

Item No.	Classification: Open	Date: 19 March 2013	Decision Taker: Cabinet Member for Transport, Environment and Recycling
Report title:		Peckham Road South First Stage Parking Zone Consultation Report	
Ward(s) or groups affected:		Brunswick Park and The Lane	
From:		Strategic Director of Environment and Leisure	

RECOMMENDATIONS

That the Cabinet Member for Environment, Transport and Recycling agrees:

1. Not to approve the installation of a parking zone in the Peckham Road south study area as detailed at paragraph 17.
2. To approve the implementation of 'at any time' waiting restrictions (double yellow lines) on all unrestricted junctions where currently absent in the Peckham Road south study area as discussed at paragraph 17 and shown in Appendix B.

BACKGROUND INFORMATION

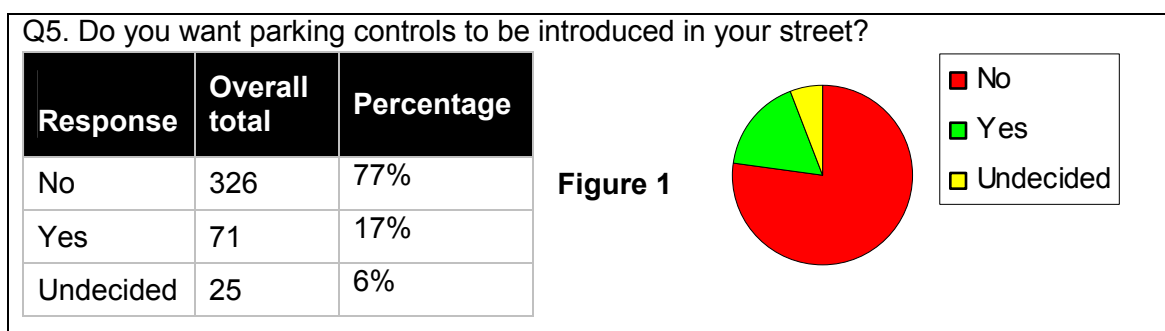
3. This report draws upon the detailed analysis of the Consultation Report (Appendix A), government legislation, parking enforcement experience, good parking practice, financial considerations and upholds the Council's overall parking policies as contained within the Parking and Enforcement Plan (PEP).
4. The PEP sets out the council's policy in the management of parking on its public highway. The PEP acknowledges that *"car parking issues provoke the strongest reactions"* but that parking restrictions, in many areas of the borough, provide a critical tool in prioritising space in favour of certain groups (e.g. blue badge holders, residents or loading) as well as assisting in keeping the traffic flowing and improving road safety.
5. The Transport Plan 2011 notes that congestion can be tackled through a combination of strategies – one of which is managing demand for travel through parking regulation. Parking is the end result of a trip. The availability of parking at a destination has a clear effect on whether the trip is made by car or not. Existing parking controls all across Southwark already assist in improving traffic and congestion levels. The controls provide another significant tool that can be used to help control the use of the private car. This, in turn, provides benefits in terms of vehicular emissions, traffic congestion, social inclusion and maintenance costs.
6. In accordance with Part 3H of the council's constitution, the consultation methods and boundary for the study were approved at Camberwell and Peckham and Nunhead Community Council meetings on 24 September 2012.
7. During November and December 2012, residents and businesses were consulted on parking within the Peckham Road south consultation boundary, primarily if they supported the introduction of a parking zone.
8. An information pack about parking zones with a freepost questionnaire was hand

delivered to every property within the Peckham Road south study area (2097) and also posted, with a covering letter, to key stakeholders (26). The total distribution of the document was 2123.

9. Consultation commenced on 16 November 2012. The last date for responses was detailed as 14 December 2012.
10. Consultation methods followed corporate communications guidance. Full detail of the strategy can be found in the consultation report.
11. A detailed parking survey was carried out to quantify parking occupancy, duration and type of parking for all of the public highway within the Peckham Road south study area.

KEY ISSUES FOR CONSIDERATION

12. A total of 422 questionnaires from the Peckham Road south area were returned representing a 20% response rate. This is a good response rate for this type of consultation when compared to similar consultations in Southwark and other London authorities.
13. The council gives significant weight to the consultation return when the response rate exceeds a threshold of 20%.
14. Figure 1 shows that 17% of respondents within the study area answered yes to the question “do you want parking controls to be introduced in your street” compared to 77% who responded by saying no, leaving 6% of respondents undecided.



