this Annex.

### **The Traffic Director and the notification procedures**

- 6.6 The Road Traffic Act 1991 (Commencement No 5 and Transitional Provisions) Order 1992 (SI 1992 No 2010) and the associated instruments in writing were issued by the Secretary of State on 27 August 1992. These revised the previous designated roads notification procedure (Circular 4/86) and required the Traffic Director to operate a revised notification and approval procedure for proposals when a local authority wished to exercise powers under the Highways Act 1980 or the Road Traffic Regulation Act 1984 which affect or were likely to affect roads designated under the Local Government Act 1985 or the red routes.
- 6.7 The Traffic Director's Circular TD/1 was issued on 28 August 1992 and explained the changes brought about to the designated road notification procedure and how the revised system operates. The Circular also established procedures relating to

notification when Highways Act 1980 and Road Traffic Regulation Act 1984 powers were proposed to be used by a local authority in a way which affected or were likely to affect red routes. Circular TD/1 has been effective from 1 September 1992.

- 6.8 In his Network Plan the Traffic Director has acknowledged that Circular TD/1 is likely to change, particularly for red route notifications, once local plans have been made. The Traffic Director intends to issue a revised Circular which will:
- rationalise the red route notification procedures and make them simpler to operate; and
  - provide guidance about when it is appropriate to carry out proposals by notification or by modification/variation to an approved local plan.

### **The Traffic Director and planning applications and development control**

- 6.9 Although not a statutory consultee, the Secretary of State considers that the Traffic Director should have the opportunity to consider the implications of any planning application which might affect the red route and designated road networks. This should be done as early as possible, particularly if the planning proposal is likely to generate notifications under the notification procedures or require the variation of a local plan. Difficulties could occur if planning permission or other agreements (under the Highways Act 1980, for example) are entered into by planning authorities or highway authorities which require a consequent notification or local plan variation which is not successful.
- 6.10 Many developers seek guidance from relevant authorities during preliminary discussions prior to the formal planning applications. This may result in a Traffic Impact Analysis or planning authorities may prepare planning briefs for major developments to provide useful guidance to those seeking to develop sites.
- 6.11 Early discussions at all these stages will allow the Traffic Director to make clear the issues relating to the red route and/or designated road networks which will need consideration, so that the issues can be properly addressed and any subsequent notification or local plan variation can proceed without undue delay.

### **The Traffic Director and New Roads and Street Works Act 1991**

- 6.12 Street works can significantly affect the way that the red route network and other roads operate. There is therefore a need to ensure that works by utilities and highway authorities are co-ordinated to ensure that delays are minimised. The Secretary of State has made regulations and published a code of practice on behalf of utilities and highway authorities under Part III of the New Roads and Street Works Act 1991 to introduce the new system to be adopted to control street works.
- 6.13 The criteria for designation of a street as "traffic sensitive" include enabling each local authority, in its capacity as the "street authority", to designate red routes for which they are responsible as "traffic sensitive streets". All red routes will be designated as "traffic sensitive streets". Local authorities will need to keep this under review to see if this needs altering in the light of experience or changes in the way that a particular red route operates. Section 64(4) of the New Roads and Street

Works Act 1991 also provides the Traffic Director with a power to appeal to the Secretary of State if he feels that the designation of a red route is inappropriate.

- 6.14 The Act places a duty on the Traffic Director to review the manner in which the local authorities exercise their street authority function under Part III of the New Roads and Street Works Act 1991 in relation to red routes or roads affecting them. The Traffic Director reports his findings in his Annual Reports.

### **The Traffic Director and traffic signals and new technology**

- 6.15 Traffic signals and their timings can significantly affect the way that the road network operates. They can also influence drivers' choice of routes. The Traffic Director regards the operation of traffic signal equipment and the setting of timings on the strategic road network as particularly relevant and important to his responsibilities towards the strategic road network. For example, in the vicinity of the Inner Ring Road signal settings are pertinent to the aim of supporting reduced car commuting, especially into or across inner London.
- 6.16 Trunk road local plans and local road local plans have therefore included details of timings and phasing of all traffic signals and signal controlled pedestrian crossings which affect the operation of a red route. When local plans have been finalised, alterations to these details will need to be covered by the same arrangements that apply to other changes to measures on red routes. Local plans allow fine tuning to signal timings to be made relatively easily. But changes of a more significant nature may need to be carried out by a formal variation to the relevant local plan. The Traffic Director can advise highway authorities about which process is the more appropriate.
- 6.17 The Traffic Director has prepared and managed a programme for accelerating the introduction of new technology, especially SCOOT and MOVA, to complement his work on the red route network. The SCOOT and MOVA elements have been substantially completed and this new traffic signal technology is being brought into effect and will be extremely important in achieving the objectives for the red route network. Implementation is being carried out in a considered and phased manner. The programme will contribute to work co-ordinated by DETR which is taking forward the development of Urban Traffic Management Control, and also fund the development and introduction of bus lane enforcement cameras on London's roads.

### **Red route local plans**

- 6.18 Trunk road local plans prepared by the Traffic Director and the local road local plans prepared by local authorities are key elements of the red route initiative. The local plans provide a comprehensive and binding statement of all the traffic management and parking control features throughout the red route network. They determine what should be kept, changed or introduced to satisfy the aims and objectives for the red route network. Once implemented the local plans provide a vital record of the traffic management measures. However, conditions on the red route network are not static and traffic management features will need to be added or altered to reflect changing circumstances. This is recognised in the Act and in the Traffic Director's Network Plan.

- 6.19 Changes to traffic management affecting the operation of red routes can be made by notification under section 60 of the Act or by formal variation of a local plan. The Traffic Director's local plans are varied under section 55(4) of the Act. Local authorities' local plans are varied under section 59 of the Act once the Traffic Director's written consent has been obtained. Statutory consultation is required under the Act before varying local plans.
- 6.20 When highway authorities propose alterations to traffic management on red routes they will need to consider carefully whether notification or local plan variation is the most appropriate way to deal with it. For instance, the new red route kerbside controls are fundamental to local plans and changes to these will more than likely need a local plan variation. Other traffic management features may not have any substantive implications for the operation of a red route and can therefore best be dealt with by notification. In his Network Plan the Traffic Director has indicated that he intends to issue guidance on this subject. In the interim the Traffic Director will advise highway authorities on the most appropriate course of action.
- 6.21 The Act states that the Traffic Director shall have regard to the desirability of varying his Network Plan in the light of any revisions to *Traffic Management & Parking Guidance*. Similarly, consideration should be given to the need to vary local plans in the light of variation to the Traffic Director's Network Plan and *Traffic Management & Parking Guidance*. The implications of this new *Guidance*, together with the improved understanding of the limited strategic consequences of the management of moving traffic and the potential London-wide effects of parking restraint, could combine in ways which would make it sensible to consider whether it is necessary to vary a red route local plan.

