



Special Parking Areas in London

Prepared for UG15: Local Authority Enforcement of On-Street Parking Controls, Traffic Policy Division, Department of the Environment, Transport and the Regions

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Executive Summary

This report presents some details of the 1991 Road Traffic Act and describes the procedures involved in the enforcement of parking regulations within Special Parking Areas in London.

Three London boroughs, Hammersmith & Fulham, Bexley, and the City of Westminster, have been the subject of detailed study. The main findings from the monitoring exercises carried out in these boroughs to determine the effects of the introduction of Special Parking Areas were as follows:

Hammersmith & Fulham

- there was a small increase in the number of vehicles parking on Single Yellow Lines but a reduction in the average duration of stay of those vehicles
- there was a reduction in the percentage of vehicles parked for longer than the two hour maximum at meter bays
- there was little evidence of any change in public attitudes towards parking and its enforcement following the introduction of the SPA in Hammersmith & Fulham
- the increase of 28% in the number of Notices issued in the year following the introduction of the SPA compared with the preceding year did not match the 59% increase in the total length of yellow lines and parking bays patrolled by attendants and the 41% increase in the number of parking attendant hours per month. It has not been possible to conclude whether this indicates ineffectiveness of enforcement or better compliance with the regulations.

Bexley

- fewer vehicles parked on Double Yellow Lines with lower average duration
- at two hour meter bays there was a dramatic reduction in the percentage of vehicles parked for longer than the maximum permitted period
- car park use increased by 20%
- fewer motorists said they would risk parking illegally following the introduction of the SPA
- almost four times as many Notices were issued in the year following the introduction of the SPA as in the year preceding it, a result of changes and extensions to existing CPZs and the deployment of larger numbers of parking attendants.

Westminster

- there was an increase in the number of acts at both Single and Double Yellow Lines. Acts on Double Yellow Lines, however, were of shorter mean duration
- car park use increased by 17%
- both roadside parkers and those in car parks seemed less inclined to park illegally after the introduction of the SPA
- there was a 4% increase in the number of Notices issued.

The three boroughs studied, in common with the majority of the other London boroughs, have experienced significant difficulties in the process of assuming their new responsibilities. The initial cost of setting up a Special Parking Area has been found to be considerable, and in the first year of operation, penalty income was generally insufficient to cover the costs of enforcing the regulations and had to be supplemented with income from on and off-street parking fees within the CPZs. Other problems discussed in this report include the possibility highlighted by the Parking Committee for London (Annual Report 1994/1995) of confusing information being given to motorists as a result of signing regulations issued by DoT, difficulties with 'drive-aways', the accuracy of DVLA data, and the development of Notice processing systems.

All three boroughs, however, are of the opinion that the introduction of their Special Parking Areas has been successful. This has been demonstrated by improved compliance with parking regulations, good feedback from the public, and a fairly low level of appeals to the Parking Appeals Service. This trend seems to be typical of London as a whole.

1 Introduction

The enforcement of on-street parking regulations in London was the sole responsibility of Metropolitan Police officers prior to the introduction of traffic wardens in 1960. Although they have not been confined solely to parking enforcement duties, the number of wardens deployed in London has diminished over the last thirty years, whilst the level of traffic in the capital has increased significantly. One of the conclusions of a study by the Audit Commission (Audit Commission, 1992) into the effectiveness of the police traffic warden service was that

‘police authorities should ensure that decisions on the numbers of traffic wardens are related to the workload of meeting the service standard for parking enforcement and the substitutability of wardens for police officers’.

In practice police authorities have not been able to provide the level of enforcement resource requested by the traffic authority given that the police objective was to

‘maintain the free flow of traffic and reduce accidents’
(Lester, 1994).

As a result the number of non-compliant parking acts has increased which has, in turn, contributed to traffic congestion and lower average traffic speeds (Pickett, 1994).

Much concern has been expressed about the high levels of non-compliant parking despite the introduction of wheel clamping in some areas of Central London from 1983 onwards (Kimber, 1984) and the increased use of vehicle removals.

Following representations from local authority associations and other bodies the government placed draft legislation before parliament to decriminalise many on-street parking offences and enable local authorities to accept responsibility for the enforcement of these parking regulations. This legislation has been embodied within the Road Traffic Act 1991 (House of Commons, 1991).

The Secretary of State for Transport required that each London borough introduce a Special Parking Area (SPA) or Permitted Parking Area (PPA) within its boundaries by 4 July 1994. The first to do so was the London Borough of Wandsworth, which introduced two SPAs (Clapham Junction and Putney) in July 1993. All boroughs had SPAs in place by the designated date; there are no PPAs in London.

The Transport Research Laboratory was commissioned by the Department of Transport to undertake a study of the effectiveness of local authority enforcement in three areas in London - Bexley, Hammersmith & Fulham and the City of Westminster. The Laboratory monitored parking activity and parking behaviour before and after the introduction of the SPAs to determine what effect the transfer of enforcement powers to the traffic authority had within each borough.

This report details and compares the results obtained and places them in the context of published results for London as a whole.

2 Decriminalisation of on-street parking offences

Sections 63 to 77 of the Road Traffic Act 1991 (House of Commons, 1991) empower a traffic authority to seek authorization from the Secretary of State for Transport to introduce a Special Parking Area or a Permitted Parking Area, where most on-street parking offences are to be decriminalised. The Act provides for some parking offences, such as overstaying at a parking meter after expiry of the excess period, to be decriminalised within a PPA or SPA. It also enables restricted or prohibited parking offences - “yellow line” offences - to be decriminalised within a SPA. In practice, SPAs and PPAs are likely to have the same boundaries rather than being separate geographical areas. Once a SPA/PPA has been approved by the Secretary of State for Transport, the enforcement of many of those on-street parking regulations becomes the sole responsibility of the local traffic authority. Some anomalies within the Act inhibited local authorities from, for instance, enforcing regulations relating to double parking and parking on pedestrian crossings. The London Local Authorities Act 1995 (House of Commons, 1995) subsequently addressed these anomalies and enabled traffic authorities to enforce the appropriate parking regulations.

Prior to the introduction of a SPA or a PPA, any fine income received from the issue of Fixed Penalty Notices (FPNs) was retained by the Exchequer. Excess Charge Notice (ECN) income was retained by the traffic authority (see Appendix D). Following the establishment of a SPA/PPA, most parking offences in the area become civil matters, dealt with by the issuing of Penalty Charge Notices (PCNs), the income from which is retained by the authority. If the penalty is not paid, a civil debt can be registered at the County Court against the motorist. Bailiffs can then be despatched to secure property to the value of the outstanding penalty. First call on the income is the financing of the enforcement activity. Any excess income generated by the local enforcement agency is retained by the traffic authority for use in providing parking facilities, building road improvements or enhancing public transport services.