15. It is noted that there is a geographic split in the response, visualized in Appendix G. There is more support for a parking zone in the Camberwell part of the project area compared against the Peckham and Nunhead area (24% v 7% respectively). It would appear that levels of support increase with proximity to LG CPZ.
16. General observations show that there is a very high level of parking demand in the area. Parking spaces are limited in number and generally the streets are lined, on both sides, with parked cars offering little opportunity for other road use or street activities.
17. 12 out of the 14 streets¹ were shown to be approaching (80-100%) or over capacity (>100%); over capacity indicates parking on junctions or double parking.

¹ April 2012 spot occupancy survey

This is substantially higher than similar (CPZ and non-CPZ) areas in the borough. The study also shows a high (17%) proportion of commuter parking.

18. 90% of those who were against the introduction of a parking permit scheme mentioned 'cost of parking permits' as a reason why they were not in favour. 60% told us that they didn't think there was a commuter parking problem.
19. In view of the observed high levels of parking demand it is surprising that only 23% of respondents told us that they considered parking to be difficult or very difficult. The response to this question will be highly personal and is likely to be influenced by other factors such as cost of permits or the perceived inconvenience of parking permits.
20. In view of all of the overall consultation response and having considered all data on a street-by-street basis, two recommendations have been made:
 - **Recommendation 1** Not to approve the implementation of a parking zone in any of the Peckham Road south study area.
 - **Recommendation 2** To approve the implementation of 'at any time' waiting restrictions (double yellow lines) on all unrestricted junctions where currently absent in the Peckham Road south study area.
21. A draft of this report was presented to Camberwell Community Council and Peckham and Nunhead Community Council. Both community council's were invited to give comment on the draft recommendations, feedback from those meetings is discussed in paragraphs 49 to 52.

Detail on recommendation 2 – preventing junction parking

22. As part of any highway project, whether a parking study or otherwise, it is normal procedure for officers to identify any existing road safety concerns.
23. A recommendation is made to install approximately 7.5m of no waiting restrictions (double yellow lines) on each junction to:
 - facilitate the movement of traffic (ie enable vehicles to 'make the turn'); and
 - improve inter-visibility between road users at junctions.
24. Site assessments carried out during the course of the project have shown that parking frequently occurs close to or at road junctions.
25. Junction parking reduces the effective space of the carriageway for vehicles to turn. This has greatest impact upon large vehicles which will have larger turning circles and need the full kerb-to-kerb width to make a turn in one movement. This is of particular importance to the London Fire Brigade who require a sweep circle of 16.7m.
26. From a road safety perspective, junction parking has the effect of substantially reducing intervisibility between road users and reducing stopping sight distance (SSD).
27. SSD is the viewable distance required for a driver to see so that he or she can make a complete stop before colliding with something in the street, such as a pedestrian, a cyclist or a stopped vehicle. Insufficient sight distance can adversely

affect the safety or operations of a street or junction.

28. Ensuring that road users can see one another at junctions is critical to road safety and is of particular importance to vulnerable road users, such as cyclists and pedestrians.
29. It is noted that almost two thirds of cyclists killed or seriously injured in 2012 were involved in collisions at, or near, a road junction, with T junctions being the most commonly involved².
30. Furthermore, most of the junctions in the study area have dropped kerbs installed to assist pedestrians wanting to cross the road. Before stepping off the kerb it is important that pedestrians have a clear line of sight of any oncoming vehicles. Children and those in wheelchairs (whose eyelevel is below the height of a parked car) are disproportionately affected by vehicles parked too close to a junction.
31. Rule 243 of the Highway Code is established with good reason. It states "do not stop or park opposite or within 10 metres (32 feet) of a junction, except in an authorised parking space" and motorists are expected to obey in the interests of road safety.
32. The proposal to install yellow lines on junctions reflects the council's design standard on junction visibility to ensure that suitable stopping sight distance (SSD) are provided according the speed limit (25m at 20mph). A reduction in this distance may be permissible, subject to a road safety audit.
33. An independent Stage 1/2 road safety audit was commissioned to evaluate the proposed yellow lines.
34. The audit team examined the information provided and visited the site on 6 March 2013. The audit team did not identify any safety issues with the scheme as presented at this stage. A copy of the road safety audit can be found in appendix F.
35. At the request of Nunhead and Peckham community council, officers have revisited the proposals for all locations. On 5 March 2013 a further site inspection was carried out at all junctions. The results of that survey (appendix E) show that junction parking is a problem at every location and, as such, the recommendation to install approximately 7.5m of yellow line on each junction remains in this final report.