## 7. Experience of the red route measures

### Red route controls

- 7.1 The red route initiative has demonstrated the importance of comprehensively reviewing traffic management measures and ensuring particular attention is given to detailed design. This can lead to a more efficient use of the highway by sharing space for different uses - for example, providing loading/parking areas when bus lanes do not operate. Although there are no set solutions, the purpose of this Chapter is to illustrate how experience of red route measures can help users of other roads.
- 7.2 The new system of red line control has proved in practice to be very flexible. It caters for all normal kerbside activities and can generally be adapted to deal with unusual circumstances. Drivers appear to understand the new controls satisfactorily and there is no evidence of significant confusion occurring. As the remainder of the red route network is introduced over the next few years familiarity will increase. They are mentioned in the current version of the Highway Code and we intend to make a more detailed reference in the next version.
- 7.3 The new red route controls are fundamental to the red route initiative and local plans. The metre by metre assessment of the red routes to determine the kerbside controls ensures that the most appropriate controls are introduced which best balance the various demands, many of which conflict, being made by those that use red routes and those who live and trade beside them. The clarity of the new controls and few exemptions also makes enforcement easier, particularly when short term free parking, for example, is included.
- 7.4 The basic red route control is the "no stopping during the working day" single red line. In most circumstances the single red line hours prohibit stopping on Monday to Saturday, 7am - 7pm. Only if there has been very good reason have variants to the red route hours been used. If a variant is introduced it is important that a clear break point is used - for instance a junction - so drivers and the police and traffic wardens are not confused about the differing times which apply to any particular length of red route.
- 7.5 The Traffic Director has protected bus stops by double red line "no stopping at any time" controls. The double red lines also need to allow for the entry and exit movement to the bus stop to ensure that the bus is able to reach the kerbside easily. Consequently, the location of bus stops needs to be considered carefully so as to minimise the amount of frontage given over to the bus stop double red lines. For instance a bus stop in the middle of a parade of shops may be better re-sited at one end taking advantage of junction controls so as to provide a better use of available space and allow for loading/parking activities that might also be required.
- 7.6 Red line control hours should ideally match bus lane times of operation. For instance a 12 hour bus lane should have (at least) single red line controls covering the same time period, and peak hours only bus lanes should have controls covering these periods. Stopping boxes have been successfully introduced in bus lanes on red routes at times when the bus lanes do not operate. For instance a 7am - 10am

morning peak bus lane, 10am - 4pm stopping boxes and 4pm - 7pm evening peak period bus lane makes a very effective use of part of a road satisfying a number of different priorities. Good enforcement means that there is no need to build "buffers" into the times of operation of the various features because of fears that drivers will stop illegally before 10am or after 4pm. The new controls are also an important way of helping to improve bus operations where specific priority is not possible - using the controls to help make traffic journeys in general more reliable will also help buses.

### **Parking and loading on red routes**

- 7.7 The designs for the new controls for red routes have shown that there are many locations where provision for legal stopping can be made at the kerbside without affecting movement along the road. Most stopping on red routes is introduced by exemption to the red line controls. Stopping can be provided in boxes for a myriad of different activities throughout the working day in white boxes or between peak periods in red boxes. Stopping is generally not provided for if there is no demand. If stopping is needed and can be provided for then priorities may need to be set.
- 7.8 In commercial areas priority should be given to loading demands. Loading is restricted to a maximum period of 20 minutes to ensure turnover. Very small loading boxes may need to be reserved solely for loading vehicles. In longer loading boxes it should be possible to also allow parking by Orange Badge holders for a maximum period of 3 hours. In line with this, on trunk road red routes the Traffic Director has introduced loading boxes with and without the Orange Badge exemption. On local road red routes this discretion does not exist and all loading boxes automatically have had to include the exemption. However, consultation on the draft of this *Guidance* suggested that changes could be made so that loading boxes on local roads could be treated in the same way as on trunk roads. The responses received were generally supportive of this and the Secretary of State will consider amending legislation as soon as the opportunity arises.
- 7.9 Opportunities occur at many locations to allow for other stopping activities because loading demands do not exist or have already been satisfied. Consideration should then be given to whether dedicated Orange Badge parking boxes are needed particularly if there is a local attraction for Orange Badge holders, and then to short term parking of either a 20 minute or a 1 hour duration. It is generally only in the larger shopping centres and where a lot of parking provision can be provided that 1 hour parking becomes useful and practical. Ideally, even at these locations there is probably a need for short term parking of both types with the 20 minute shorter duration box on the main road and longer parking duration provided for in side roads. At locations where turnover is not necessary parking boxes may be able to be provided without any limit on duration of stay but this should generally be for resident, rather than commuter, parking.
- 7.10 When designing the red route controls it is important to remember that they will eventually have to be signed and then understood by drivers. The red route signing system is flexible and can cater for most circumstances but there are practical constraints in terms of understanding of signs and driver comprehension. Stopping

boxes which have different activities at different times are not practical, for example. Overly complicated mixes of stopping boxes may also simply confuse, make enforcement difficult and require excessive numbers of signs.

- 7.11 Care also needs to be given when traders are consulted about their requirements. Making deliveries and access to frontages may be seen by some traders as someone else's problem. Some traders may naturally consider parking to be more important than providing loading boxes for deliveries, but if delivery vehicles cannot legally stop near to their delivery point their drivers may see no alternative to stopping illegally on red lines or, perhaps, at a bus stop which then interferes with bus operation, causes congestion and places bus passenger safety at risk. If it is possible to provide short term parking then given the choice traders seem to prefer 1 hour parking to 20 minutes. In very many circumstances vehicle turnover is perhaps more important and the shorter duration parking limit is the way of obtaining this. Shorter duration parking is also likely to be easier to enforce.
- 7.12 Even though a demand may exist, the characteristics of some parts of the network do not always allow stopping on both sides of red routes at the same time even between peak periods. In these circumstances it would be unfair to provide stopping boxes serving the demands of one side of the road only. "Tidal" stopping facilities - which apply 7am to 1pm or 10am to 1pm on one side of the road and 1pm to 7pm or 1pm to 4pm on the other side - provide a fairer distribution of the stopping spaces available, appear to be understood by delivery drivers and have proved to work well in practice. The Traffic Director has recently tested similar "tidal" short term parking boxes. Early experience suggests that the private motorist can also understand this form of unusual control.