Before receiving authorization to introduce a SPA/PPA, the traffic authority is required to demonstrate to the Secretary of State for Transport that it has assessed its parking regulations and has adequate facilities to enforce them. Parking attendants acting on behalf of the traffic authority are deployed to issue PCNs or to authorise clamping or removal of vehicles detected contravening a decriminalised parking regulation.

The levels of penalty charges payable for parking offences and for releasing clamped or impounded vehicles are determined by the Parking Committee for London (PCfL), which was established by the local authorities of

London to fulfil the functions prescribed under Section 73 of the 1991 Act. The PCfL is further required to:

- set the discount rate for prompt settlement of PCNs;
- maintain an independent adjudication tribunal of qualified lawyers to settle unresolved PCN cases;
- establish links with the Foreign and Commonwealth Office in order to deal with offences involving diplomats.

In addition to its statutory requirements, the PCfL seeks to promote co-ordinated, consistent enforcement effort among the councils and also better public understanding of parking regulations. To this end, it has been instrumental in the provision of:

- a London-wide persistent evader database
- a payment exchange system
- specific training as required by parking attendants and accreditation for training establishments
- links with the Driver and Vehicle Licensing Agency (DVLA) and County Courts
- the Tow-away/Removal And Clamping Enquiry service (TRACE), which informs callers of the payment required to release their vehicles, the whereabouts of removed vehicles and best means of reaching the pound by public transport.

The PCfL has appointed a London Parking Director to oversee these functions, whose responsibilities include the setting up of the adjudication service (Chick, 1996).

The 1991 Act also provided for the introduction of SPAs outside London. Studies of selected provincial SPAs are currently underway and a report will follow in due course.

3 Special Parking Areas

3.1 Features of the boroughs studied

The three SPAs selected for particular study were chosen by the Department of Transport for mainly geographical reasons, to give a spread across the types of locality encountered within Greater London. Their positions are given in Fig. 1 and the details of each are shown in the maps Figs. 2 - 4. (Figures 2 and 4 are based on maps provided by Hammersmith & Fulham and Westminster respectively and include some features e.g. Westminster parking tariffs, which may be disregarded in the context of this report.)

3.1.1 Hammersmith & Fulham

The London Borough of Hammersmith & Fulham occupies a relatively small, but densely populated area, to the west of Central London. The M4 terminates nearby and the Borough is crossed by both the A4 and the A40, and by four London Transport underground lines. It is a built-up area, consisting mainly of mixed housing, but it includes several major shopping centres and is home to three football league clubs and the Earl's Court and Olympia exhibition centres, which attract numerous visitors.

The Borough introduced its SPA on 3 October 1993

(Wilkinson, 1994). It may be seen from Fig. 2 that a substantial proportion of the Borough is included within Controlled Parking Zones (CPZs). A further five were introduced between October 1993 and October 1994 and it is intended that 60% of the Borough will fall within CPZs by 1997.

When the Borough Council assumed responsibility for enforcing parking regulations, it determined upon a policy of sympathetic enforcement, intended to minimise antipathy between motorists and the Borough's parking attendants and officers, while reducing illegal parking, improving traffic flow and improving road safety in the Borough. Accordingly, the issue of warning notices preceded Penalty Charge Notices (PCN) in areas of previously lenient enforcement and the Borough remains committed to tightly controlled use of vehicle removal as an ultimate deterrent.

3.1.2 Bexley

Bexley is a predominantly residential Borough, on the extreme south-eastern edge of Greater London, with several major industrial, commercial and sports facilities. It has good public transport provision, and bordering the countryside, it includes large areas of open space and parkland.

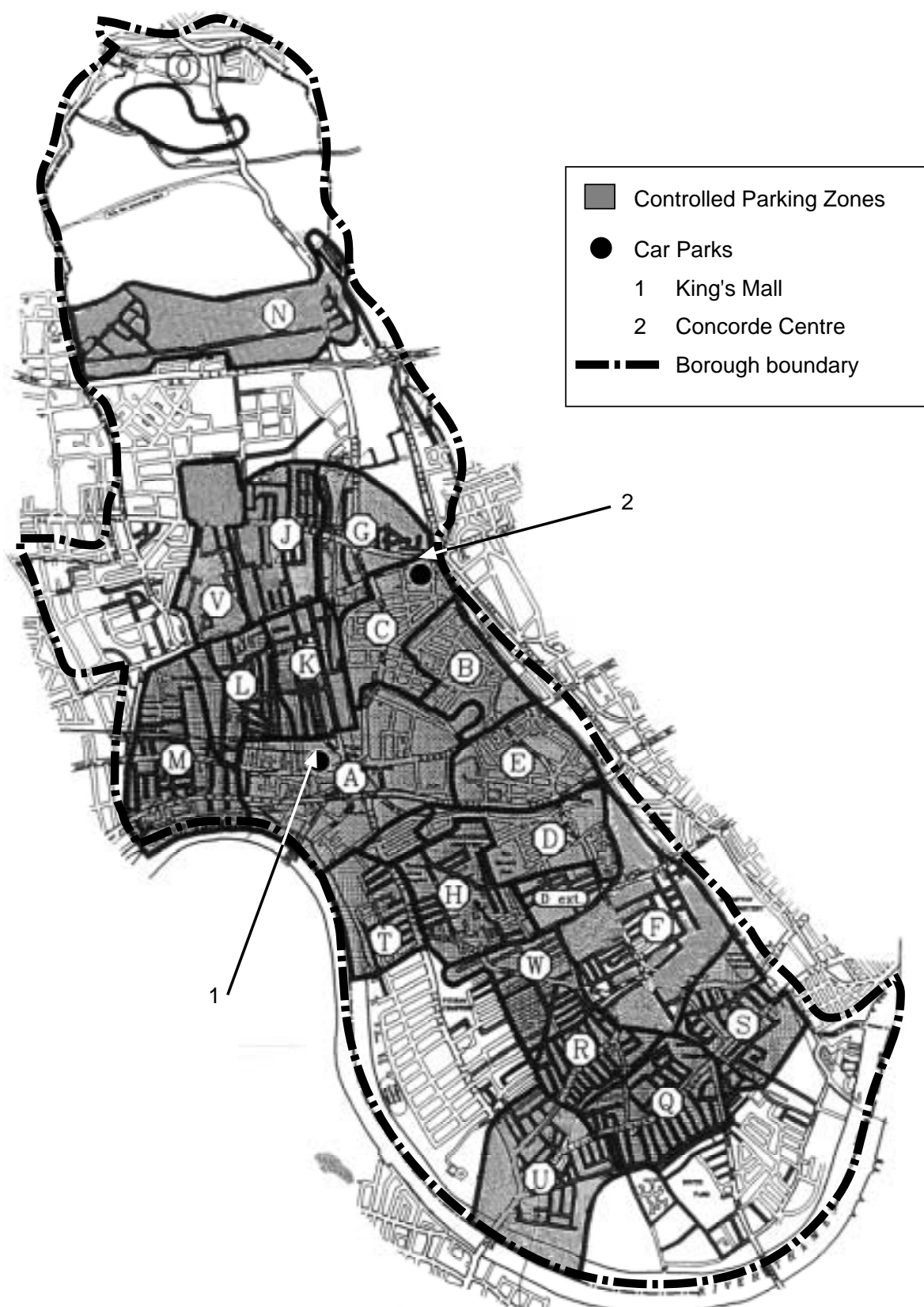
The SPA in Bexley was introduced on 4 July 1994, when the Borough Council assumed responsibility from the police for enforcing most on-street parking regulations. At that time, the Council already enforced most off-street parking regulations. When the TRL study was carried out, there were seven CPZs within the Borough (see Fig.3).

