



Highways Committee
16 March 2016

**Report from the Operational Director,
Environmental & Employment
Services**

For Action

Ward Affected:
Queens Park

Queens Park Area Parking Congestion Measures

1.0 Summary

- 1.1 This report seeks approval from the Highways Committee to formalise a pilot parking initiative trialled in the Queens Park area to help alleviate congestion outside local schools.
- 1.2 The pilot has enabled motorists, including parents, to park free of charge in pay and display bays in two roads adjoining Queens Park between 15:00 pm and 16:30 pm.
- 1.3 The report includes data from surveys conducted and observations undertaken to inform the proposal to make this a permanent arrangement.
- 1.4 Officers view the pilot to be a success in alleviating some of the congestion and illegal parking experienced in close vicinity to the schools. Officers will draw on the lessons learned from this initiative to inform future methods used to encourage parents not to park in the immediate vicinity of schools when taking or collecting their children.
- 1.5 The aim is to address road safety concerns and not to reward parents that drive to school.

2.0 Recommendations

- 2.1 That Highways Committee approves the proposal to proceed to formal consultation on making parking free in the pay and display bays in Chevening Road and Kingswood Avenue, adjacent to Queens Park, between 15:00 pm and 16:30 pm.

- 2.2 That officers report the feedback from consultation to a future Highways Committee.
- 2.3 That Committee notes the results of the surveys and observations which demonstrate that the scheme has mitigated, in part, the problem of traffic and parking congestion in the vicinity of the participating schools.
- 2.4 That the schools are informed of the decision and encouraged to continue to promote more sustainable travel to school, and legal parking by parents dropping off and collecting children.
- 2.5 That Queens Park Residents Association (QPARA) be informed of the Highways Committee decision, and advised procedures have been put in place to ensure residents are consulted upon during future pilot initiatives.
- 2.6 That the potential for free use of pay and display bays at school closing time be considered as a potential option for addressing parking congestion around other schools, where appropriate and in the light of local circumstances.

3.0 Background

- 3.1 The council has received a number of complaints from local residents regarding parking obstruction and traffic congestion in the Queens Park area, due to illegal parking by parents and carers waiting to collect their children from local schools.
- 3.2 In order to identify ways of reducing these problems, a study was conducted in the Queens Park area. Officers identified that the pay and display bays, adjacent to Queens Park, in Chevening Road and Kingswood Avenue, have very low occupancy levels during school dispersal times.
- 3.3 To help reduce congestion a pilot parking initiative was introduced in September 2015 which, in practical terms, allowed motorists to park free of charge in the pay and display bays in Chevening Road and Kingswood Avenue, between 15:00pm and 16:30pm. The pilot scheme was designed to attract parents away from the vicinity of the schools and into the under-used bays adjacent to Queens Park.
- 3.4 There is a case that parents should, as a matter of principle, pay to park in the area, to contribute towards the costs of managing and enforcing the CPZ. However, officers feel that in practice the re-imposition of charges in these pay and display bays would lead to the majority of parents returning to park illegally in the immediate vicinity of the schools, rather than pay to park. Additional income would be negligible and the positive impact of the pilot scheme would be eliminated.
- 3.5 Consideration has been given to an option of introducing a formal 'season ticket' permit for parents to allow parking in the pay and display bays between 3 pm and 4.30 pm. The cost of such a permit could be benchmarked against the cost of an annual Visitor Household permit. Cabinet is being asked to consult on an annual charge of £165 for the Visitor Household permit, and its proposed replacement, the

Carers permit. A local parents' permit would only be used during term time so an annual charge of £120 might be appropriate to cover ongoing management and enforcement costs.