### **Sunday trading**

- 7.13 Many of the designs for the new red route controls were prepared prior to the recent changes in Sunday trading legislation. Sunday trading is becoming more prevalent and there is the possibility that parts of the red route network will become as busy on Sundays as on Saturdays or weekdays. Consideration should therefore be given to whether it is desirable to make the controls apply all days of the week. Some parts of the network are also becoming busy during the evening/night-time periods. This is likely to occur where restaurants, cinemas, theatres, etc are developing and becoming more attractive. These cases will require special consideration as controls that work satisfactorily during the day may not work at night.

### **Advice on measures to help pedestrians**

- 7.14 The Traffic Director is committed to making improvements for pedestrians using the red route network by providing more facilities for pedestrians, introducing measures to improve safety and therefore encouraging more pedestrian journeys. These include improving the accessibility of crossing facilities and reducing the waiting time at existing facilities. The Secretary of State welcomes the benefits for pedestrians which the Traffic Director has introduced as an inherent part of the design and construction of the red route network.

- 7.15 Communities can become physically severed by high density traffic volumes. This can be partly redressed by introducing new surface level pedestrian crossing facilities where possible, improving the environment or comfort in which a journey can be made. This depends on the provision of environmental features such as trees and seats, the amount of footway available, the provision of dropped kerbs, adequate drainage facilities, good street lighting and clear and adequate signing at roadworks on footways. Detailed designs prepared to introduce approved local plans must take into account the need to reduce street clutter and make better use of existing footway widths. A sensible layout for street furniture can greatly improve the environment. The Traffic Director has recently begun to use "cranked poles" at traffic signal installations to maximise the pavement width available for pedestrian use.
- 7.16 The environment can also be improved by reducing vehicular speed, particularly speeds and volumes of rat-running traffic in residential areas, and addressing noise and the proximity of traffic to pedestrian routes. All these issues can be dealt with where problems exist in red route design and implementation.
- 7.17 Safety is of prime concern to the Secretary of State and to the Traffic Director. Safety for pedestrians can be compromised when refuges are not wide enough for prams or trolleys, or where drains and gulleys are located in the crossing area, by badly sited street furniture, and where footway or cycle parking exists. The most difficult and dangerous part of any pedestrian journey is crossing a side road or main road carriageway. To assist pedestrians across side roads the pilot red route scheme included the introduction of a variety of entry treatment designs. The safety and convenience of these designs has been assessed by the Traffic Director. This research indicates a marked reduction in accidents involving all vulnerable road users at locations where side road entry treatments have been installed. Local authorities should refer to the guidance produced by the Traffic Director on where entry treatments should be introduced. This *guidance* also makes recommendations on design features and layout.
- 7.18 To assist pedestrians across red route trunk roads over 500 new crossing facilities for pedestrians and cyclists have been provided (and many more are planned for local authority main roads). The staggered pedestrian crossing introduced at the junction of A501 Marylebone Road and Baker Street carries over 17,000 pedestrians a day (12 hours). The Traffic Director is also ensuring that pedestrians are given adequate clearance times at pedestrian phases at traffic signals that are introduced as part of red route works. Allocation of road space is sometimes predominantly allocated to motorised vehicles although pedestrians have precedence at certain types of crossing. Means of assisting pedestrians to cross roads in a safe and convenient way are therefore essential and can be at, over or under the surface level of the road. Depending on the age of the pedestrian, the time of day and the location, pedestrians may perceive a risk of personal attack. Such locations may include badly lit or under-used subways or remote footpaths. Pedestrians may be prepared to put themselves at greater risk to avoid possible danger from attack by walking alongside a road or crossing a road not designed for use by pedestrians rather than using such facilities. Perceived risk is a deterrent to walking. The Traffic

Director for London is addressing this situation by increasing the provision of facilities for pedestrians and ensuring that where problems exist, they are remedied as part of the red route design by the appropriate facility.

- 7.19 For the future, new technology currently being developed will provide improvements for pedestrians at crossing places. Detection using image processing will enable pedestrian crossings to be improved by detecting pedestrians who want to cross and reducing waiting times, extend crossing times and provide warnings to drivers either in-vehicle or by the road side.

#### **Advice on measures to help cyclists**

- 7.20 In his Network Plan the Traffic Director outlines support for cycling and his intention to provide funding for the locations where the former strategic cycle network intersects with the red route network. Since the publication of the Network Plan the Strategic Cycle Network has evolved into the London Cycle Network and increased in length. The Traffic Director has assessed the effect of the change in the London Cycle Network on the red route network, and determined that the revised total of intersection points is now 586, an increase of 312. The Traffic Director is in principle content to fund the intersection points of the London Cycle Network but this commitment does not extend automatically to the extra 312 intersection points on the latest version of the network. Each case will be considered by the Traffic Director on its merits.
- 7.21 Many cycle facilities have been implemented as a result of the red routes. These include cycle lanes - both advisory and mandatory; Toucan crossings; advance cycle stop lines and feeder lanes at traffic signal junctions; the standardisation of green surfacing to denote mandatory cycle lanes; cycle parking; conversion of footways to cycle tracks; the provision of complementary cycle routes away from the red route; installing cycle friendly traffic calming measures (speed cushions instead of standard road humps and cycle bypass lanes around chicanes).