Policy implications

36. The recommendations contained within this report are consistent with the policies of the Transport Plan 2011, particularly

Policy 1.1 – pursue overall traffic reduction

Policy 4.2 – create places that people can enjoy.

Policy 8.1 – seek to reduce overall levels of private motor vehicle traffic on our streets

² [ROSPA, Cycling Accident Figures, UK 2011](#)

Community impact statement

37. The policies within the Transport Plan are upheld within this report have been subject to an Equality Impact Assessment.
38. The recommendations are area based and therefore will have greatest effect upon those people living, working or traveling in the vicinity of the areas where the proposals are made.
39. The consultation leaflet met communication guidance with a languages page with advice of how to access the council's translation services. Large format leaflets were available for those with visual impairment.
40. The implementation of yellow lines on junctions will benefit all road users but particularly vulnerable road users whose visibility may otherwise be obscured by vehicles parked close to junctions.
41. There is a risk that new restrictions may cause parking to be displaced and, indirectly, have an adverse impact upon road users and neighboring properties at that location. However this cannot be entirely preempted until the recommendations have been implemented and observed.
42. With the exception of those benefits and risks identified above, the recommendations are not considered to have a disproportionate affect on any other community or group.

Resource implications

43. The total cost of implementation and fees for this proposal will be approximately £15,000.
44. The proposed costs will be funded from the 2013/14 CPZ review budget (capital code: L-5110-0042) of which there is an allocation of £81,154 and therefore is sufficient to fund the proposed works.
45. The remaining balance of £66,154 is earmarked for other CPZ schemes within this project.
46. There will be no additional ongoing revenue costs as a result of the proposed works.

Consultation

47. A 1st stage parking zone consultation has been carried out in advance of this report. The consultation is summarised in paragraphs 6 to 10 of this report.
48. A draft of this report was presented to Camberwell Community Council and Peckham and Nunhead Community Council and their comments can be found in the following paragraphs.

Camberwell Community Council

49. On 13 February 2013 officers presented an item covering the background to the study and the highlights of the results.

50. Camberwell Community Council expressed a collective view that:

- Recommendation 1 should be progressed and that no parking zone should be introduced in those streets within the Camberwell Community Council area (in Brunswick ward)
- Recommendation 2 should be progressed and that double yellow lines should be installed on all junctions, where currently absent (in Brunswick ward).

Peckham and Nunhead Community Council

51. On 2 March 2013 officers presented an item covering the background to the study and the highlights of the results.

52. Peckham and Nunhead Community Council expressed a collective view that:

- Recommendation 1 should be progressed and that no parking zone should be introduced in those streets within the Peckham and Nunhead Community Council area (in The Lane ward)
- That, currently, members did not support Recommendation 2 and that further assessment and supporting evidence should be prepared before any decision was made in relation to the proposed introduction of double yellow lines on all junctions, where currently absent.

53. This final report includes further evidence, as requested by the community council, which can be found in paragraphs 22 to 35.

54. At the meeting a deputation was also presented to the Community Council from a resident in Denman Road. It is noted that this is the same resident who prepared a petition against the CPZ (details can be found in the Consultation Report). The deputation made to the meeting was generally against taking a blanket approach to double yellow lines and that a balance should be found between road safety and parking (full detail of the deputation is contained within appendix C).

55. Since the community council consultation report was published officers have received 6 pieces of correspondence relating to the proposal to implement 'at any time' waiting restrictions (double yellow lines) on all unrestricted junctions where currently absent in the Peckham Road south study area. Five of the comments were critical of the proposal and one was in support.

56. A summary of comments received can be found in Appendix D.

57. The Cabinet will note that proposed parking amendments within the study area will be subject to statutory consultation required in the making of the Traffic Management Order. Should statutory objections be received these are delegated to the Cabinet Member for determination, this being classified as a strategic scheme.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Legal Services

