



Executive
13th November 2006

**Report from the Director of
Environment and Culture**

For Action

Wards Affected:
ALL

Review of Residents Parking Permits

Forward Plan Ref: E&C-06/07-019

1 Summary

- 1.1 The Council formally reviewed and approved the Parking Strategy in 2002. Since that time, officers have been requested by the GLA to produce a Local Implementation Plan (LIP). The LIP requires the Council to develop policies that support London's Transport Strategy. In addition, under the new administration, Members have requested an assessment of options relating to the possibility of providing a free resident parking permit for the first car in each household in controlled parking zones (CPZs) throughout the borough.
- 1.2 Appendix A presents a summary of key policies that appeared in the 2002 Parking Plan and highlights proposed policies as presented in the draft parking and enforcement plan that was approved by this Council and submitted to TfL for approval earlier this year.
- 1.3 The report sets out a proposal to give free first residents permits for all electric vehicles and all vehicles with engines under 1101cc and increasing visitors annual permits from £75 to £100 as soon as the necessary orders and administrative changes can be made.
- 1.4 The financial and policy implications are addressed within the report. The report also includes detail as to how such proposals fit into the regional transport policy framework.

2 Recommendations

- 2.1 That the Executive instructs officers to proceed with giving a free first resident permit to all electric vehicles and vehicles with engines smaller than 1101cc effective from 1st April 2007 or as soon as is practical.
- 2.2 That the Executive notes that there has been no increase in permit charges since 1999 and instructs officers to proceed with raising visitors annual parking permits to £100 effective from 1st April 2007 or as soon as is practical.
- 2.3 That the Executive instructs Officers to proceed with Traffic Regulation Orders (TRO's) to implement the proposed permit changes. Should there be any objection to the TRO's, the Director of Environment and Culture is authorised to resolve such objections unless they are of a substantial nature in which case a report should be submitted to a future meeting of the Executive for it to consider such objections.
- 2.4 That the Executive agrees the underlying principles upon which the revised parking strategy is being developed. Appendix A highlights the key differences in approach between the 2002 Parking Plan and the current draft strategy. It approves the further development and consultation of The Parking Strategy document that will be reported back to the Executive by early 2007.
- 2.5 That this Executive instructs officers to develop proposals to extend the scope of free residents permits and differential charging rates and to:
 - (i) Report these to a future meeting of the Executive.
 - (ii) Submit such proposals for public consultation.
 - (iii) Undertake this work with a view to bringing such proposals into force by April 2008.

3 Details

- 3.1 A Controlled Parking Zone (CPZ) was first introduced in Wembley in 1970 to mitigate the effects of parking congestion and to effectively manage parking provision. In 1988 residents permits were introduced in Wembley Central at a cost of £25.00. In 1995, Members decided to introduce a first free permit scheme for the new Wembley Central, Hill and Ealing Road CPZ although charges were introduced later.
- 3.2 In 1999 a new charging structure was introduced where rates of £50.00 for the first permit, £100.00 for the second and £150.00 for the third permit were applied. The charges for the second and third permits were subsequently reduced that same year to £75.00 and £100.00 respectively, except for vehicles up to 1100cc where a £25.00 charge is applied (a maximum of 3 permits/household apply in Brent). There have been no price increases to these charges nor have there been any adjustments for inflation since the all zone scheme was introduced in 1999. Accumulated RPI since 1999 would have added some 23% cost so in real terms there has been a 23% decrease in charges.