#### **Advice on measures to help disabled people**

- 7.22 The Traffic Director's trunk road local plans followed the advice on the use of tactile paving given in the Mobility Unit Circular 1/91. A new guidance document is being prepared by the Unit and the Traffic Director and the local authorities should ensure that the detailed design of measures takes account of this.
- 7.23 Tactile paving has been included in all trunk road local plans at all appropriate locations where any works are being carried out. Standard domed tactile paving provides information to the blind and partially sighted both about the presence of a pedestrian crossing facility and of the potential hazard of a dropped kerb. Design is not always straightforward, particularly where a side road junction is not at right angle to the main road. Care needs to be taken with the location and design of tactile paving as it could mistakenly guide a blind or partially sighted person across the main road instead of the side road. At uncontrolled crossings it should not be used within a central island. Care must be taken where regular loading activity is known to take place, because laden trolleys may have difficulty negotiating the

- tactile surfaces. Generally, red tactile paving is used at controlled crossings and buff is used at uncontrolled crossings or at isolated dropped kerbs.
- 7.24 Various other types of tactile paving have been developed to help the blind and partially sighted identify features such as cycle tracks, tram platforms, amenities such as cash machines, and shop entrances. These have been included in the Mobility Unit's consultation document. Where appropriate, cycle track warning surfaces have been incorporated in red route measures. Again, design is not always straightforward and care must be taken to ensure that the paving gives the right message and is installed correctly. Advice is available from the Mobility Unit on the use of tactile paving in unusual circumstances.
- 7.25 Holders of a Disabled Persons' Orange Badge may board or alight from a stationary vehicle at any time, anywhere on a red route. They may park for an unlimited duration in any of the time limited parking boxes, and for up to three hours in loading boxes where the Orange Badge symbol is displayed. Where a parking box has been provided for use by Orange Badge Holders only, where possible the kerb has been dropped over the entire length to improve access for wheelchair users and those with ambulant disabilities.
- 7.26 The Traffic Director has been keen to see side road entry treatments provided on many of the side roads adjacent to red routes. He has published a design guide to encourage consistency throughout the network. Although certain principles apply to the design of all entry treatments site constraints mean that each location must in many respects be designed according to local conditions. At dropped kerbs tactile paving must be provided over the entire length of the flush surface and wherever possible bollards should be provided to prevent vehicle over-run. The bollards should have a reflective band in a contrasting colour to aid the partially sighted.
- 7.27 The Traffic Director considers it important that pedestrian push buttons are fitted with tactile knurled cones and has ensured that this is the case at new traffic signal installations implemented through red route local plans. These provide an additional clue to blind and partially sighted pedestrians if audible signals cannot be used, but can be used in conjunction with audible signals to benefit those who are also hearing impaired. Where appropriate, existing installations being modified have also been upgraded to include tactile cones. The short green man "period" and additional pedestrian black out period required can also confuse sighted pedestrians and can result in a loss of capacity to traffic. The design of these facilities must be carefully considered to minimise these effects.
- 7.28 The provision of Puffin (Pedestrian User Friendly) Crossings has been included in some of the local plans. Puffin technology detects pedestrians on the crossing and either extends the crossing time if there are a large number of pedestrians, or a pedestrian with an ambulant disability who is unable to cross quickly, and reverts to green for vehicles more quickly if pedestrians are no longer present. Currently there is no approved equipment. Local plans being implemented prior to the approval of the equipment are therefore installing pelican equipment which are to be upgraded to Puffin standard in due course. It is expected that, in many locations, the Puffin

operation will redress some of the traffic capacity lost through the introduction of tactile cones.

- 7.29 Toucan (shared cycle and pedestrian) crossings are also being installed through the local plans. Although the Royal National Institute for the Blind and the Joint Committee on Mobility for the Blind and Partially Sighted are concerned about cycling on footways and the provision of shared pedestrian and cycle tracks, representatives of the joint committee tested layouts for toucan crossings and found no difficulties in sharing the crossing with cyclists. However, the facilities provided for cyclists to access the shared areas of cycle track/footway on either side of a crossing should be carefully designed to take account of the possibility that blind or partially sighted pedestrians may be present.

### **Bus priorities and the red route network**

- 7.30 The Traffic Director considers it important that bus lanes on red routes are surfaced in red. This will encourage driver compliance and help ensure that buses benefit from these measures. The Traffic Director has determined that all bus lanes introduced as part of red route implementation will be surfaced in red except if surface maintenance is imminent in which case they will be surfaced in red when maintenance has been carried out. Consistency is important on the red route network and any existing bus lanes on red routes that are not red surfaced should be at the earliest opportunity by the responsible highway authority.
- 7.31 Bus priority measures encompass reserved carriageway spaces in the form of bus only streets, with "contra" and/or "with" flow bus lanes; bus exemptions to banned movements; priority at traffic signals in the form of selective vehicle detection, bus-orientated fixed time and adaptive UTC and bus MOVA (currently under trial with TRL); and queue relocation with or without pre-signalling. In considering the provision of bus lanes the width of available carriageway is critical. It is unlikely that a bus lane can successfully operate in a two-way road of a width less than 9.6 metres, if cyclists are to be adequately accommodated in the non-bus lane direction. In such a width it is unlikely that buses or servicing vehicles would be permitted to stop at the kerbside in the single traffic lane available in the other direction to the bus lane. Indeed, unless traffic volumes in the opposing direction are fairly low it is unlikely that a servicing vehicle could be satisfactorily accommodated opposite a bus lane in a two-way carriageway width of less than 11 metres.
- 7.32 The appropriateness of bus priority at traffic signals is dependent on bus flows on competing arms of a junction. High bus volumes reduce the scope for such provisions as too great a priority in one direction will disadvantage buses crossing the other direction. Pre-signals are helpful in combination with bus lanes to provide right-turning buses with easier access to the offside or for purposes of queue relocation. Careful design is required in the linking of the pre-signal with the main signal. Signalling of the bus lane approach to the pre-signal can unduly disbenefit buses but careful design is required to ensure a safe downstream merge. It is preferable for the approach bus lane to a pre-signal to operate throughout the day. This can raise conflict with frontage servicing needs - enforcement can be problematical if a loading vehicle exemption has to be introduced into a bus lane

order. In the design of a bus lane, the length of both the setback distance from the downstream signal stop line and of the bus lane itself is critical. A short setback will reduce junction capacity and extend the general traffic queues. The bus lane must be long enough to ensure that the bus is not delayed in a resulting traffic queue upstream of the start of the lane.

- 7.33 It is important that buses gain unobstructed access to the kerbside at stops. In this regard, the Traffic Director is providing the equivalent of 24-hour bus stop clearways on red routes. It is also essential that buses are provided with sufficient space to gain close access to the kerbside at stops, particularly when low-floor buses are provided by the operator. The publication *Guidelines for the Design of Bus Bays and Bus Stops to accommodate the European Standard (12 metres) length bus* identifies good practice in the design of bus stops. A particular feature which has been successfully used on the red routes is relocating bus stops/pedestrian crossings so that the down stream zig-zag forms the approach to the bus cage thus making optimum use of the carriageway.