58. The recommendation requests the Cabinet Member to note both the first stage consultation study responses and the comments of the Camberwell and Peckham and Nunhead Community Councils in respect of the Consultation Report (see background papers).
59. The Cabinet Member is also requested not to approve the installation of a parking zone in the Peckham Road south study area in accordance with recommendation 1 detailed on page 34 of the Consultation Report and approve the implementation of 'at any time' waiting restrictions (double yellow lines) on all unrestricted junctions where currently absent in the Peckham Road south study area (Appendix B).
60. As outlined at paragraphs 7 to 10 of the report, consultation upon the proposal to introduce a proposed parking zone took place during the period of November-December 2012. Officers carefully considered all of the consultation responses and data on a street-by-street basis and devised two recommendations concerning the future introduction of a parking zone within the Peckham Road south area to be considered by Camberwell and Peckham and Nunhead Community Councils and determined by the Cabinet Member. These recommendations are set out at paragraphs 17 of this report.
61. The Cabinet Member will note, that the Consultation Report was presented to Members' of the Camberwell Community Council on 13 February 2013 and Peckham and Nunhead Community Council on 2 March 2013, for consultation as part of this process, in accordance with Paragraph 21 of Part 3H Community Councils of the Southwark Constitution. Members' of both meetings considered the findings of the Consultation Report and made a collective decision in favour of the recommendations set out above at paragraph 17 of the report, being *'Not to proceed with the installation of a parking zone in the Peckham Road south study area and introduce double yellow lines on all junctions, where currently absent (Appendix B)'*.
62. The Council has powers under Part I and IV of the Road Traffic Regulation Act 1984 (the Act) to make Traffic Management Orders to bring about or amend a CPZ, including experimental orders, subject to compliance with the relevant procedural requirements under the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996.
63. In exercising its powers, Section 122 of the Act imposes a duty on the Council to have regard (so far as practicable) to securing the 'expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway'. The Council must also have regard to such matters as the desirability of securing and maintaining reasonable access to the premises and the effect on the amenities of any locality affected.
64. Traffic Management Orders cannot be implemented without first completing the appropriate consultation, publication / notification of intent to introduce Traffic Management Orders, and in the case of experimental orders, providing an opportunity for evaluation by the Police. The public are also ordinarily notified by way of street and press notices. Although in the case of some orders these procedures are simplified.
65. The Cabinet Member for Transport, Environment and Recycling is requested to approve the recommendations set out at paragraph 1 to 2 of the report. By virtue

of part 3D (paragraph 22 and 23) of the Constitution, individual portfolio holders have authority to approve the implementation of a CPZ and determine objections to traffic orders that are of a strategic nature. Accordingly, the Cabinet Member may approve the recommendation with such appropriate amendments as he deems fit having regard to the contents of this report.

Strategic Director of Finance and Corporate Services (CAP13/006)

66. This report is requesting the cabinet member for transport, environment and recycling not to approve the installation of a parking zone in the Peckham Road south study area but approve the implementation of “at any time” waiting restrictions on all unrestricted junctions where currently absent in the Peckham Road south study area.
67. It is noted that the above recommendations follow on from the consultation responses undertaken by the Council during Nov-Dec 2012 and also from the collective decisions taken at the Camberwell Community Council and Peckham and Nunhead Community Council meetings during February and March 2013 respectively, as detailed in the report.
68. The report indicates a total cost of £15k for the implementation and fees and it is noted that this is to be funded within the Controlled Parking Zone review budget allocation contained within the Council’s Capital programme for Environment and Leisure. Staffing and any other costs connected with this recommendation to be contained within departmental budgets.

BACKGROUND DOCUMENTS

BACKGROUND PAPERS

Background Papers	Held At	Contact
Transport Plan Parking Enforcement Plan	Southwark Council Environment -Public Realm Network Development 160 Tooley Street, London SE1 2QH	Tim Walker 020 7525 2021
Minutes of the Camberwell Community Council meeting held 13 February 2013.	As above	As above
Minutes of the Peckham and Nunhead Community Council meeting held on 2 March 2013.	As above	As above

APPENDICES

No.	Title
Appendix A	First stage consultation report on the introduction of a proposed parking zone in the Peckham Road south area
Appendix B	implementation of 'at any time' waiting restrictions (double yellow lines) on all unrestricted junctions (Peckham Road south area)
Appendix C	Deputation report made at Peckham and Nunhead community council relating to the proposed double yellow lines.
Appendix D	Summary of comments received relating to the proposal to introduce double yellow lines on all junctions within the Peckham Road south study area
Appendix E	Junction visibility assessment report
Appendix F	Road safety audit report
Appendix G	Map showing "for & against" responses to parking controls

AUDIT TRAIL

Lead Officer	Des Waters Head of Public Realm, Des Waters		
Report Author	Tim Walker, Senior Engineer, Environment & Leisure		
Version	Final		
Dated	18 March 2013		
Key Decision?	Yes	If yes, date appeared on forward plan	November 2011
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title	Comments Sought	Comments included	
Director of Legal Services	Yes	Yes	
Finance Director	Yes	Yes	
Date final report sent to Constitutional Team			19 March 2013