The whole of the London Borough of Bexley is covered by a footway parking ban, which has been the subject of targeted enforcement (Morley, 1995). Section 15 of the Greater London Council (General Powers) Act 1974, which came into force in 1985, makes it an offence to park a vehicle with one or more wheels on the footway or verge of an urban road, but permits London borough councils to exempt certain roads, or sections of roads, from the ban if they see fit. In practice, the problem has received differing levels of attention throughout the boroughs, which have adopted policies of varying complexity and expense (Chick, 1996). The review of footway parking in Bexley in 1993/1994 caused some difficulties with residents in certain areas initially, but eventually led to improved compliance with the regulations and resulted in fewer attendants being required to enforce the ban, thus releasing them for the enforcement of other restrictions and regulations.

The introduction of the SPA was preceded by a substantial publicity programme, setting the scene and preparing motorists and residents for the changes to come. Where new regulations were being introduced or existing regulations being more strictly enforced e.g. footway parking, warning notices were issued for an introductory period - these took the form of PCNs with no penalty payable, explaining the offence committed. The message behind these measures was that motorists affect others by not parking legally; if they obey the law they have nothing to fear, if not, "watch out".



Figure 1 The London Boroughs



Reproduced from the Ordnance Survey map with the permission of the Controller of Her Majesty's Stationery Office, © Crown copyright

Figure 2 Hammersmith & Fulham Special Parking Area

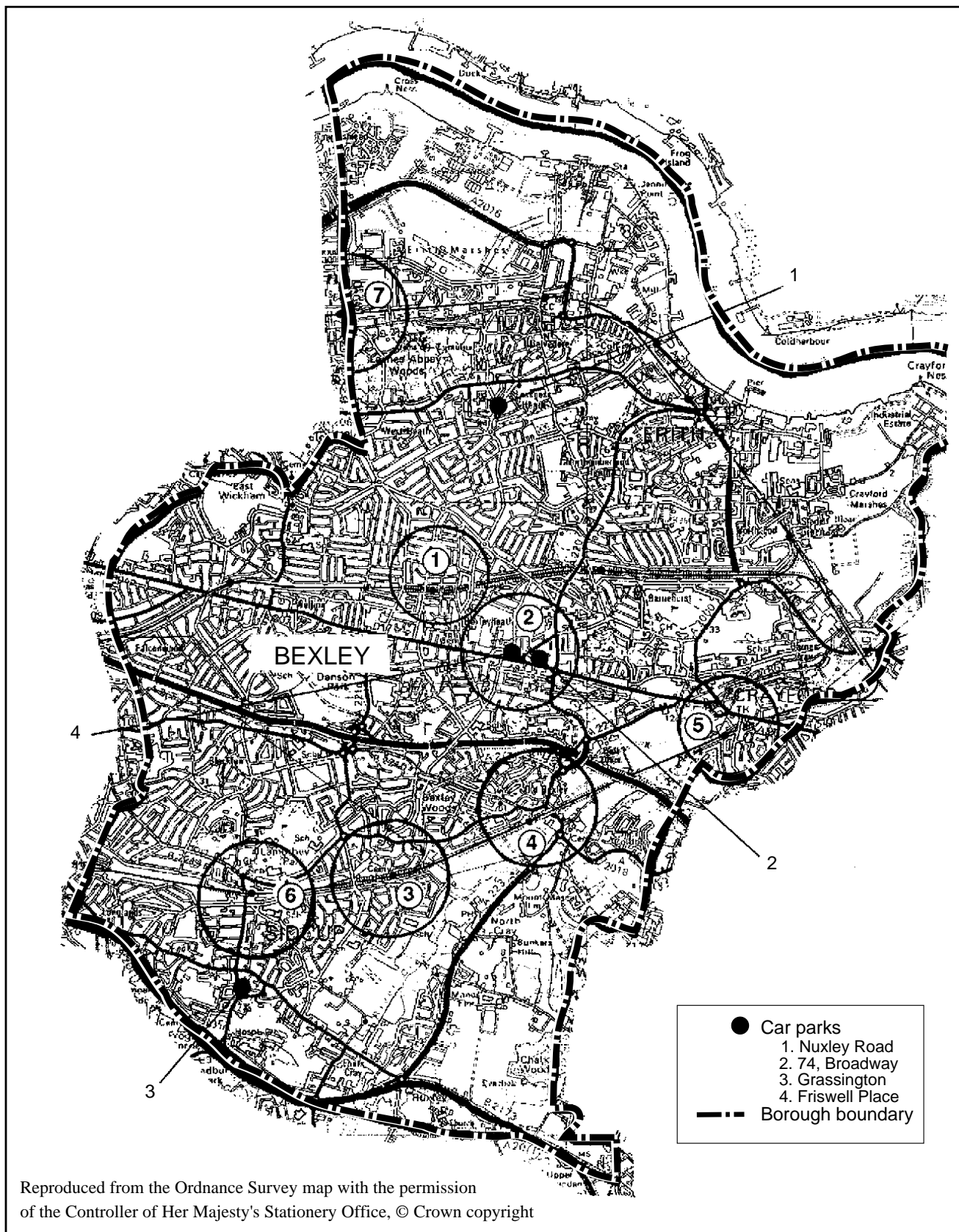


Figure 3 The London Borough of Bexley
 N.B. Circles indicate the location of CPZs 1 to 7, not the actual boundaries.