#### **Enforcement measures on red routes**

- 7.34 The traffic warden force is now predominantly dedicated to the red route network and the Police have indicated that they expect to be in a position to ensure that the red route network is enforced effectively. However, every effort should still be made to ensure that those who enforce traffic management on red routes can do so as easily as possible. The aim should be to achieve driver compliance rather than relying unduly on enforcement. For instance red route controls can be, and have been, designed to provide legal stopping opportunities for short term parking. If these stopping opportunities exist drivers are less likely to park illegally and if they do they are more likely to accept that they have acted illegally when they receive a fixed penalty notice. The controls, however, must be designed so as not to create confusion and the signs erected must show clearly what can and cannot be done. The signs must also be maintained to a high standard.

#### **Maintenance on red routes**

- 7.35 When the traffic management features in local plans have been introduced their routine maintenance responsibility falls to the highway authority for the road. However, the Traffic Director considers it vital that the red route signs and lines for the new controls are maintained to a very high and consistent standard across the network so the police and traffic wardens are able to carry out their enforcement duties effectively. All local plans contain a "maintenance statement" which includes details of how the signs and lines will be maintained using a system of regular inspections to identify the work that needs to be done and to check that works have been carried out. On trunk road red routes the Secretary of State has agreed that the Traffic Director will carry out the maintenance of traffic signs and road markings. On local road red routes the local highway authority will be responsible for traffic signs and road marking maintenance and they should ensure that it is carried out to the standard laid down in the local plan. The Traffic Director has indicated to the local highway authorities that he will reimburse reasonable costs to maintain the signs and lines to the required standards.

## 8. The local authority parking enforcement system

### Introduction

- 8.1 Sections 8-11 of this Annex brings up to date the general guidance on the local authority enforcement system. It reflects the current situation whereby all local authorities in London have taken on the enforcement of designated parking places, such as meter and residents' bays, and have borough-wide Special Parking Areas (SPAs). Only on the red route network and in the Whitehall security zone does parking enforcement remain mainly with the police and their traffic wardens. ***The Secretary of State expects the local authorities, the Parking Committee for London and, where appropriate the Traffic Director, to take account of this Annex in operating the decriminalised parking enforcement system.***

### Coverage of the system

- 8.2 Section 76(3) of the Road Traffic Act 1991 (the Act) (as amended by SI 1995 No 1437) lists the offences which are decriminalised in SPAs. Broadly these are all waiting and loading restrictions together with contraventions at off-street car parks and off-street loading areas. In addition changes have been made through sections 4 and 5 of the London Local Authorities Act 1995. Where local authorities have made the necessary arrangements they can also enforce parking on a pedestrian crossing (although this offence has not been decriminalised and also remains an endorsable offence enforced by the police) and the offences of double and triple parking. The Secretary of State welcomes this additional enforcement.

### The continuing role of the police

- 8.3 The police retain functions throughout London for:
- enforcing endorsable parking offences, including parking on a pedestrian crossing and parking which could cause a hazard or obstruction to other road users;
  - enforcing the full range of moving traffic offences;
  - taking action against any vehicle where security or other traffic policing issues are involved, including the need to close roads or install diversions; and
  - enforcing all restrictions (except those for designated parking places) on red routes.

### Main objectives from the Road Traffic Act 1991

- 8.4 Local authorities should ensure that the system is run efficiently and economically and overall is at least self-financing, where necessary taking account of receipts from off-street parking places. However, self-financing should not be at the expense of safety or traffic management considerations.
- 8.5 Local authorities should operate the system fairly. Safeguards for drivers and owners are contained throughout the procedures for operating the system under the Act. Local authorities should ensure that there is adequate and accurate signing and plating of parking controls. GOL is available to give advice on signing.

- 8.6 Local authorities have a statutory duty to consider representations against the issue of Penalty Charge Notices (PCNs) and wheelclamping or removal action. The local authorities should exercise this duty in a fair and consistent way. They should also consider using their discretion to waive additional parking charges where there are extenuating circumstances. Experience has shown that producing full and prompt replies to representations results in fewer appeals to the adjudicators and more PCNs paid. Local authorities may also wish to develop policies on whether, and when, to re-offer the 14 day period for payment of a PCN at the discounted rate. A number do so when the initial challenge to the PCN was made within 14 days.

### **The Parking Committee for London**

- 8.7 The Parking Committee for London has been established to meet the requirements of section 73 of the Act which requires the London local authorities to establish a Joint Committee under section 101(5) of the Local Government Act 1972. It is the duty of the Committee to set the levels of additional parking charges, subject to the Secretary of State's approval to their proposals. Section 73 also places a duty on the Committee to appoint the parking adjudicators, having obtained the consent of the Lord Chancellor to each appointment; to provide support to the adjudicators' operations; and to make an annual report on the adjudicators' activities to the Secretary of State. The duties are concerned with the practical development and overall management of the parking system. They need to be co-ordinated to have maximum effect.
- 8.8 The authorities should consider using the Committee to co-ordinate their parking policies in accordance with this *Guidance*; to consider the performance of the system and compliance with the controls; to arrange practical co-operation between local authorities, for example over charge levels; and generally to act as a focal point for the operation of the system to the extent that the local authorities consider it necessary and desirable.
- 8.9 The Parking Committee also undertakes much work on public relations and publicity. Providing information to the public about parking enforcement can help reduce the number of offences committed and improve awareness of the enforcement system. The Secretary of State welcomes the effort made by the Parking Committee to explain London's parking controls to visitors to London both from home and abroad, which will help improve compliance, and urge them to continue this effort. This should reduce the need to take further enforcement action which often produces criticism from visitors.

### **Parking adjudicators**

- 8.10 Parking adjudicators are a major safeguard for the protection of drivers and owners under the decriminalised system. They have a comparable role to Magistrates' Courts under the existing system of criminal parking controls. They consider appeals from motorists who are not satisfied with the grounds on which a local authority has rejected their representations against the authority's enforcement action. They follow quick and simple procedures prescribed in regulations made by the Secretary of State. As the adjudicators sit alone, the Act requires them to have a 5 year general qualification within the meaning of section 71 of the Courts and Legal

Services Act 1990, ie they must have a right of audience in relation to any class of proceedings in any part of the supreme court, or all proceedings in county courts or magistrates courts. Thus adjudicators are qualified to decide on matters of fact and of law.

