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Extension : x5140

Version Drafted	Date Drafted	Notes (Please update the version number in the footer)
v1.0	8 th July 2003	
v1.1	14 th July 2003	Finance / Legal / Chair's comments

Committee: Highways Committee

Above

Below

Date: 23rd July 2003

Confidential Line

Report Title :	WEMBLEY NATIONAL STADIUM EVENT DAY PARKING CONTROLS
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Consultation : Please note that TEN Working Days should normally be allowed for both internal department and external consultation. If no comments are received by that time, it will be assumed that the report is agreed.

Draft sent to	Date	Agreed by	Date	Notes

List of attachments

File Names	Version / Date Drafted	Notes

HIGHWAYS COMMITTEE 23rd JULY 2003

REPORT NO : /03 FROM THE DIRECTOR OF ENVIRONMENT

FOR ACTION

NAME OF WARD:
All Wards

REPORT TITLE :	WEMBLEY NATIONAL STADIUM EVENT DAY PARKING CONTROLS
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1.0 SUMMARY

- 1.1 This report informs Members about the implications of the recent planning approval for the Wembley National Stadium and the section 106 funds provided by the developer to accommodate off site works to mitigate the effect of traffic generated by the development. An implementation programme of event day parking control schemes is proposed as a part of the section 106 agreement and members are requested to approve the proposed strategy, parking charges and programme of works detailed in the report.

2.0 RECOMMENDATIONS

- 2.1 That Committee approves the proposed strategy for progressing parking controls on event days.
- 2.2 That Committee approves the proposed parking zones and charges policy for parking controls on event days.
- 2.3 That Committee notes the proposed works and consultation programme required in order to introduce initial schemes before the opening of the Stadium.
- 2.4 That Committee agrees that consultation with ward and committee members take place prior to wider public consultation proceeding.

3.0 FINANCIAL IMPLICATIONS

- 3.1 The section 106 agreement provides £2,500,000 for progressing off site parking control works. This funding will cover the costs of all development, consultation and implementation costs of the event day parking control schemes including staff costs. The funds will also contribute to the administration of the schemes implemented so that some charges for the initial issue of permits to residents will not be levied, subject to approval of the strategy detailed in the report.
- 3.2 The development of the schemes will involve staff costs of approximately £100,000 during the 2003/2004 financial year.

4.0 STAFFING IMPLICATIONS

- 4.1 The Transportation Service Unit will be undertaking the scheme development, public consultation, statutory consultation and implementation work on all the event day parking schemes.

5.0 ENVIRONMENTAL IMPLICATIONS

- 5.1 The implementation of event day CPZ schemes is in line with Government guidelines and policies relating to integrated transport policy and road traffic restraint. The event day parking controls will enhance the local environment by removing on-street parking for the stadium and encouraging the use of public transport.

6.0 LEGAL IMPLICATIONS

- 6.1 Monies paid to the Council under the section 106 agreement must be spent in accordance with the provisions in the agreement, otherwise the Council would be open to legal challenge.
- 6.2 The permit parking methods of parking control and parking prohibitions (waiting and loading restrictions) associated with implementing the event day parking controls will require the making of a traffic regulation order under the Road Traffic Regulation Act 1984. The procedures to be adopted for making the actual orders are set out in the associated Statutory Traffic Regulations.

7.0 DETAIL

Background

- 7.1 In August 2002 the planning consent for the Wembley National Stadium was finally approved and construction work on the Stadium commenced. As a part of the consent a section 106 planning agreement was completed which (amongst other requirements) set out the off site highway improvement works required to be funded by the developer in order to mitigate the potential effects of traffic generated by the development and included other provisions promoting it as a public transport
- 7.2 A significant shift in transport policy will affect the operation of the new stadium which follows current transport policies promoted by Central Government and the Mayor for London which encourage greater use of public transport and discourage the use of the private motor car. The parking capacity at the new stadium will be significantly reduced from the original 4800 spaces to 1000 hospitality suite spaces, 450 coach spaces, 43 minibus spaces and 250 disabled persons parking spaces. The Stadium has been designed as a public transport venue and the main mode of transport will be by rail using the three existing train stations Wembley Park (Metropolitan / Jubilee), Wembley Central (Bakerloo / Silverlink) and Wembley Stadium (Chiltern Railways). These stations will be enhanced to accommodate a greater throughput of passengers and the section 106 provides funding for this work. Appendix A gives details of the three stations strategy. The enhancement of existing bus routes and services in the Wembley area through the Mayor for London's Bus Priority Programme will also support alternative travel modes.