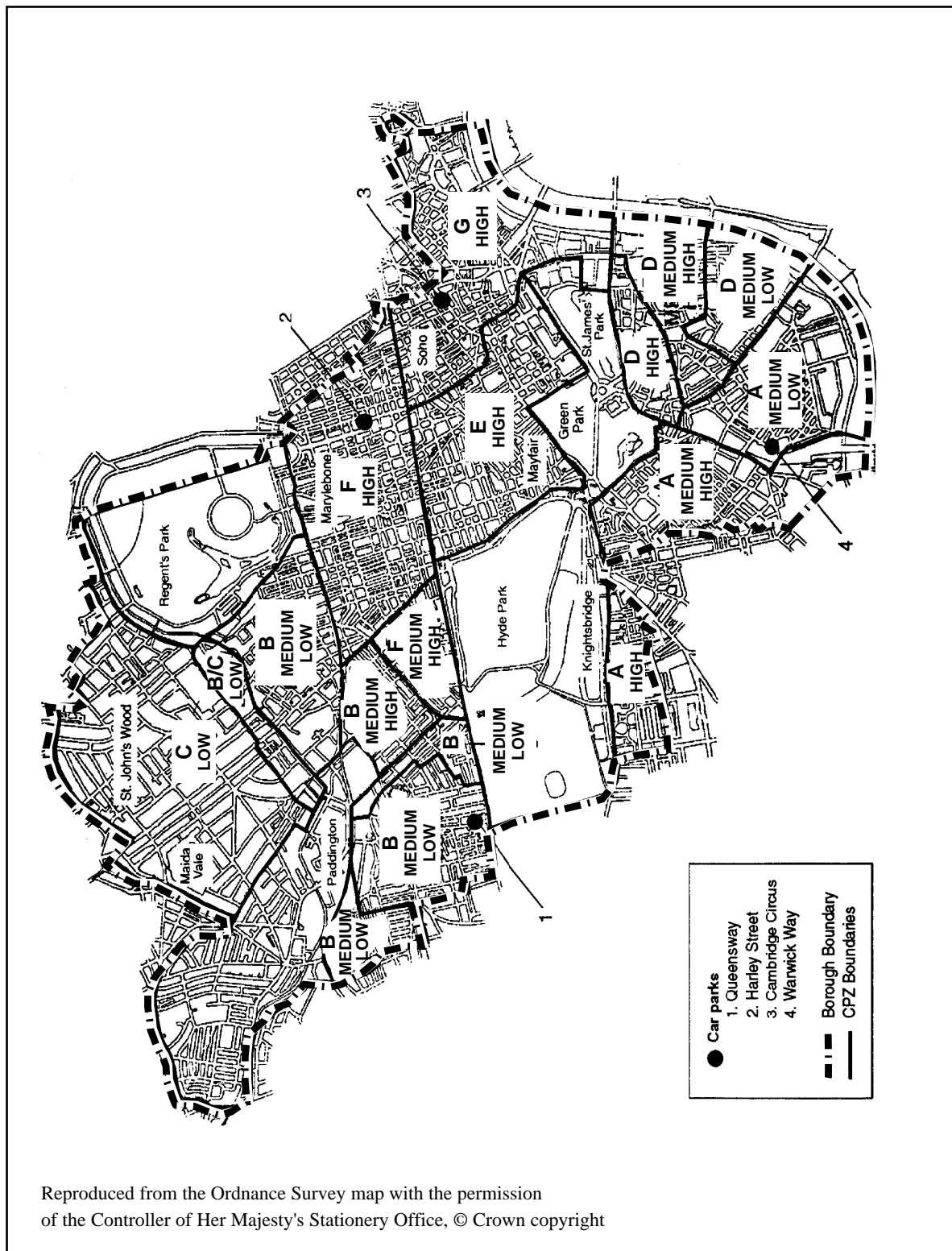


Figure 4 The City of Westminster
 N.B. The terms 'high/low/medium' refer to parking tariffs

3.1.3 Westminster

The City of Westminster occupies a unique position in Central London. Although it has a residential population of fewer than 200,000 people, this number swells to about a million every day, as half a million people travel in to work and numerous tourists converge on the famous buildings and attractions located within the City. These include Buckingham Palace, Downing Street, the Houses of Parliament, Westminster Abbey, the Royal Albert Hall and the Royal Opera House, as well as numerous well-known hotels, shops, theatres, restaurants and parks. Victoria coach station is located in Westminster; four main railway lines terminate in the City and all of the underground lines pass beneath it, although 60% of Westminster is classified as a conservation area.

The SPA in Westminster was introduced on 4 July 1994 (Cameron, 1995). Fig. 4 shows that the SPA is divided into seven parking zones A to G (subdivided into tariff zones), in which the Council has the power to control parking in terms of the availability and pricing of on-street spaces and of those in Council-owned or leased public car parks.

The introduction of the SPA was preceded by a Parking Charter in March 1994 (City of Westminster, 1994), supported by the RAC and the AA, making a number of promises to Westminster motorists and explaining what to do if problems arose. This was followed by a series of information leaflets for motorists and residents, together with clarification of the instructions for on-street parking. Since then, relevant correspondence has been regularly analysed, in order to identify any emergent trends which might require attention. Overall, a “quality approach” to enforcement has been adopted, with the emphasis placed upon customer care, rather than on profit or loss.

3.2 Other London boroughs

The first London Borough to introduce a SPA/PPA in its area was the London Borough of Wandsworth which introduced two SPAs, Clapham Junction and Putney, in July 1993. In the same year, Camden, Hackney, Hounslow, Lewisham and Richmond, as well as Hammersmith & Fulham, started on-street enforcement operations under the 1991 Act.

The remainder of London’s councils assumed responsibility for enforcement on-street on 4th July 1994. In a few cases, initial operations consisted of enforcement only in Controlled Parking Zones but by April 1995 all boroughs had taken on full parking enforcement throughout their areas.

According to the Parking Committee for London’s annual report for 1994/1995, most councils have issued fewer PCNs than initially anticipated although all have issued more than the police in the past. The number of PCNs issued will nevertheless generate sufficient revenue for each council to pay for the costs of parking enforcement.

The introduction of the 1991 Act has, according to the Annual Report, led to concern over a number of issues:

- i) Current signing regulations issued by the Department of Transport mean that motorists are often inadequately

informed of the parking restrictions which apply, especially within CPZs, causing more offences to be committed than would otherwise be the case, and considerable resentment amongst motorists who make genuine mistakes as a result of confusing information.