- 8.11 It is crucial to the adjudicators' role that they are independent and provide a consistent standard of service. The Parking Committee for London should continue to ensure this. The Act places the adjudicators under the direct supervision of the Council on Tribunals, and requires the Parking Committee for London, rather than individual local authorities, to appoint the adjudicators, determine where they sit and provide their accommodation and administrative support.
- 8.12 The Act also requires each adjudicator to report to the Parking Committee annually on the discharge of their functions, and requires the Committee to make a single annual report on the adjudicators' work to the Secretary of State. The latter report is publicly available as a record of the performance of the local authority system and the way London local authorities meet their responsibilities.

### **Application of the system to Orange Badge holders**

- 8.13 Where the Orange Badge scheme operates the concessions available to Orange Badge holders apply equally to the local authority enforcement system. These concessions are contained in the Local Authorities Traffic Orders (Exemptions for Disabled Persons) (England and Wales) Regulations 1986 (SI 1986/178) as amended by the Local Authorities Traffic Orders (Exemptions for Disabled Persons) (England and Wales) (Amendment) Regulations 1991 (SI 1991/2709). They require that traffic regulation and parking orders should include exemptions for Orange Badge holders which enable them to park:
- free of charge and without time limit at on-street parking meters and pay-and-display spaces;
  - as long as they wish where others may park only for a limited time; and
  - on single or double yellow lines for up to 3 hours except where there is a ban on loading and unloading.
- 8.14 The concessions are not available in those parts of central London where the scheme does not operate. The limited local independent concessions that are available, mostly for people who live and work in their area, do not generally cover parking on yellow lines.

### **Diplomatic registered vehicles and parking controls**

- 8.15 Special parking enforcement arrangements apply to vehicles with diplomatic registration plates. These plates include "D" Registration Plates (which indicate that the owners of the vehicles are entitled to diplomatic immunity), personalised diplomatic registration plates (which are sometimes issued for the official cars of Heads of Diplomatic Missions, who have full diplomatic immunity) and "X" Registration Plates (which indicate that the owner is entitled to limited diplomatic immunity).

- 8.16 Vehicles carrying these plates can be issued with PCNs in the same way as the police and traffic wardens are able to issue Fixed Penalties, and these will be paid. However, special arrangements apply to wheelclamping and removing diplomatic vehicles. They must not be wheelclamped in any circumstances and may only be removed as a last resort when such action is necessary to relieve obstruction or danger to other road users and where the driver cannot be located quickly. In these cases, the vehicle should be removed to a more suitable location within the immediate vicinity, and, where possible, a message should be left indicating where the vehicle can be found. Removal to a car pound should be avoided if possible.
- 8.17 Although the owners of diplomatic registered vehicles are required to pay PCNs, they should not be issued with a notice to owner if the payment is not made within 28 days. The issue of such a notice would trigger the procedures which could ultimately lead to action in a county court. Many diplomats are not subject to civil jurisdiction and there is no practical method for the local authorities to distinguish between those who are and those who are not. Local authorities should therefore notify the Parking Committee of any unpaid PCNs who will in turn contact the Foreign and Commonwealth Office (FCO). The FCO will then intervene on behalf of the local authority.
- 8.18 The FCO will ask the Mission to pay the outstanding penalties voluntarily and may ask for diplomats who persistently disregard the controls and refuse to pay the penalties to be withdrawn from duty in the United Kingdom. The FCO will also report twice a year to Parliament on the number of outstanding PCNs issued in respect of diplomatically registered vehicles and provide a breakdown by country. So that the FCO can provide this assistance, the local authorities, through the Parking Committee, should continue to provide monthly returns of outstanding PCNs in respect of diplomatically registered vehicles.

#### **Liaison with the Police and the Traffic Director**

- 8.19 The local authorities and the Parking Committee should continue to liaise with the police and the Traffic Director on the extent and operation of their parking enforcement system. They should, for example, liaise with the police about persistent offenders, in order to improve compliance with the controls; and co-ordinate enforcement action, in order to make the best use of the resources. The Traffic Director also has an interest in ensuring that red routes are effectively and efficiently enforced and that the local authority SPA areas correspond with the red route plans. Where it is necessary, local authorities should apply to GOL for a variation to the relevant SPA order once the local authority and the Traffic Director have agreed the limits of the red route controls in side roads through the draft traffic regulation order. The triangular SPA boundary markings should be adjusted when SPA orders are amended so that traffic wardens and parking attendants are each aware of their area of enforcement responsibility.

## 9. Levels of additional parking charges

- 9.1 Section 63(5)(b) to (d) of the Act provides for the Secretary of State to give guidance on appropriate levels for penalty charges and charges for the removal, storage and disposal of vehicles and their release from wheelclamping devices in respect of vehicles which have contravened the decriminalised parking controls. Sections 73 and 74 of the Act place a duty on the London local authorities, acting through the Parking Committee, to set the levels of these "additional parking charges", having regard to the Secretary of State's parking Guidance, and to obtain the Secretary of State's approval. Section 74 also makes provision if the local authorities fail to discharge their duties or fail to submit acceptable proposals. In these cases it provides for the Secretary of State to set the levels of charges himself by regulation.
- 9.2 Local authorities have a statutory duty to report annually to the Secretary of State in respect of deficit or surplus in the parking account. He will therefore be in a position to note the extent to which parking accounts are in surplus or deficit, and the purposes to which any surplus is being put. However, to date the reports have not been produced consistently or in reasonable time by the local authorities. Local authorities should therefore ensure that these accounts are sent to the Secretary of State (and copied to the Parking Committee) as soon as possible after the end of the financial year.