- 7.3 The Stadium Access corridor will be the focus for travellers by road to gain access and egress from the Stadium complex which will link to the North Circular Road and all the major routes in the area. A system of high visibility variable message signs on principal routes will be used to direct and control traffic approaching or leaving the Stadium. The corridor will be a three lane highway with a reversible central lane to provide either two lanes into or two lanes out of the complex at arrival and dispersal times respectively. The section 106 agreement provides funding to contribute to the completion of the route and the VMS signing system. Appendix B gives details of the proposed corridor.
- 7.4 It is recognised that the provision of enhanced public transport facilities at the Stadium and the reduction of on site parking capacity will make surrounding residential streets extremely vulnerable to on-street parking during events. The section 106 agreement therefore provides funding to introduce off site parking controls in an area up to 2 miles around the Stadium. This corresponds with an area which represents a minimum 30 minute walking distance from the periphery of the zone. This can be seen in Appendix C. Funding of £2,500,000 has been agreed to facilitate the off site parking controls. A number of requirements are specified in connection with these funds as follows:
- a) To advise Wembley National stadium Limited of all surveys and consultation exercises to be undertaken,
 - b) To consult on schemes prior to the opening of the Stadium within the agreed consultation area shown in Appendix C, which includes the area indicated within the orange line that indicates the 30 minute walking distance to the Stadium and any green shaded areas outside of that boundary showing proposed consultation areas, and to use reasonable endeavours to complete these works within one month prior to the completion of the Stadium,
 - c) Where the Council deems appropriate to undertake surveys / consultations on schemes after the Stadium is operational within the area shown within Appendix C by the dotted red line indicating the 2 mile zone around the stadium, and that these schemes be completed no later than 3 years after the Stadium completion date,
 - d) That the views of residents who respond to surveys / consultations will be taken into account,
 - e) That the funds can be used for reasonable costs to administer event day parking control schemes,
 - f) That the funds cannot be used for the maintenance or operation of CPZ schemes which do not operate on event days,
 - g) That the funds cannot be used to pay for elements of full time CPZ's such as pay and display machines,
 - h) That the total allocation for off site parking control works be £2,500,000.
 - i) The Council can request contributions from WNSL (up to the above maximum) which must then be paid by WNSL within 14 days. The Council must spend a contribution as soon as possible after receipt of it and in any event within one year.

Proposed strategy for parking controls

7.5 The existing event day control scheme was based on the previous stadium travel patterns and the original on site parking arrangements and capacity which used a variety of different controls to manage traffic on major events. In general major events occurred approximately 15 - 20 times a year and were classed as events attracting more than 45,000 - 50,000 people to the Wembley complex. In the future up to 30 events per year will be possible under the terms of the planning consent. Three main routes were used for arriving and departing traffic which were (a) Drury Way / Great Central Way for the Stadium car park at Gate 5, (b) Neasden Lane / Bridge Road / Wembley Hill Road for the for the Stadium car park entrance by Engineers Way and (c) Harrow Road / Wembley Hill Road for the multi storey car park. Additional parking restrictions were introduced on events on these routes. On-street parking in residential areas was controlled through the use of environmental areas and permit parking schemes. Many temporary flap type traffic signs, which could display alternative parking restrictions, and lockable barriers needed to be manually operated on each event day with a high operational and maintenance cost involved. Annual costs were in the region of £80,000 per annum and charged to Wembley Stadium directly. Appendices D, E and F give details of these measures which were as follows:

- a) Environmental areas controlled by barriers (road closures) and wardens at the entry / egress point (Appendix D),
- b) Event day permit parking schemes by using flap type signing (Appendix E),
- c) Extended temporary waiting restrictions on key routes up to M'night to permit the free flow of traffic by using flap type signing (Appendix F).

The shift in transport strategy will now require a new approach to be adopted to address on-street parking controls.

7.6 The use of environmental areas will not be able to operate in the way originally conceived when they were introduced in the mid 1980's. They operated through introducing road closures at all access points to residential estates which were able to be fully enclosed. One point of entry was left open which was controlled by a police officer who would only permit residents to enter if they were displaying appropriate identification. The Metropolitan Police have now confirmed that they are no longer able to police the access points to these areas because legally there is no authority for any police officer to deny a motorist the right of way. The use of commissioner's powers to control events is now no longer authorised and the onus falls on local authorities to manage traffic for public events. If the police were to continue to undertake this duty it would raise a serious risk of confrontation and compromise the authority of police officers because they would be using their powers to stop vehicles incorrectly. Risk assessments required under The Health and Safety at Work Act concerning this activity has highlighted the risk of confrontation and justifies the position of the Police. Police activity on events will now be restricted to civil disorder incidents and emergencies only. Without control of the access points parking within the environmental areas could not be controlled and the Council would have no authority to prevent such parking if residents demanded that action be taken.