3.6 There is some doubt over whether a bespoke permit would have a viable take up. The introduction of a paid-for permit would be seen by parents as the re-introduction of charging via a different route; parking in the bays adjacent to Queen's Park would no longer be free, and marketing the location would be more challenging; parents are typically at the wheel of the car – those without a permit may drive away if a CEO approaches to enforce, and avoid paying. Other parents may prefer to just pay the 20p charge for 15 minutes pay and display parking, plus 10 minutes observation time, on an ad hoc basis. Others would return to parking illegally in the immediate locality of the schools, exacerbating the problems faced by residents and visitors.

3.7 In conclusion it is felt more likely that introduction of a localised parents permit would be unlikely to recover costs, and this would effectively add a burden to the parking account rather than contributing to the costs of management and enforcement.

3.8 Although the main problems identified were in the vicinity of Carlisle Road, it was agreed that all schools in the area should be involved to make the maximum impact on excessive parking demand in the wider local area. The following four local schools were invited to participate in the pilot scheme:

- Al Sadiq and Al Zahra – an independent faith school (Muslim) for primary and secondary age pupils, located next to the Imam Khoei Islamic centre, Chevening Road NW6
- Islamia Primary – a voluntary aided faith (Muslim) school, Salusbury Road NW6
- Islamia Girls School – a voluntary aided faith (Muslim) girls secondary school, Salusbury Road NW6
- Salusbury Primary - a community primary school, Salusbury Road NW6

3.9 All of the above schools have received independent accreditation from Transport for London for their Travel Plan, in recognition of their commitment to reducing congestion outside their school and the promotion of sustainable transport modes. The schools have the following travel plan status:

Islamia Primary	Bronze
Al Sadiq & Al Zahra	Silver
Islamia Girls	Gold
Salusbury Primary	Gold

3.10 The schools have been promoting their travel plans on a regular basis and are encouraging parents to switch to more sustainable travel modes, including 'park and

walk'. This supports the council's approach of persuading parents, who do continue to drive, to park legally away from the immediate vicinity of schools; with pupils walking the last 5 to 10 minutes of their school journey. This mode of travel is also one of the survey categories included in school travel plans, and participation is monitored on an annual basis by schools conducting a survey with their pupils. This method of collating data is stipulated by Transport for London and the same for all London Boroughs.

- 3.11 The pilot scheme was originally introduced for the 2015 autumn term, but following requests from the participating schools, it was extended until February 2016 half-term, and subsequently to the Easter break, to provide an opportunity for additional data to be collected before a formal view could be reported to Members.
- 3.12 Officers acknowledge they failed to include local residents and QPARA when considering the pilot scheme. Following complaints from local residents about the lack of consultation it was agreed that officers would meet with residents and school representatives.
- 3.13 A meeting was held on 20 January 2016 to discuss the effectiveness of the initiative and next steps. This was attended by LB Brent officers, ward councillors, QPARA members and school representatives. Islamia Girls School did not attend and have not participated in the pilot. During the meeting the lack of consultation with local residents was discussed and it was agreed that more data and surveys were required to show whether the pilot is meeting its objectives. A joint site visit was subsequently arranged with Brent officers and QPARA.
- 3.14 The joint site visit was held on 29 January with QPARA representatives and officers from the Parking and Transportation teams present. The survey data was circulated on 12 February; this included data on pupils' modes of travel to school and information on parents' parking arrangements.
- 3.15 Following the meeting a suggestion was made that parents could be issued with different colour cards to identify that their vehicle was parked whilst collecting children, and the associated school. However producing and issuing such cards manually would be resource intensive, and use of the cards would be difficult to control. In the past such 'informal permits' have proven difficult to track or enforce, and they would be likely to proliferate if perceived to offer parking rights. If on the other hand such cards were only used for the purpose of data gathering, many parents would not perceive any advantage in displaying the cards and data collection would be unreliable at best.
- 3.16 Although QPARA feel parents should pay to park to contribute towards the CPZ costs, the officers feel this may reduce the positive impact of the scheme, as some parent may choose to park nearer the school rather than pay charges. This pilot is not seen as a reward for bad parking behaviour but as a possible solution to address serious concerns about child safety.
- 3.17 A subsequent meeting is to be arranged regarding Winchester Avenue and problems caused by parents collecting students from the Islamia Girls school as

they are not promoting the free parking and did not send a representative to the meeting on 20 January.