### Levels of penalty charges and their relationship with Fixed Penalty Notices

- 9.3 The purpose of penalty charges is to achieve compliance with the parking controls. At paid parking places this means compliance with the permitted length of stay and the relevant parking charge. At residents' and other designated parking places, and for decriminalised offences in SPAs, it means compliance with the various limitations and restrictions. Penalty charges should therefore be set at levels which achieve a high degree of compliance with the controls. The discount rate should be set at a level which encourages early payment, minimising the need for the local authorities to embark on further steps in the system for recovering the penalty charges. It also helps to meet the requirement that the operations should become at least self-financing.
- 9.4 There needs to be a close relationship between penalty charge levels and fixed penalties. The discounted penalty charge should broadly correspond to the fixed penalty. There are currently two levels of fixed penalties (£40 and £30) for non-endorsable parking offences in London. The higher level applies to offences against red route restrictions, and the lower level applies to offences elsewhere in London. The differential signifies the importance the Government attaches to red routes as a means of improving traffic conditions in London. The level of fixed penalties is now being considered as part of a general review by the Home Office; the outcome will be announced in due course.
- 9.5 At present the Parking Committee have agreed a three band system for penalty charges. These are currently set at £60 (Band A), £40 (Band B) and £30 (Band C). The system appears to be working well and has sufficient flexibility to cater for most situations.

### **Wheelclamping, removal, storage and disposal charges**

- 9.6 The charges should reflect the cost to the local authority of providing the service. Local authorities should not seek to include any punitive or deterrent element.

### **Consultation on the level of "additional parking charges"**

- 9.7 The Act does not place a specific duty on the London local authorities to consult on their proposals for "additional parking charges". Nevertheless, the Secretary of State strongly recommends that the Parking Committee consults the police and road user organisations in addition to any other consultation which they may undertake.

### **Submission of proposals**

- 9.8 The local authorities should submit any proposed changes to the levels of "additional parking charges" to the Secretary of State through the Parking Committee. The proposals should include a report explaining the consideration they have given to the issues raised in this *Guidance* and the details of the consultation which they have undertaken. Any proposals should indicate the date from which the authorities intend any revised charges should apply.

### **Publication of "additional parking charges"**

- 9.9 Section 74(7) of the Act places a duty on each of the London local authorities to publish the levels of "additional parking charges" set in their area in a manner determined by the Secretary of State. This determination is attached to this Annex.

## 10. **Responsibility for parking attendants and their standards, training and uniforms**

- 10.1 Parking attendants are undertaking a highly public activity. They represent the everyday application of an important part of traffic policy in London. The manner in which they perform their duties, maintain relations with the public and conduct themselves generally is important to the success of the enforcement regime and the policy itself. The attendants need to exercise judgement and discretion, and the nature of their work requires them to handle difficult situations.
- 10.2 Regardless of who employs the parking attendants, local authorities or contractors, the London local authorities are responsible under the Act for receiving and considering any representations from drivers and owners against the actions of parking attendants. They should minimise these representations and ensure high and consistent standards of enforcement. In order to achieve this they should ensure, through their own management and procedures and through the conditions of any contracts they let, that all parking attendants are good quality personnel, that their day-to-day supervision and their management is effective, and they are given effective training, clear instructions about their conduct and guidance on their operations.

### **Local Authority Code of Practice**

- 10.3 So that these standards and the quality of the parking services themselves are consistently high throughout London, the Parking Committee has published a Code of Practice as a guide to practitioners. Local authorities should ensure that the Code is followed where appropriate. This will enable road users and other members of the public to be reassured that enforcement is carried out fairly.

### **Attendants' duties and the qualities required**

- 10.4 The parking attendants' duties when enforcing the decriminalised controls under the Act include checking that vehicles are parked in accordance with the relevant parking place designation and traffic regulation orders, issuing penalty charge notices in respect of vehicles parked in contravention of the orders, authorising wheelclamping and vehicle removal and maintaining relevant records. They may also be required to give evidence before a parking adjudicator relating to the issue of a penalty charge notice or the authorisation of wheelclamping or removal action if the motorist concerned has contested the grounds for such action.
- 10.5 Parking attendants have a high public profile. They therefore need to present a professional and efficient public image, sometimes in difficult circumstances. They also need to have qualities of firmness, sensitivity and tact coupled with common sense and patience and need to be able to think clearly and react sensibly under pressure. The local authorities should have regard to these criteria when employing parking attendants either directly or indirectly.

### **Training**

- 10.6 London local authorities should ensure that the parking attendants are sufficiently trained to provide accurate, fair and consistent enforcement standards. They need to have a basic knowledge of the legislation they are expected to enforce, including

the orders relating to the on-street parking controls, and instructions on how they are applied generally, and in particular to disabled people. In view of their high profile, attendants should be trained in ways to deal with the general public. The authorisation of wheelclamping and removal is particularly sensitive. Local authorities should consider whether additional training is needed for those parking attendants carrying out this task. Parking attendants should not undertake their enforcement duties until they have been assessed as having completed training to the authority's satisfaction in all these respects. Parking attendants should have passed through an accredited training scheme and, ideally, should have a National Vocational Qualification.

### **Uniforms**

- 10.7 Section 44 of the Act amends the Road Traffic Regulation Act 1984 so that local authority parking attendants in London must wear a uniform determined by the Secretary of State when carrying out "prescribed" functions. These functions have been prescribed in regulations made by the Secretary of State (SI 1993 No 1450) and relate to the enforcement of the decriminalised parking controls at designated on-street parking spaces and in SPAs.
- 10.8 The style, colour and composition of parking attendants uniforms is at the discretion of the individual local authorities, who should ensure that attendants are smartly dressed and meet the requirements of the Secretary of State's determination. All the identifications need to be readily visible. This determination is attached to this Annex.

## 11. Guidelines on local authority wheelclamping and removal

### The local authority powers

- 11.1 The Act gives the London local authorities powers in relation to wheelclamping and removal. The authorities already had the power in the Removal and Disposal of Vehicles Regulations made under section 99 of the Road Traffic Regulation Act 1984 to remove vehicles from designated parking places. Section 68 of the Act amended the Road Traffic Regulation Act 1984 so they can charge for these removals, and for any associated storage and disposal action. Sections 69 and 77 of the Act empower the authorities' attendants to wheelclamp vehicles.
- 11.2 Wheelclamping action is one of the most effective deterrents against illegal parking, and removal action makes a considerable contribution to improving traffic movements. Sections 67 and 69 of the Act contain provisions which enable these actions to contribute to the overall financial viability of the local authority operations. They require owners or drivers to pay the penalty charge they have incurred (at the discounted rate if payment is made within 14 days) before they can recover their vehicle or have it released from a wheelclamp.