7.7 The use of event day permit schemes was used on roads which were not suitable for environmental areas and these operated very successfully before. It is now widely accepted as the most appropriate method of controlling on-street parking for future events. Officers of the Council and Metropolitan Police have visited other Sports Stadia around the country and discussed with local authorities the methods of parking control adopted. Without exception the use of permit parking schemes has been used to do this. Visits to Watford (Vicarage Road Stadium), Manchester (City of Manchester stadium at Sportcity), Arsenal stadium, Sunderland (Stadium of Light) and others have been undertaken to compare best practice. The use of event day permit parking schemes is therefore the most appropriate method of regulating on-street parking during major events in residential and commercial areas directly affected by the Stadium development. A system of advance warning of major events on all approaches to the area would also be required advising motorists of when controls would operate. A significant advantage of the event day permit parking schemes is that the operational costs of the scheme would be self financing as penalty charge notices issued during events could cover the cost of the additional enforcement required. The scheme would be wholly enforced by parking attendants with only a very minor presence from other officers to assist with traffic management issues required on event days. This is particularly relevant as Wembley National Stadium Limited are unlikely to agree to financing excessive annual operational costs following the agreement of section 106 funds to introduce parking control schemes.

7.8 A reduction in travel by road is anticipated, due to the restricted parking capacity at the stadium and increased use of public transport, which will be largely focussed on the Stadium Access Corridor. However, it is still considered necessary that parking restrictions be reviewed along the other routes mentioned in favour of more sustainable full time controls which are appropriate for event days and will minimise the need for temporary flap type signs which have a high maintenance and operational cost.

7.9 The strategy recommended to members is as follows:

- a) to develop event day permit parking schemes to control on-street parking in residential and commercial areas around the Stadium,
- b) to review parking restrictions on the key routes in the Wembley area,
- c) to develop schemes which minimise the use of temporary signing in order to reduce operational and maintenance costs on events,
- d) To develop a system of advance warning signs to advise motorists of major event controls on roads approaching the stadium.

Permit parking areas and charges

7.10 Initial discussions with ward and committee members have taken place to consider the issue of parking controls. There was a particular focus on the extent of permit parking zones and the charging policy during the discussions.

7.11 In respect of zones two options were discussed which should be offered to residents as choices in the public consultation. These were:

- a) An inner zone close to the stadium complex, to protect those residents most vulnerable who could be affected by parking by other permit holders from more distant areas, and an outer zone for all other areas,
- b) One single zone for all residents.

Details of the proposed zoning will be displayed at Committee.

- 7.12 In respect of charging the meeting noted that the section 106 makes provision for reasonable administration costs for the schemes. It was therefore considered appropriate that no charges for issuing the initial residents permit to residents be made when schemes are introduced. The cost of renewing resident's permits on an annual basis over a potentially wide area would be very costly and in view of this it is suggested that permits have an indefinite duration. This would reduce the cost of administering the scheme and be a more cost effective use of the section 106 funds. The original event day permit parking schemes restricted permit issue to one per dwelling. It is considered that this may be insufficient to meet the demand for permits from residents and that the maximum number of permits per dwelling should be restricted to three as is the case with full time controlled parking schemes (CPZ's). However, while the charging regime of a full time CPZ restricts permit issue to what residents require and generally ensures that private off street parking facilities are used, in the case of a free parking regime it is likely that there will be full uptake of permits from most dwellings at a huge cost which could deplete the section 106 funds. The full cost of issuing a single permit has been estimated by the parking enforcement contractor as approximately £10. For example if the 20,000 dwellings predicted to be included within the schemes have three permits and a visitor permit each this would cost in the region of £800,000 to supply them. If only one permit and one visitor permit were issued then it would be £400,000. For this reason it is suggested that the first permit be supplied for free and subsequent permits (no more than two allowed) be charged at £10 each. The permit cost includes the processing of the application and validation of application details, production of the permit including anti fraud requirements (watermark, hologram, adding specific vehicle / street details as required), all staff and administrative costs including overheads and posting the permit to the applicant.
- 7.13 If permits are lost, defaced, illegible due to wear and tear, need to be changed because of a change of vehicle, or a new owner of a dwelling moves in (subsequent to the scheme operational date) then an administration charge to issue, replace or renew the permit will be levied. It is suggested that a charge of £10 be made to cover the cost of replacing the permit. Event day resident or business permits will be vehicle specific and have the registration number of the vehicle displayed on them.
- 7.14 The provision of visitor's parking will be facilitated through the issue of a single reusable visitors permit per dwelling with an indefinite duration at no charge. The original event day permit parking schemes made no specific provision for visitors. Event day visitor's permits will be specific to a street or groups of streets which will be displayed on the permit.