4.0 Results of surveys and observations

- 4.1 Data from the pupils' modes of travel surveys (Appendix A) indicates that more pupils in two of the three schools surveyed are now travelling to school by 'park and walk', compared to the position before the pilot initiative was introduced: Al Sadiq and Al Zahra have shown an increase of 38; and Salusbury Primary an increase of 138.
- 4.2 The net increase of 172 in the number of pupils parking and walking, from all the surveyed schools, supports the conclusion that there has been a positive impact from the initiative and the effort made by schools to promote the pilot scheme. In the parents' survey, 159 responders said they used the parking bays in Chevening Road and Kingswood Avenue on a regular basis.
- 4.3 Many families whose children attend local schools, in particular the Islamic schools, live quite some distance away. Car travel to school is significantly higher in this area than is typical for Brent. The number of pupils saying they come to school in a car with a sole passenger has increased by 55 at Al Sadiq and Al Zahra, 89 at Islamia Primary, and 27 at Salusbury. This is mainly due to the schools expanding and demonstrates a continuing risk of the parking problems in the vicinity of the schools being exacerbated, if cars currently using the pilot scheme bays were to return to parking directly outside the schools.
- 4.4 The parents' survey (Appendix B) demonstrates that all 133 parents who commented wanted the scheme to continue. Only 7 parents said they had been prompted to begin driving to the school as a result of the scheme.
- 4.5 37 of the parents now using the free parking bays admitted to parking illegally in residential bays near the schools before the pilot scheme began. It is likely that the actual number would have been higher as parents are often reluctant to admit that they have parked illegally in the past.
- 4.6 Officers from the Parking team carried out two visits during the week commencing 8 February 2016 to observe the use of the parking bays. If occupancy at 4.15 pm is taken as a baseline, the figures set out below suggest that at least 20 parents used the bays in Chevening Road and at least 34 those in Kingswood Avenue. The number of parents using the bays would probably be greater than this, due to the turnaround in the usage of these bays between 3.30 pm and 4 pm as parents arrive, collect children, and then leave. This is a marked contrast with the occupancy of these bays prior to the introduction of the pilot scheme.

Summary of findings

Chevening Road

3:00pm: 23 vehicles present

3:40pm: 30 vehicles present

4:15pm: 10 vehicles present

Kingswood Avenue usage observations

3:15pm: 81 vehicles present

3:40pm: 90 vehicles present

4:15pm: 56 vehicles present

5.0 Enforcement

- 5.1 The council will continue to enforce the locality of the schools in this area. Deployment of CEOs is governed by the schools deployment plan covering the whole borough, issued to Serco, the enforcement contractor.
- 5.2 Clearly issues of illegal parking in the vicinity of these schools will continue, even if the pilot scheme is extended to a permanent arrangement. There are practical challenges commonly faced in undertaking enforcement outside schools. Waiting parents are typically at the wheel of their car, and if illegally parked they often drive away before a Civil Enforcement Officer (CEO) can issue a Penalty Charge Notice (PCN). This behaviour has also been observed in this locality by parking client officers and by residents. The council can only use CCTV for enforcement on school zig-zag Keep Clear markings, following restrictions introduced by the Deregulation Act 2015. The period between 3 pm and 4.30 pm is the busiest period of the day for parking enforcement, and CEOs need to be deployed to cover all Brent schools. The resources which can be dedicated to parking enforcement in the Queens Park area are necessarily limited.
- 5.3 In general the parents who have consistently used these bays are those who are most committed to parking legally and co-operating with their school's travel plan. If the option were to be withdrawn these parents may be discouraged in future, as they could perceive that they are being given no more options than those parents who have continued to park illegally.
- 5.4 The high level of infringements in the area make it a high priority to deploy CEOs to the immediate vicinity of schools at closing time. It is unlikely therefore that CEOs could be deployed regularly to enforce the pay and display bays in Chevening Road and Kingswood Avenue at these times; few vehicles use these bays at this time and contraventions are at a very low level.