- ii) The requirement of the '91 Act that a parking ticket be placed on a vehicle or handed to the driver (London Boroughs may not serve Notices through the post) has resulted in threats of violence against Parking Attendants about to issue tickets, and motorists driving away before PCNs can be affixed to their vehicles.
- iii) DVLA information is often inaccurate or out of date. Councils acting on information supplied by DVLA may inconvenience innocent members of the public who are no longer, or never were, the keeper of an offending vehicle, and may find themselves left with an uncollectable debt.
- iv) Some motorists had become habitual parking offenders due to the lack of enforcement by the Metropolitan Police in the years preceding the introduction of SPAs. This was particularly true in the case of the London-wide footway parking ban. Re-assessment of the application of the ban and a review of all parking regulations in preparation for the introduction of the 1991 RTA has not prevented a flood of complaints about the stricter enforcement. Overall the level of correspondence from the public to councils was much higher than anticipated necessitating higher staffing levels and better IT support to clear backlogs.
- v) The processing of unpaid PCNs requires considerable resources. Most boroughs have opted for a heavily IT dependent system to deal with this work - difficulties with some new or re-written software have resulted in lengthy delays at various stages of the process.

Despite the above, local authority enforcement is now showing benefits both to councils and to members of the public. Surveys show reduced levels of illegal parking, improved traffic flows and road safety. Councils are now able to tailor their parking provision to the needs of the motoring public who, realising the efforts that are being made on their behalf, are more willing to comply with the regulations. The whole process of parking regulation has been much simplified.

3.3 The enforcement procedure

3.3.1 Parking attendants

A local government authority operating a SPA presently has the choice of whether to employ its own parking attendants to assume the enforcement responsibilities formerly carried out by the police and by traffic wardens, or to award a contract for the work to an external organisation. Hammersmith & Fulham employs its own parking attendants, who appear to have been generally well received by the public, although there were a number

of assaults and serious threats to parking attendants in their first year of operation. The staff turnover is low, which is attributed to their being well-paid, well-treated and locally deployed.

Bexley and Westminster have both contracted their enforcement to private companies. In Westminster, on-street and council-operated car park enforcement and ticket processing are performed by APCOA, who began with quota-based contracts, which attracted considerable public resentment and adverse media attention. They now operate according to visit frequency contracts and public relations have improved. Their performance is assessed by the Council by means of six monthly surveys to monitor the level of compliance and to compare it with the levels indicated by the rate of ticket issue.

In Bexley, the contractor, Sureway Parking Services Limited, is required to perform on-street and car park enforcement, but also to handle Notice processing, payment collection, answering any correspondence received before issue of the Notice to Owner, and the issue of permits and season tickets. Experience indicated that the initial beat patterns were inadequate and a more flexible visit schedule was adopted to enable areas of poor compliance to be targeted.

Each parking attendant is issued with a radio and hand-held ticket issuing equipment. Data from these devices is downloaded into the payment processing system each evening.

3.3.2 Penalty Charge Notices

By the end of the first year of operation, 96% of the anticipated number of PCNs had been issued in the Bexley SPA, but rather more warning notices had been issued than expected, as residents had been given due notice of changed regulations or more stringent enforcement. The PCN distribution by area and by category of offence has been generally as expected.

The number of PCNs issued in Westminster is in accordance with estimates made prior to the Council taking over responsibility for enforcement from the police.

In Hammersmith & Fulham, however, only about a third of the expected number of PCNs have been issued. It is suggested that the reasons for the shortfall might include:

- the deployment of a smaller number of parking attendants than originally planned;
- extrapolation from the level of non-compliance recorded in CPZ parking places led to an over-estimate of the level of contravention likely on yellow line regulations;
- the rate of issue has been curtailed because of insufficient processing resources;
- a five minute delay was incorporated into the vehicle ticketing procedure at yellow line regulations to avoid loading or unloading pleas being made at Adjudication, which, while improving the chances of the Borough's case being upheld, inevitably reduced the number of PCN issues.

All three boroughs are meeting the costs of enforcement by supplementing penalty income with revenue from on-street parking fees.

3.3.3 Wheel clamping

Clamping the wheels of illegally parked vehicles exacerbates problems of obstruction. However, it is an effective visual deterrent (Pickett and Davies, 1995), which was Westminster's objective in continuing the practice on cars found to be over 45 minutes in penalty time during working hours, vehicles with foreign plates in contravention, and those with a record of unpaid PCNs. Westminster's clamping protocol requires the authority of two parking attendants and the action of the clamping team and in practice, considerably fewer clamps are applied than under police enforcement.

Bexley Council has considered whether to introduce clamping and has decided that its use in the Borough is presently unjustified, subject to further review. Wheel clamping is not used in Hammersmith & Fulham, on the grounds that there was a potential personal safety issue involved with the wheelclamping of vehicles of some categories of driver (e.g. unaccompanied females and mothers with young children).

The use of clamping is likely to become more widespread in the near future as councils gain powers not only to clamp persistent offenders but hold their vehicles until *all* outstanding penalties are paid. The powers for this are contained in the London Local Authorities Act 1995, but the regulations needed to implement the relevant section are yet to be made by the Secretary of State for Transport.

3.3.4 Vehicle removal

Vehicle removal also has a significant deterrent effect, with the advantage that it removes the obstruction of a badly parked vehicle. Vehicles are removed to a pound where they may be reclaimed within 21 days, after payment of the PCN, removal fee and accrued storage charges. In practice, this means that many low-value vehicles are abandoned, presenting storage and disposal problems, particularly in the case of vehicles with valid road fund licences, which may not be scrapped until the licence expires.

Westminster Council operates removal teams, working to a similar protocol as for clamping. Targets for removal include dangerously and obstructively parked vehicles and those on yellow lines on main roads and in residents' bays without permits. However, since assuming control, Westminster has only carried out about 75% as many removals as were carried out by the police.

Hammersmith & Fulham operates a daytime patrol with two tow trucks, accompanied by parking attendants, which is financially viable, even though the deterrence ensures that the trucks are not kept fully occupied. When not cruising, the trucks are parked in strategic locations to maintain the effect. Considerably fewer vehicles were removed by Council contractors in Hammersmith & Fulham than by the police during the year preceding the introduction of the SPA.

Bexley Council does not presently operate a vehicle removal service.

3.3.4.1 Tow-away/Removal And Clamping Enquiry service (TRACE)

In July 1994, when the Police were no longer involved in vehicle clamping and removal, the PCfL telephone advice service, TRACE, was established to assist stranded motorists, particularly those who were strangers to the area in which they found their vehicles unexpectedly immobilised or removed. TRACE also relieves the Police of the burden of dealing with mistaken reports of the vehicles being stolen.