- 3.3 A 2005 survey of all households and many organisations/businesses in the borough highlighted that in many parts of Brent car parking is an issue of growing local concern. Issues highlighted by the survey include:
- The safety of all road users;
 - Insufficient parking for local businesses;
 - Convenient car parking for blue-badge scheme holders is needed;
 - Parking for essential users and key workers in the borough is insufficient;
 - Parking for pedal and motor cyclists is not sufficient to meet demand;
 - Management of parking around places of worship is not meeting the needs of religious groups;
 - Parking enforcement is not sufficient to meet safety objectives.
- 3.4 In response to these challenges, Council officers are currently updating the borough Parking and Enforcement Plan (PEP). This document presents a range of policies and actions to address concerns and to provide a fair and equitable approach to parking in the borough. The new policy seeks to review parking around places of worship, outside schools, disabled parking, business and resident parking. Members will be asked to approve the document in principle prior to further public consultation.
- 3.5 Car ownership and usage and demand for parking in Brent are increasing, placing considerable demand on available space for movement and parking. Where conflict arises, the Council needs to prioritise measures to reduce road danger and the negative impacts of car use and facilitate sustainable movement on foot, cycle and public transport. It also needs to improve the public realm and quality of life for everyone who lives and works in the borough.
- 3.6 Emissions of noxious particulates from road traffic remains a problem and there is clear evidence that recommended levels of emissions are being exceeded, especially along main route corridors such as Harrow Rd, Kingsbury Rd, Kenton Rd, A406, A5 Edgware Rd/Kilburn High Rd, East Lane/Forty Ave.
- 3.7 Traffic congestion is also a real problem for Brent, particularly at town and district centre locations and particularly at the borough borders. The proposed increases in parking charges will reduce the effects of traffic displacement across Brent's border caused by cheaper parking in Brent compared to neighbouring boroughs.

Other issues for Members' consideration / information.

- 3.8 Issuing a free first resident parking permit to all residents for all vehicles could result in up to a significant revenue loss to this authority, unless measures such as increased on and off-street parking charges are introduced to mitigate the loss of parking permit revenue. This proposal balances the cost of some free permits with an increase in other permits and thus mitigates against this issue.

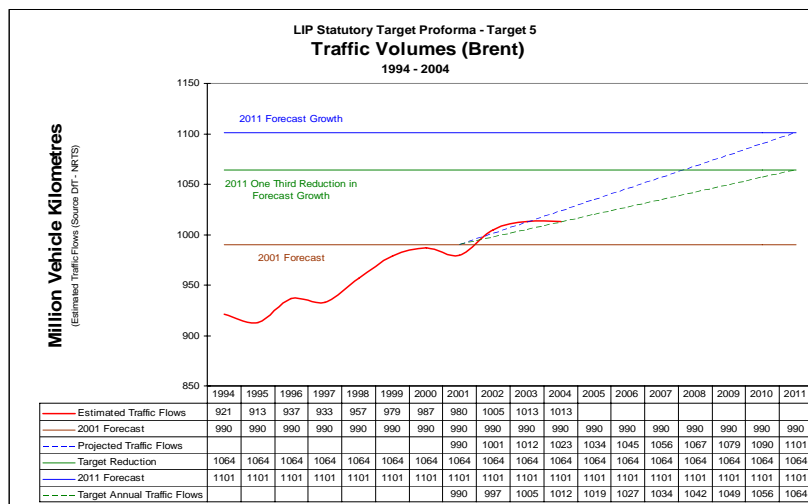
- 3.9 The original Congestion Charging Scheme Area caused traffic and parking to be displaced into Brent although these effects were mitigated against with the introduction of CPZs funded by TfL. This displacement is forecast to increase further as the zone is extended in 2007. Whilst much of this traffic is passing through, some commuters may see Brent as a suitable location to park and ride placing additional pressure on the borough's parking resources.
- 3.10 Issuing a first permit for free could be perceived as promoting car ownership, which may well lead directly to a measurable increase in localised carbon emissions. This will further reduce local air quality which already exceeds recommended levels along main road corridors, and residential areas, in the south of Brent. The proposal will be developed to help balance any increase in car ownership with more ownership of smaller lower emission cars and this should help mitigate against this issue.
- 3.11 The proposal could damage Brent's credibility in regard to sustainable transport and furthermore, could undermine the council's future bids for transport grants (mainly to Transport for London) which are a key source of income. This could result in a further grant loss of several millions of pounds of income per annum which in turn would not only limit the council's ability to implement improvements to the highway network but would also result in a loss of some jobs within the council and with local employers. This proposal mitigates against this by increasing other permit costs to help reduce emissions from larger vehicles.
- 3.12 There is currently a shortage of bays compared with the number of people needing or wishing to park. This situation is expected to steadily worsen as car ownership and population density continues to increase. Permit price is a key control mechanism by which the council can attempt to manage supply and demand. Without this control the council's ability to manage this issue will be limited and this is likely to result in widespread dissatisfaction. Encouraging small car ownership will not solve this problem but as smaller vehicles are often some 10 to 15% shorter than larger vehicles the proposal will enable marginally more vehicles to park in a given space.
- 3.13 The number of defined bays within typical residents parking zones is often fewer than the number of households. Free first permits will cause demand for permits to outstrip supply, leading to a situation where even people with permits will not be able to park. This will result in local dissatisfaction. Practically, this is likely to impact most heavily on those with most genuine need of permits.
- 3.14 At present, residents only request controlled parking zones when their local situation is becoming intolerable and they can simply no longer park locally where they could before. By this stage residents are often desperate for the council to act. The modest permit charge is a useful disincentive to asking for a zone as a minor convenience. As a result, a 'first permit for free' policy could lead to additional demand for CPZs. Whether out of genuine need or not, the council will not be in a position to implement zones as there will be no funds to do so. Each zone imposes costs to implement, maintain and administer. By balancing the costs of some permits against others this proposal will help