- 7.15 The restrictions on permit issue are designed to ensure private off street parking facilities are used and to minimise the impact of any misuse of permits for non residential purposes. This is primarily to ensure the schemes are of benefit to residents and apportion parking space equitably.
- 7.16 In areas which already have a full time CPZ operating the event day controls will simply extend the operational times of the existing permit parking, pay and display parking and waiting / loading restrictions. It is suggested that permits for the full time CPZ's be eligible for the extended period of operation on events within a full time CPZ for which the permit is valid. In addition, residents within a fulltime CPZ which require either resident or visitor event day permits can apply for them as detailed previously. Because the extent of the event day scheme is much greater than the full time CPZ residents may prefer to have an event day permit as well to allow wider freedom of movement during events. The use of an event day visitor permit instead of a full time CPZ visitor permit within a full time CPZ will allow visitors to park without charge during events (extended period of operation only).
- 7.17 The parking charges and zoning policy recommended to members is as follows:
- a) That residents be given two options regarding scheme zoning,
 - b) That a maximum of 3 residents permits per dwelling be permitted,
 - c) That the first permit is free and subsequent permits are charged at £10 each,
 - d) That 1 visitors permit per dwelling be permitted free of charge,
 - e) That all event day permits have an indefinite period of validity,
 - f) That a £10 administration charge be made to replace any event day permit
 - g) That full time CPZ resident permits are valid for event day controls within the zone for which the permit is valid,
 - h) That residents within a full time CPZ can also apply for event day permits.

Proposed works programme

- 7.18 Subject to Committee approval the following works programme is suggested.

Date	Activity
Aug - Dec 2003	Scheme designs (within area identified in the S106 prior to stadium completion)
Jan 2004	Ward and committee member consultation on scheme designs and consultation material
Feb / Mar 2004	Main public consultations
23 rd Mar 2004	Highways Committee to consider results of consultation and approve schemes
Apr 2004 - Apr 2005	Statutory Consultation - Traffic Regulation Orders
Aug 2004 - Aug 2005	Implementation of schemes
Sep 2005	Stadium completed (current projected completion date)
Nov / Dec 2005 (subject to stadium completion date)	Review of event day controls / assessment of post stadium completion schemes (within area identified in the S106 after stadium completion)

- 7.19 The works programme allows 7 months for officers to develop the large number of schemes in the programme and for Members to be fully consulted prior to the main public consultation exercise. The statutory consultation and implementation

overlaps because in practice batches of schemes will be progressed at any one time sequentially until full completion of all the schemes. Any objections and representations to statutory consultation will be reported to the Highways Committee for a decision. One year has been allowed for the implementation programme prior to the anticipated completion date for the stadium. Post operation assessments of the need for further schemes or amendments to existing schemes will be undertaken late in 2005 after some major events have taken place and monitoring has taken place. Obviously, it will be necessary to schedule requests to WNSL for payment as the works progress so as to ensure that payments are spent within a maximum of one year (as explained in 7.4(i) above).

7.20 Progress with the scheme development, consultation, and implementation will be reported through the general CPZ progress report which is presented to members at each meeting. The results of the main consultation and request for schemes approval will, however, be reported separately.

7.21 Members are requested to approve the proposed works programme.

8.0 BACKGROUND INFORMATION

Details of Documents:

8.1 Environment Committee 29th July 1998 (report No. 53)

L.B. Brent Parking Strategy

A New Deal for Transport: Better for Everyone (DETR)

Traffic Management and Parking Guidance for London (GOL)

8.2 Any person wishing to inspect the above papers should contact David Eaglesham, Transportation Service Unit, Brent House, 349 High Road, Wembley, Middlesex HA9 6BZ,

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Richard Saunders

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