The Police had formerly operated a telephone enquiry service, to which those councils which began to operate vehicle removals before July 1994 had referred the details of impounded vehicles. There was a need for one contact number as motorists were not always aware of which local authority to call. The Police operation was gradually wound down as the SPAs were introduced and by the end of 1995, TRACE was receiving about 400 enquiries a day, and answering them after about twelve seconds, on average (Parking Committee for London, 1996).

3.4 Processing of Penalty Charge Notices

Penalty Charge Notices are usually printed and issued by hand-held computers, with details of the date, the vehicle, the location and the offence. A duplicate PCN is also printed and retained, to be produced in the event that the case goes to adjudication.

In order to be considered valid, PCNs must be either handed directly to the driver of the vehicle, or securely fixed to the vehicle. They may not be issued by any other method of delivery.

Data from the ticket-issuing equipment are down-loaded each evening into the Council's central Notice processing system. Thereafter, each case is handled by a Notice processing office, at which payment may generally be made in person, by post or by telephone and by cash, cheque or credit card.

Westminster experienced considerable difficulties with its processing software during the first six months after introducing the SPA, which caused backlogs and delays throughout the Notice payment system.

3.4.1 Notice payment

The payment system established by the Road Traffic Act 1991 is designed to make payment easy and to encourage prompt settlement with the offer of a 50% discount if payment is made within fourteen days of the issue of the Notice. Some authorities, eg Bexley, offer motorists who unsuccessfully query a Notice a further 14 days to settle at the discounted rate. The opportunity to settle at a discount does not apply where either a PCN is referred to the Parking Appeals Service for determination, or where an ECN has been referred to the Magistrates' Court. Payment may be made by cash, cheque or credit card (the latter is usually possible by telephone) and in the case of settlements made in person or over the telephone, the local authority may take the opportunity of reminding a defaulter of any outstanding penalties owing. The full charge for most Notices issued is £40, but exceptions

include the area to the south of the Marylebone Road in Westminster, where the full charge is £60.

3.4.1.1 Payment within fourteen days

A motorist submitting payment within fourteen days of the date of issue of a PCN is entitled to pay only £20 (£30 in southern Westminster). Under the terms of the Road Traffic Act 1991, a motorist wishing to challenge the issue of a PCN is not obliged to make representations to the local authority until 28 days after the PCN was incurred.

However, motorists issued with a PCN in Hammersmith & Fulham, and wishing to submit an appeal, are encouraged to make representation to the local authority within the first two weeks, with a payment of £20, thereby retaining the right to pay the discounted amount should the representation be unsuccessful. In that event, the payment is retained, but if the appeal is successful, the £20 is returned to the appellant. The exercise of this option does carry the disadvantage that an unsuccessful appeal cannot be subsequently referred to the adjudicator, because payment has already been received for the PCN.

It is Bexley Council's policy to offer motorists who unsuccessfully query a Notice, encouragement to settle the debt promptly and without lengthy or protracted correspondence by offering a further 14 days to settle at the discounted rate. This offer only applies to the first rejection and not subsequently except where new evidence not previously available is presented.

3.4.1.2 Payment after fourteen days

Motorists failing to make payment within fourteen days of the date of issue of a PCN, or in Bexley, within 14 days of rejection of a first item of correspondence, are required to pay the full charge of £40 (£60 in southern Westminster) and have a further fourteen days in which to do so.

3.4.1.3 Unpaid charges

If no payment has been received within four weeks of the issue of the PCN, details of the vehicle on which the PCN was served are sent to the Driver and Vehicle Licensing Agency, with a request for the identity of the registered keeper. On receipt of this information, the Council sends a Notice to Owner, seeking details of the person who was in charge of the vehicle at the time of PCN issue. The vehicle keeper has 28 days in which to respond to this Notice, failing which, a Charge Certificate is issued which attracts a fee of £60 (£90 in southern Westminster).

Failure to pay at this stage results in authority being sought from the Parking Enforcement Centre of the Cardiff County Court for the issue of a Court Order. If the matter remains unresolved, authority is subsequently sought from the County Court to issue a Warrant of Execution, which is served on the vehicle keeper by a certificated bailiff.

3.4.2 Appeals

The formal period for submitting a written appeal against a PCN commences four weeks after the date of issue, although a motorist need not wait that long before appealing. During this time, the level of penalty payable

remains fixed while the appeal is processed.

A representation is addressed, in the first instance, to the local authority responsible for the issue of the PCN. If the representation is rejected, a Parking Appeals Service appeal form is sent to the motorist who has 28 days in which to return it (if an appeal is being made) or pay the parking penalty.

Parking adjudicators are a tribunal under the auspices of the Council on Tribunals. Adjudicators, who must be lawyers of at least five years standing, sit on their own and act independently of the London Authorities. When an appeal is lodged the adjudicator asks for evidence from the motorist and the council. The adjudicator then determines the case, the decision being final and binding on both parties. The appeal cannot be taken to a higher court unless it can be shown that the adjudicator acted unlawfully. The adjudicators can only find in favour of the motorist on one of a number of specific grounds which are set out in the 1991 Road Traffic Act.

Neither the appellant nor the council is required to attend hearings in person; they can submit their appeal evidence by post and wait for the adjudicator's decision. Councils are almost never represented in person at appeals; motorists attend in person in around a third of cases. When an appeal has been decided, both parties are informed, generally within two working days. Personal appellants are given a result letter, containing reasons for the decision, before they leave the Appeals Centre, and those who have been unsuccessful are encouraged to pay there and then.

The adjudication service is operated by the Parking Committee for London at New Zealand House in Central London. A purpose built hearing centre has been provided containing four rooms for hearing appeal cases and a waiting area for the public. The informality of the hearing helps to put the appellant at ease. The case file is displayed on a computer screen and may be examined by the appellant in a one-to-one interview situation with the adjudicator. The appellant is reminded that the adjudicator can only judge whether the PCN was issued in accordance with the law, and cannot consider any mitigating circumstances. The PCfL has no influence whatsoever on the outcome of appeals. (Parking Committee for London, 1996).

3.5 Response to the introduction of the SPA

Before the boroughs assumed on-street enforcement from the Metropolitan Police Service, a major publicity campaign was mounted by the PCfL, using billboard hoardings, posters on the rear of about 20% of London's buses, and the national press, to ensure that residents and motorists who parked regularly within the London Boroughs, both legally and illegally, would be aware of the impact that the change in enforcement responsibility would have.

3.5.1 Public reaction

A review of two local newspapers for the first year of the operation of the SPA in Hammersmith & Fulham produced little adverse comment from either the public or from

journalists, giving the impression that local authority parking enforcement had been accepted with scarcely any difficulty. However, a prominent London evening newspaper has conducted a long-running campaign of hostility towards the London authorities, which, it maintains, have consistently dealt unfairly towards local motorists.