6.0 Financial Implications

- 6.1 Prior to the pilot parking scheme the income from these parking bays was nominal. Therefore the implication of the proposal in this report will not have material financial implications to the Council.

7.0 Legal Implications

7.1 In accordance with the Traffic Management Act 2004, the Secretary of State's Statutory Guidance to local authorities on the civil enforcement of parking contraventions stipulates:

- *Enforcement authorities should aim to increase compliance with parking restrictions through clear, well designed, legal and enforced parking controls. Civil parking enforcement provides a means by which an authority can effectively deliver wider transport strategies and objectives. Enforcement authorities should not view it in isolation or as a way of raising revenue.*
- *Enforcement authorities should design their parking policies with particular regard to: • managing the traffic network to ensure expeditious movement of traffic, (including pedestrians and cyclists), as required under the Traffic Management Act 2004 Network Management Duty⁴; • improving road safety; • improving the local environment; • improving the quality and accessibility of public transport; • meeting the needs of people with disabilities, some of whom will be unable to use public transport and depend entirely on the use of a car; and • managing and reconciling the competing demands for kerb space.*
- *For good governance, enforcement authorities need to forecast revenue in advance. But raising revenue should not be an objective of civil parking enforcement, nor should authorities set targets for revenue or the number of Penalty Charge Notices they issue*

8.0 Diversity and Equality implications

8.1 S149 of the Equality Act 2010 provides that the Council must have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between those who share a protected characteristic, and those who do not.

8.2 There are no diversity implications arising from this report and its recommendations at this time. The initiative has been successful in providing an opportunity for parents and carers, at both Salusbury Primary School and the Islamic schools, with an opportunity to park legally whilst collecting their children. This report is accompanied by an Equalities Analysis - see Appendix C.

Appendices

Appendix A – Pupils' modes of travel survey data

Appendix B – Parents' parking survey results.

Appendix C – Equalities Analysis

Background Papers

None

Contact Officers

Debbie Huckle, Team Leader, Safety and Travel Planning (x5570)

Tony Kennedy, Head of Transportation (x5151)

Gavin F. Moore, Head of Parking and Lighting (x2979)

Brent Civic Centre
Engineers Way
Wembley HA9 0FJ
Tel: 020 8937 1234

Appendix A- Pupils' modes of travel survey data

Al Sadiq and Al Zahra

	Car	Car share	Bus	Sch bus	Rail	Tube	Cycle	Walk	Park & walk	other	total
2016											
Number	155	101	10	0	24	31	8	16	43	0	357
%	39%	26%	3%	0%	6%	8%	2%	4%	11%	0%	99
2015											
Number	100	90	50	1	50	0	10	38	5	0	344
%	29%	26%	15%	0%	15%	0%	3%	11%	1%	0%	100

Islamia Primary

	Car	Car share	Bus	Sch bus	Rail	Tube	Cycle	Walk	Park & walk	other	total
2016											
Number	184	69	36	0	21	0	4	59	20	59	452
%	40%	15%	8%	0	5%	0	1%	13%	4%	13%	99%
2015											
Number	95	39	58	0	0	0	36	138	24	0	390
%	24%	10%	15%	0%	0%	0%	9%	35%	6%	0%	99%

Salisbury Primary

	Car	Car share	Bus	Sch bus	Rail	Tube	Cycle	Walk	Park & walk	Other scooter /buggy	total
2016											
Number	47	5	28	1	22	10	66	267	138	76	660
%	7%	1%	4%	0%	3%	2%	10%	40%	22%	11%	100%
2015											
Number	20	0	16	0	5	0	30	585	0	0	656
%	3%	0%	2%	0%	1%	0%	5%	89%	0%	0%	100%

Parents Parking Survey

How often on average do you use the free parking on Chevening Road or Kingswood Avenue?