maintain the position where residents only ask for CPZs when they are experiencing real difficulty parking.

- 3.15 Free residents permits could undermine a key income stream that supports highway maintenance. It may become impossible to maintain the existing zone signage itself as well as resulting in a deteriorating road condition. This could also cause an increase in injury incidents and claims further reducing budgets available to maintain roads and triggering a spiral of decline. This could also result road condition indicators to fall further reducing the council's current CPA score. The condition of the street environment is also a factor influencing developer's choice of location. Development is critical to the regeneration of the borough. Therefore this proposal seeks to balance a reduction in some permit costs with an increase in others.

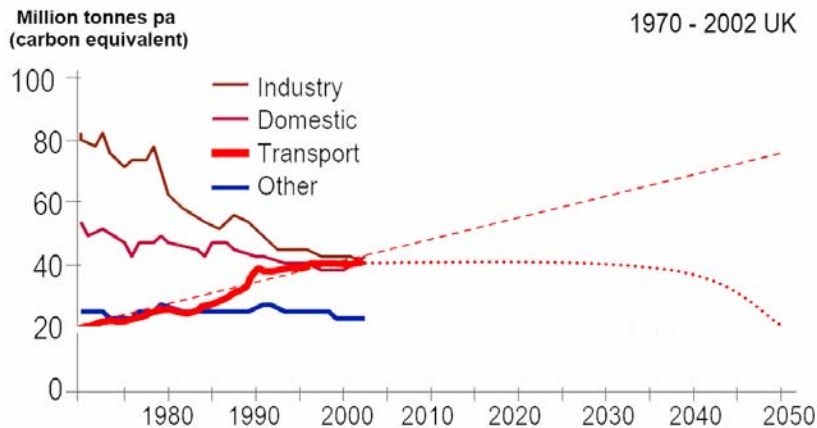
Environmental considerations.

- 3.16 Car ownership and usage and demand for parking in Brent are increasing, placing considerable demand on available space for movement and parking. Where conflict arises, the Council needs to prioritise measures to reduce road danger and the negative impacts of car use and facilitate sustainable movement on foot, cycle and public transport. It also needs to improve the public realm and quality of life for everyone who lives and works in the borough. Successfully managing demand for parking within Brent plays an important role in the Council's approach to tackling the boroughs environmental problems.
- 3.17 The Council is bound by statutory targets for reducing the increase in traffic by a third and to zero per cent in town centres between 2001 and 2011. In order to meet these targets, parking and other demand management measures are required to meet the following trajectory:



- 3.18 Consistent with background traffic growth, transport continues to be the one major sector where green house gas emissions are still increasing:

Carbon dioxide emissions by end user



Camden Consultancy Service

- 3.19 Emissions of noxious particulates from road traffic remains a problem and there is clear evidence that recommended levels of emissions are being exceeded especially along main route corridors such as (Harrow Rd, Kingsbury Rd, Kenton Rd, A406, A5 Edgware Rd/Kilburn High Rd, East Lane/Forty Ave).
- 3.20 Population density in urban areas across Europe has been growing with approximately 80% of citizens currently living in cities. The proportion of city dwellers is expected to grow further in the coming decades. The Greater London Authority (GLA) estimates that there will be a 14 per cent growth in Brent households, rising from 93,968 households in 2001 to a potential 112,000 by 2016. This increase in households will bring about an increased travel demand over and above that experienced without the projected increase in population. In order to avoid problems of congestion and slower journeys, it is important to manage demand by seeking a greater transfer to local trips made on foot, cycle and via public transport.
- 3.21 Changes in the social, economic and cultural diversity of the borough together with the growth in population size and increasing private car ownership (cumulatively rising at 3 per cent per annum) mean that parking management methods must remain under continuous development in order to adequately manage demand and pressure on limited road space.
- 3.22 The London-wide Transport Strategy requires each London borough to submit an up-to-date Parking and Enforcement Plan as part of their Local Implementation Plan (LIP). At the same time, Brent Council is preparing its first Local Development Framework to replace the current Unitary Development Plan (UDP) 2004, which sets out a range of complementary parking standards in relation to development.
- 3.23 Parking policies, from the National (Planning Policy Guidance & Supplementary Planning Guidance) through to local level, seek to manage demand for unnecessary private car travel, especially for local trips within the borough, and encourage a modal shift toward more use of walking, cycling

and public transport. The benefits of this are to reduce the amount of congestion on the borough's roads, making it easier for people to make necessary journeys by private car. At the same time the plan seeks to reduce the level of road danger and conflicts between movement and parking whilst reducing air pollution and improving accessibility for everyone.

3.24 National Planning Policy (for example PPG13, March 2001) requires the use of parking policies "to promote sustainable transport choices and reduce reliance on the car for work and other journeys".

<p>Highest permit charges</p> <p style="text-align: center;">↓</p> <p>Free First Permit</p> <p style="text-align: center;">↓</p>	<ul style="list-style-type: none"> • Large vehicles with more polluting engines. • Vehicles with medium fuel consumption engines. • Small vehicles with engine sizes of less than 1101cc. • Medium to small-engine vehicles running on alternatives to petrol or diesel, including hybrids. • Medium to small-engine vehicles running exclusively on non-petroleum sources, including renewable energy sources and bio diesel.
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Table 3.1:

3.25 The changes to residents permits will be based on the following principles:

- Effective management of supply and demand of the boroughs finite parking spaces based on need.
- Sustainable communities based on households.
- An incremental movement towards more sustainable environmental policies to safeguard our future.
- Policies that promote business and regeneration for the prosperity of all.
- Policies that strike a fair balance for the motorist and that re-invest income into transport offering better infrastructure and better customer services.

3.26 The proposal is to provide a free first residents permit to vehicles with all electric engines and small engines of 1101cc and under as soon as practical. At present approximately 600 vehicles fall into this category but it is likely that more people will be encouraged to buy smaller cars as a result so the number should rise. Consideration needs to be given to the fact that electric vehicles may not emit much when in use but the generation of electricity and transmission of electricity is very inefficient and is a high source of emissions and the tax on electricity is very low compared to petrol or diesel. Some hybrid cars also have low emissions but may cause disproportionate environmental damage when their batteries are disposed of. They are also some high powered SUV and luxury hybrid cars and whilst these do emit less

than their non-hybrid equivalents they still emit more than many more modest vehicles. It is generally true however that smaller engine cars are smaller and use less space and tend to emit less than larger cars.

- 3.27 The possible revisions to other resident permit charges are outlined in the financial section of the report. They follow the principle of low emissions, low costs and higher emissions higher costs

4 Financial implications

- 4.1 Nationally, Government has advised that all local authorities should ring-fence all income generated from parking accounts towards transportation-related activities. To reflect this, the Council has agreed to utilise the money generated from this activity and treat it as an income for the Transportation Service Unit. The bulk of this income is used for highway maintenance, approximately £1.3m out of a total of £3m of the money received from the parking account. Whilst this appears to be additional income, in practice the original revenue budgets have been cut back so that overall income has not grown in real terms. The parking revenue has effectively been used to support other transport provision.