Bexley Council have indicated that they have received letters of support for the Council's policies and practices, from those who have appreciated the resolution of previous parking problems, but also letters of objection (usually from motorists with PCNs).

Westminster Council operates a telephone information service called Parktel, which deals with public enquiries and complaints about parking in the Borough and handles the payment of fees by credit card. The service has proved popular and successful and the City Council is pleased with the good public relations it has achieved.

3.5.2 Council reaction

The London Borough of Hammersmith & Fulham considers that the introduction of the SPA has been successful, largely due to a high level of cooperation between departments. Improvements in compliance seem to have been due to the introduction of CPZs and successful enforcement of existing regulations, leading to better traffic movement in some areas. The Council now aims to maintain a reasonable, realistic level of enforcement.

A Review of Parking Enforcement presented by officers to Bexley Traffic and Engineering Services Panel on 14 September 1995 concluded that:

"Compliance with parking and waiting restrictions has improved, with better use being made of the on- and off-street parking facilities. The Council's fair but firm approach has been shown to be the correct policy. Motorists have been encouraged to adopt a responsible attitude towards their duty to obey the regulations and their actions in respect of where they park their motor vehicles when they are not in use. The Council's arrangements for undertaking parking enforcement therefore can be considered to be a great success."

The City of Westminster considers that the introduction of its SPA has gone well, given the scale and complexity of the task undertaken. Not surprisingly, operational difficulties have occurred, but these have largely been rectified. The City Council considers that a commitment to provide quality customer care and information is essential and has largely been achieved through the efforts of staff dedicated to these duties.

4 Monitoring exercises

The Transport Research Laboratory monitored parking activity, parking behaviour and enforcement levels in each of the three SPAs, before and after the transfer of enforcement powers. The studies were undertaken in conjunction with the Councils, the PCfL and with the Metropolitan Police. The investigations included monitoring parking activity, using TRL's PARC software (Binning and Smith, 1991) and questionnaire surveys of motorists parking vehicles on-street and in Council-operated car parks, both shortly before the introduction of each SPA and again, one year later. TRL was responsible for the execution of the surveys, which were augmented with complementary data on Penalty Notice issues and enforcement activity supplied by the other parties.

4.1 On-street parking activity

The introduction of new parking regulations or changes in enforcement stringency are likely to affect motorists' parking behaviour. The replacement of police officers and traffic wardens with parking attendants may affect the public perception of parking enforcement, leading to changes in parking locations and durations and in the extent of compliance with the regulations. The motorists' perception of the effect of the transfer of responsibility may be determined from a questionnaire survey. The continuous monitoring of parking activity at a kerbside location records what actually happens.

On-street parking activity was monitored during working hours at survey sites in each SPA, displaying a variety of parking regulations. As Westminster City Council had carried out their own programme of regular surveys of parking activity at a range of parking regulations and subsequently made their findings available to TRL, the Laboratory exercise was concentrated on yellow lines, because they represented the regulation most affected by the transfer of responsibility for enforcement.

4.2 Off-street parking activity

In order to examine the possibility that motorists would change from parking on-street to parking in a car park or vice versa, surveys were undertaken in car parks in each of the three boroughs. Vehicles entering and leaving each car park were recorded enabling a comparison of before and after use and parking duration.

4.3 Parking behaviour

A series of questionnaire interviews were conducted with motorists at a variety of parking locations to ascertain their purpose in choosing that time and location, their opinions of local parking facilities and their attitudes towards illegal parking and the likelihood of a penalty.

The interviews were conducted both on-street, at sites including a range of parking regulations, and in car parks, throughout working hours. The surveys included drivers of both parked cars and vans.

4.4 Enforcement

Data on enforcement activity and Notices issued, before and after the introduction of the SPAs, was supplied following liaison meetings with local authorities and the Metropolitan Police Central Ticket Office.

5 Survey results

Complete results for each of the three SPAs studied are given in appendices A, B and C.

A summary of the main findings follows:

5.1 On-street parking activity

The data collected were analysed to produce tabulations of parking durations, parking bay occupancy and parking bay turnover at each type of parking regulation.

Bay occupancy is a measure of the use made of parking bays and provides an indication of the likelihood of a motorist being able to locate a free parking space. For example, an occupancy rate of 80% indicates that on average every fifth bay will be unoccupied. Most authorities seek to maximise occupancy, which increases the concentration of parked vehicles at a given length of kerbside. High occupancy can, of course, be achieved by parking one vehicle in a bay all day. A large number of such stationary vehicles parked throughout the survey period, and the consequently high average occupancy level, might give a misleading impression of the way in which the parking space was being used. Turnover, which is calculated as the average number of vehicles entering a bay per hour, is also, therefore, an important indicator: a higher turnover signifies that more motorists are able to make use of the parking spaces during the day.

5.1.1 Yellow line restrictions

Before 1994, Single Yellow Lines were used to signify that waiting restrictions applied for a minimum of eight hours between 7am and 7pm on at least four days a week, excluding Sunday. Double Yellow Lines indicated a period of restriction extending beyond the usual twelve hours on any day. Dashed yellow lines indicated restrictions that were of lesser duration than those denoted by single lines.

However, the revised Traffic Signs Regulations and General Directions (House of Commons, 1994) simplified these regulations, so that Double Yellow Lines now effectively denote all waiting restrictions that apply all the time and single lines indicate those that do not. Dashed yellow line restrictions may no longer be imposed, although existing ones may continue to be enforced until 1 January 1999.

Survey data for activity on Double Yellow Lines in Hammersmith & Fulham are not available, because of very local changes in parking regulations between the initial and subsequent surveys. There was a small increase in the number of vehicles parking on Single Yellow Lines, but a reduction in the average duration of stay of those vehicles, and hence a reduction in occupancy.

Bexley experienced an improvement in compliance with

Double Yellow Line regulations ie fewer vehicles parking, with lower average duration and lower occupancy. However, although there were also fewer acts on Single Yellow Lines, the average occupancy did not change, indicating that those who had parked, stayed longer.

In Westminster, following the introduction of the SPA, the number of acts on both single and Double Yellow Lines increased, although acts on Double Yellow Lines were of shorter mean duration. A higher proportion of the acts on Single Yellow Lines were deemed to be illegal, because of a reduction in loading and unloading observed during the survey.

5.1.2 White zig-zag line regulations

Enforcement of these regulations (and of those governing some other examples of illegal parking, such as double parking and parking across pedestrian crossings) remained the responsibility of the Metropolitan Police at the time of the surveys, even after the introduction of the SPAs. This anomalous situation has now been rectified under the London Local Authorities Act 1995 (House of Commons, 1995).