Days per week	Al Sadiq and Al Zahra	Islamia Primary	Salisbury
1 - 2	5	26	11
3 - 4	6	8	10
5	95	58	6
Total	106	92	27

What did you do before free parking was introduced?

	Al Sadiq and Al Zahra	Islamia Primary	Salisbury
Park in pay and display near school	61	45	9
Park in residents bay near school	20	11	6
Park near school but not in P & D or residents bay (on yellow lines)	10	11	5
Did not bring car (walk, bike or public transport)	0	6	4
Park on Chevening Road/Kingswood Ave	15	9	3
Total	106	15	27

Have you started driving to school as the result of free parking?

	Al Sadiq and Al Zahra	Islamia Primary	Salisbury
Yes	5	45	2
No	101	47	25

Do you want the free parking to continue?

	Al Sadiq and Al Zahra	Islamia Primary	Salisbury
Yes	106	92	27
No	0	0	0

Appendix C

Equalities Analysis

Queens Park Area Parking Congestion Measures

Department Person Responsible

Environment and Neighbourhood Services Debbie Huckle

Created Last Review

17th February, 2016 17th February, 2016

Status Next Review

Mapped 17th February, 2017

Screening Data

1. What are the objectives and expected outcomes of your proposal? Why is it needed? Make sure you highlight any proposed changes.

The proposal is to allow parents/guardians from local schools in the Queens Park area NW6 to park in the pay and display bays free of charge during afternoon dispersal times (15:00 to 16:30pm). This is required to improve safety outside the schools by reducing congestion caused by parents parking directly outside the school on school entrance markings or resident only bays. These proposals will change the current arrangements of paying to park during the hours stipulated above

2. Who is affected by the proposal? Consider residents, staff and external stakeholders.

The proposals will affect all parents/guardians that come by car to collect pupils from the schools in the Queens Park area.

Local residents may also be affected as more cars will be parked in the pay and display bays in Chevening Road and

Kingswood Avenue although these bays previously had very low occupancy levels during these times.

Serco our parking enforcement contractor is aware of the proposals and can inform all concerned not to issue tickets during the times of free parking

3.1 Could the proposal impact on people in different ways because of their equality characteristics?

No

If you answered 'Yes' please indicate which equality characteristic(s) are impacted

3.2 Could the proposal have a disproportionate impact on some equality groups?

No

If you answered 'Yes', please indicate which equality characteristic(s) are disproportionately impacted

3.3 Would the proposal change or remove services used by vulnerable groups of people?

No

This proposal does not change or remove services used by vulnerable groups, it seeks to improve services available for parents/guardians that come by car to collect pupils from school

Parent/guardians with a disability/blue badge will still be able to park where they previously did

Pregnant mothers that may have previously walked due to the financial implications of parking in the area will now be able to use the free parking facility

Parent/guardians that feel insecure about using public transport due to their religion/beliefs will be able to access the proposed parking offer which will reduce anxiety whilst planning the school journey

As the proposal is for schools this will increase services available to all young people attending the schools

3.4 Does the proposal relate to an area with known inequalities?

No

The free parking will be available for everyone irrespective of their equality group
Two of the three schools in the area are faith schools (Muslim) and this will have a positive effect on this equality group

3.5 Is the proposal likely to be sensitive or important for some people because of their equality characteristics?

No

If you answered 'Yes', please indicate which equality characteristic(s) are impacted

3.6 Does the proposal relate to one of Brent's equality objectives?

No

The proposal relates to improving safety and congestion outside the schools, this will have a positive impact on health as air quality outside the schools will improve due to less cars parked with engines running and pupils walking to the allocated bays.

Recommend this EA for Full Analysis?

No

Rate this EA

N/A