### Wheelclamping guidelines

- 11.3 Wheelclamping is a suitable sanction against contraventions of designated parking place orders and would also be appropriate for many contraventions where immobilising a vehicle does not create a hazard or an obstruction to traffic. This action can immobilise a vehicle for several hours and may reduce parking opportunities for other drivers seeking short-term on-street parking. However, the deterrent effect of wheelclamping greatly outweighs the loss of a particular space for other parking acts.
- 11.4 Vehicles displaying a valid disabled persons' Orange Badge must not be wheelclamped. Section 70 of the Act exempts them from this action at designated on-street parking places; and orders under section 76 of the Act mean they are similarly exempt from this action in respect of breaches of other decriminalised non-endorsable parking offences in SPAs. Similarly, although not statutorily exempt, vehicles displaying a central London disabled parking badge should not normally be wheelclamped. All vehicles are exempt from wheelclamping action at designated on-street parking places for 15 minutes from the end of the period of time that has been paid for.

### Guidelines for removals

- 11.5 Removal action is appropriate in cases where parked vehicles are causing an obstruction, congestion or a hazard to other road users, where they are obstructing a restricted stopping or waiting place, such as a bus stop or a taxi rank, or where the local authorities have suspended the operation of a designated parking bay. Removal action may also be appropriate from designated parking places, for example, where a vehicle is parked across more than one meter bay or is parked in a loading or residents' bay without authorisation. Local authorities should not, however, remove vehicles displaying a valid disabled persons' Orange Badge from designated on-street parking places, and should only remove them in the case of

breaches of other controls where the vehicles are creating a serious hazard or obstruction and removal action is absolutely necessary. No removal action should be authorised at designated on-street parking places for 15 minutes from the end of the period of time that has been paid for. Consideration should be given to photographing a vehicle in the position in which it was parked before it was removed. This can help deal with any representations about the removal action.

- 11.6 As removal action is likely to involve the employment of scarce resources, the local authorities need to establish priorities for this action. They should, in particular, consider giving a higher priority to removing vehicles which are causing an immediate hazard to safety or an obstruction to traffic movement, particularly where buses are affected, than to the removal of vehicles which are contravening designated parking place controls. Those local authorities which currently do not have a removal capability but will need to ensure adequate enforcement of the bus priority network should consider sharing resources with those boroughs that do remove vehicles and co-ordinating enforcement activities.
- 11.7 Drivers or owners of vehicles which have been removed need to know where to find their vehicles and what steps they should take to recover them. In the absence of an indication of the action taken at the point of removal, they will be unsure whether the vehicles have been stolen, and will not know whether removal action has been taken by the police or a local authority. In many cases, they will not know which local authority area the vehicle has been removed from. The Parking Committee have established the TRACE system for tracking removed vehicles. If local authorities remove vehicles they should participate in this system. The system works extremely well and the Parking Committee has set exacting service standards for dealing with motorists' telephone calls. Consideration should also be given to using the TRACE system for other local authority removals - for example for vehicles removed from private estates.

### **Arrangements for release and recovery**

- 11.8 The local authorities' facilities for receiving payment in respect of vehicles which have been wheelclamped or removed should be readily accessible and open for as long as possible during the working day. They should cover as a minimum a core period from 8am to midnight on Mondays to Saturdays and 9am to 5pm on Sundays. Motorists have the right to reclaim their vehicles at any time so local authorities also need to provide an out-of-hours service for payments and vehicle recovery to cover emergencies.
- 11.9 The local authorities should also arrange systems for accepting credit or debit card payments for vehicles which have been wheelclamped or removed, including by telephone for release of wheelclamped vehicles. Local authorities should set a maximum timescale for releasing vehicles from wheelclamps once the appropriate charges have been paid. This should be no longer than 4 hours.
- 11.10 The local authorities should have arrangements to cover circumstances where they will return vehicles to owners and drivers, or release them from wheelclamps, without the appropriate charges being paid, on the understanding that they will be paid later. These arrangements should cover cases such as those involving women

## ANNEX

or elderly people alone at night where failure to restore the vehicles could cause unnecessary distress or potential hazard to their drivers.

## ROAD TRAFFIC ACT 1991

### **Determination under section 74(7) of the Road Traffic Act 1991. Publication of the levels of additional parking charges.**

The Secretary of State for Transport, in exercise of the power conferred by section 74(7) of the Road Traffic Act 1991, hereby determines that the London authorities shall publish notice of the levels of additional parking charges which he has approved in accordance with the provisions of section 74(4) of that Act in at least one local paper covering the area concerned at least 14 days before they come into force and place a copy of the approved levels of charges on deposit at the Council offices. He also determines that the publication notice shall contain a statement of the general nature and effect of the approval, particulars of the approved levels of charges, the date of their coming into force and a brief description of the areas in which they will apply.

An Assistant Secretary in the Department of the  
Environment, Transport and the Regions  
Dated: February 1998

**Determination under section 63A(4) of the Road Traffic Regulation Act 1984. Uniforms of local authority parking attendants to be worn when exercising prescribed functions in Greater London.**

1. The Secretary of State for Transport, in exercise of the power conferred by section 63A(4) of the Road Traffic Regulation Act 1984, hereby determines that when local authority parking attendants are exercising prescribed functions in Greater London, they shall wear a uniform which shall include the following distinguishing features:

- (a) Clear identification that the wearer is a parking attendant.
- (b) Clear identification of the local authority on whose behalf the parking attendant is acting.
- (c) A personalised number to identify the parking attendant, which may contain letters as well as numerals.

2. The uniforms shall be readily distinguishable from those worn by the police and traffic warden services.

An Assistant Secretary in the Department of the  
Environment, Transport and the Regions

Dated: February 1998

LIST OF RELEVANT ORGANISATIONS
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London SW1P 4RR  
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Transport and the Regions  
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London SW1E 5DU  
0171 890 3000

and

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76 Marsham Street  
London SW1P 4DR  
0171 271 5000

Highways Agency  
St Christopher House  
Southwark Street  
London SE1 OTE  
0171 928 3666

Traffic Commissioner &  
Licensing Authority  
South Eastern & Metropolitan  
Traffic Area  
Ivy House, 3 Ivy Terrace  
Eastbourne  
Sussex BN21 4QT  
01323 451400

Traffic Director for London  
College House  
Great Peter Street  
London SW1P 3LN  
0171 222 4545

Parking Committee for London  
New Zealand House  
80 Haymarket  
London SW1Y 4TE  
0171 747 4700

Association for London Government  
36 Old Queen Street  
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