- 4.2 Table 4.1 below shows charges made by neighbouring boroughs for the first, second and third permits compared to Brent:

Borough	First permit	Second Permit	Third Permit
Camden	£90.00	n/a	n/a
Westminster	£105.00	n/a	n/a
Royal Borough of K&C	£101.00	n/a	n/a
Hammersmith & Fulham	£95.00	£420.00	n/a
Ealing	£45.00	n/a	n/a
Barnet	£40.00	£70.00	£70.00
Harrow	£40.00	£50.00	£70.00
Brent	£50.00*	£75.00	£100.00
Islington	£95.00	n/a	n/a
Hackney	£80.00	n/a	n/a
Wandsworth	£66.00	n/a	n/a

**first cars up to 1100cc currently charged at £25.*

Table 4.1 Permit price comparison with other boroughs

- 4.3 London Borough of Richmond are currently considering approving (subject to approval on 6th November 2006) a policy whereby cars with emissions below 100g of CO₂ per km would get a free permit, low to medium emission vehicles would receive a permit for slightly less than existing charges but medium to high and very high emission vehicles would pay significantly more per permit. Their top band permits would cost £300 for the first and £450 for the second.

4.4 Table 4.2 below demonstrates the different types of permits currently being issued and the rate applied and total income received both as an amount and as a percentage of the whole:

Type of Permit	Charge per Permit per year	No. of Permits	Approx Revenue Collection	Percentage
1st Resident Permit under 1100cc	£25.00	600	£15,000.00	3.00%
1st Resident Permit over 1100cc	£50.00	12,610	£630,500.00	62.00%
2nd Resident Permit over 1100cc	£75.00	1,800	£135,000.00	9.00%
3rd Resident Permit over 1100cc	£100.00	200	£20,000.00	1.00%
Free Visitor Permit	£0.00	600	£0.00	3.00%
Visitor Household Permit	£75.00	1,900	£142,500.00	9.50%
Essential Users Permit*	£75.00	1,500	£112,500.00	7.50%
Business Livered Permit*	£180.00	40	£7,200.00	0.20%
Business Permit*	£300.00	340	£102,000.00	1.70%
Special Parking Permit*	£75.00	20	£1,500.00	0.10%
Doctors' Exempt Permit*	£150.00	18	£2,700.00	0.10%
Temporary Permit*	£5.00	300	£1,500.00	1.50%
Courtesy Permit*	£0.00	300	£0.00	1.50%
Total			£1,170,400	

(Report based on Live Permit Report - June 2006)

* These different types of parking permit will be subject to a future amendment as part of the wider Parking Policy review.

Table 4.2: Permit types and prices

4.5 There are currently 600 vehicles with engines smaller than 1100cc and these residents currently pay £25 per permit. Therefore the authority would lose £15,000 as a result of issuing these free.

4.6 There are currently 1,900 visitors permits issued at a charge of £75 each. Raising the charge by £25 to £100 would generate additional income of £47,500.

4.7 The current proposal is forecast to have the following financial implications:

Total loss of income for vehicles up 1100cc	£15,000
Additional revenue from increasing visitor parking permit	£47,500
Total Net Income	£32,500

Table 4.3: Financial implications for Proposal

5.0 Legal implications

- 5.1 Any changes to the existing parking charges and charges for parking permits require alterations to the current Traffic Orders under Sections 45, 46 and 46a of the Road Traffic Regulation Act 1984. The statutory processes are set out by the Secretary of State
- 5.2 The changes in parking charges will require a period of statutory consultation which includes a time where comments and objections can be received. These objections can be considered by the Director of Environment and Culture if the Executive so authorises if they are considered to be of a minor nature under delegated powers but it is felt to be appropriate for major objections to be reported back to the Executive to be resolved.
- 5.3 Although approval of CPZ schemes and the fixing of parking charges is delegated to the Highways Committee under the constitution, in view of the serious financial implications for the Council of issuing free permits, it is considered that in this instance, this matter should be considered by the Executive as a whole.

6.0 Diversity implications

- 861 There are no diversity implications arising from this report.

7.0 Staffing / accommodation implications

- 7.1 The proposed changes to the existing Traffic Regulation Orders will be undertaken using existing staffing resources from Transportation and Streetcare Service Units.

Background Papers

Information from number of parking related Committee Reports from the past 3 years has been used to help inform this Report. These include;

Parking Strategy 2002
Brent Draft Local Implementation Plan
London- wide Transport Strategy
Draft Local Development Plan
National Planning Policy Guidance & Supplementary Planning Guidance

Contact Officers

Any person wishing to inspect the above papers should contact Richard Pearson Director of Transportation or Qassim Kazaz Head of Strategy Transportation Service Unit, Brent House, 349/357 High Road, Wembley, Middlesex HA9 6BZ, Telephone: 020 937 5151 /5127

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Appendix A

Briefing Note

Brent Draft Parking and Enforcement Plan: Taking forward the 2002 Parking Strategy.

16 October 2006

Parking Strategy 2002

Brent Parking Strategy (2002) sets out policies and options for parking management based on the Council's sustainable transport policies in the Interim Local Implementation Plan. Key aspects of the plan included:

- Policies for the implementation of controlled parking zones in residential areas to deter commuter parking which were reliant on majority resident support, much of which was demonstrated through letters of complaint and petitions to the Council. This policy included restraints on the provision of crossovers to access private properties as a means of maximising street space for parking;
- Preparations for the introduction of the Congestion Charge in February 2003, which included the implementation of controlled parking zones principally in the south of the borough;
- Optimising the use of on-street parking provision and reinstating and safeguarding of off-street car parks in town centres and other key locations and to introduce parking control measures to deter commuter parking and encourage shoppers' parking to the benefit of local businesses;
- Permitting the use of footway parking in the borough where it could be achieved with minimal disruption to pedestrian movement or disturbance of utility services;
- Introducing car-free development within CPZs where parking controls could be adequately provided.
- To cater for the specific needs of particular users, including disabled drivers, doctors and essential car users.
- Introducing enforcement measures to maintain the benefits of parking controls across the borough, to improve safety, reduce anti-social driving behaviour, reduce congestion and encourage sustainable travel.
- Ensuring that the costs of managing car parking demand in the borough were met through the parking account.

Brent Parking and Enforcement Plan (2006)

Brent Draft Parking and Enforcement Plan 2006 (PEP) takes forward the policies and proposals contained in the 2002 Parking Plan and places more emphasis upon ensuring that parking management measures contribute to wider transportation policies in the Local Implementation Plan (LIP).

Contextual LIP policies seek enhanced management of Brent's travel network through a combination of minimising the need to travel, particularly by car, and spreading travel demand across a diversity of mode choices, particularly walking, cycling and public transport.

The PEP therefore contains the following policy features:

- A set of key principles relating to a hierarchy of parking need and vehicle type. The hierarchy places the most sustainable modes and needs at its head to reflect the wider policies in the LIP;
- An approach to charging for parking and permits that reflects the need to restrain excessive car use whilst facilitating essential car travel, particularly for businesses and disabled drivers and to discourage purchase of large-engined, fuel hungry cars and high car ownership;
- The new Wembley Protective Parking Scheme which protects residential parking areas within the defined zone from all-day parking by stadium visitors on event days;
- New methods of charging for tickets and permits in line with changes to CPZs and the need to introduce a voucher system to combat vandalism of parking ticket machines;
- Support for car free developments and city car clubs, both of which produce significant benefits in terms of relieving parking stress and enabling people to make genuine mode choices for their journeys;
- Less support for footway parking because of the negative impact of this type of parking on the public realm and upon walking in particular: Living Streets (formerly the Pedestrians' Association) has advised on a policy for minimum footway widths.
- Greater emphasis is placed upon the development of travel plans, particularly for businesses, schools and faith groups in order to reduce dependency on cars for travel and mitigate pressures and externalities arising from demand for car travel and parking.

A comprehensive approach to parking policy is needed in order to deliver the best possible management of the transportation network and travel demand for the benefit of residents, businesses and visitors in the borough. Appendix B contains a full version of the draft Parking and Enforcement Plan.