A few 'bays' on white zig-zag lines were included in the sites surveyed in Westminster but, because of the very small number of acts occurring, no detailed analysis was carried out.

5.1.3 Charged on-street parking

On-street parking may be regulated by various means, including meters, pay & display and vouchers, each giving different degrees of flexibility from both the motorist's and the local authority's point of view, thereby inducing different turnover and occupancy rates and hence being suitable for different types of location.

5.1.3.1 Pay & display

Between the initial and the subsequent surveys, pay & display controls were substituted for a number of four hour parking meters in Bexley. These meters had not been popular with motorists because they were further from the shops than car parks. The changes "tailored" the parking provision in the three roads affected to the needs of long stay parkers, thus releasing space in the car parks for shorter stays.

Occupancy increased at two-hour pay & display bays in Westminster, as did the number of parking acts per bay, indicating that longer duration parking acts had been displaced.

5.1.3.2 Shared pay & display/residents' parking

The Hammersmith & Fulham SPA includes a number of parking bays which may be used by either permit-holding residents or non-permit-holders, the latter being required to pay for a maximum stay of either eight or ten hours, depending on location. It was found that almost all of the non-residents parking in eight hour bays (there were inadequate data for ten hour bays) contravened the regulations, but it is understood that the number of visits by parking attendants was low because the Council attached a higher priority to enforcing other regulations elsewhere.

5.1.3.3 Metered parking

At two hour meter bays in Bexley, following the introduction of the SPA, there was a dramatic reduction in the percentage of vehicles exceeding the maximum permitted parking period, while the turnover and occupancy of those bays were seen to increase.

A similar trend was observed in Hammersmith & Fulham.

5.1.4 Residents' permit areas

TRL's survey of parking activity in residents' permit bays in Bexley indicated that there was a small core of non-permit-holding motorists whose illegal parking duration had increased and who might be difficult to deter with the issue of PCNs, since the overall frequency of illegal acts was low and not easy to intercept with routine patrols.

In Hammersmith & Fulham, there also appeared to be a significant proportion of illegal parking in residents' parking bays, although the duration had decreased, but the Council apparently attached a low priority to enforcing these regulations.

Bay occupancy in residents' bays in Westminster was high, providing an effective deterrent against illegal parking. Nevertheless, the number of non-resident parking acts increased slightly following the introduction of the SPA.

5.2 Off-street parking activity

Car park surveys in Bexley indicated a 20% increase in use, after the introduction of the SPA, with a slight decrease in average parking duration. In Westminster, car park use increased by 17%, with a small increase in average parking duration. A similar impression of increased car park usage was also gained in Hammersmith & Fulham.

5.3 Parking behaviour

Overall, survey respondents' estimates indicated that their parking frequency had remained consistent, both in car parks and on-street, before and after the introduction of the SPAs in all three study areas.

5.3.1 Car park respondents

The proportions of residents and visitors using car parks in each area varied considerably according to the nature of the locality, but people's main reasons for so doing remained consistent, viz. because there were insufficient roadside spaces and because parking in car parks was easier and more convenient. In addition, many people in Westminster said that the parking times permitted at the roadside were not long enough.

5.3.1.1 Penalties received

The numbers of people with records of having received parking penalties varied between the three study areas. However, in each case, both before and after the introduction of the SPA, about half of the people who said that they had received at least one parking ticket at some

time, admitted that they had received one or more during the twelve months prior to being questioned.

5.3.1.2 Risks taken

In Bexley, a decreasing number of the people parking in car parks appeared inclined to risk parking illegally and those people also seemed to be limiting the duration of their illegal parking. A similar trend was observed in Westminster, but there seemed to be little difference in public attitudes towards illegal parking in Hammersmith & Fulham before and after the introduction of the SPA. The relatively large number of CPZs in Hammersmith & Fulham before the introduction of the SPA meant that most parking regulations were already being actively enforced when the transfer of enforcement responsibility took place, hence the need for little change in parking behaviour when the SPA became operational.

5.3.1.3 Perception of enforcement

The public regard for the level of enforcement in Hammersmith & Fulham also seemed to show little change. However, in Bexley, people parking in car parks thought that the parking attendants were very strict and that transgressors were now very likely to be caught. They also believed that it was becoming harder to find a legitimate parking space, since the prohibited ones were no longer an option.

In Westminster, both surveys indicated that almost all of the people parking in car parks expected their contraventions to be penalised, but since the introduction of the SPA, the perception of the likelihood of illegally parked vehicles being clamped or towed away appeared to have increased, contrary to actual practice. It also seemed that more people found parking conditions to be generally satisfactory.

5.3.2 On-street respondents

The on-street surveys tended to include higher proportions of local residents, which was not surprising because car parks tend to be located in business centres, rather than residential areas, although the proportions varied considerably between the areas. However, the respondents' main reasons for not choosing to park in car parks were common to all areas viz. that there was no car park near enough and they were only parking for a short time anyway.

5.3.2.1 Penalties received

In Bexley, of the roadside parkers who had ever received a parking penalty, considerably fewer said that they had done so during the previous twelve months, compared with people parking in the Bexley car parks.

However, in Hammersmith & Fulham and in Westminster, rather more people parking at the roadside than in car parks, admitted to having received parking penalties during the twelve months prior to being questioned.

5.3.2.2 Risks taken

The increasing reluctance to risk parking illegally, observed among car park respondents in Bexley, was also true of those parking at the roadside. In Westminster too, there seemed to be generally less inclination, among roadside parkers, to take risks. While their questionnaire responses indicated a slightly lessened respect for Double Yellow Lines, this impression was not supported by the records of observed parking activity, which indicated that people did, in fact, take care not to be caught contravening the regulations.

Like car park respondents, those parking on-street in Hammersmith & Fulham expressed little change in attitudes to risk-taking before and after the introduction of the SPA, a consequence, as stated above, of the level and type of enforcement in place at the time of the transfer of responsibility.

5.3.2.3 Perception of enforcement

In Bexley, people parking on-street, as in the car parks, showed a heightened perception of the likelihood of their receiving penalties for illegal parking, but an increased number also expected warnings, rather than Penalty Notices, from attendants, indicating that the attendants were adopting a flexible approach. Nevertheless, a substantial number of people in Bexley thought it was becoming harder to find parking spaces and that the attendants were very strict.

There was little evidence of change in public attitudes towards enforcement since the introduction of the SPA in Hammersmith & Fulham.

In Westminster, there appeared to be a strong belief in the likelihood of contraventions being detected and in the strictness of attendants, but it also seemed that the public tended to be more vociferous and opinionated on parking conditions in Westminster, both in positive and negative terms. This may have resulted to some extent from the argument surrounding quota based enforcement which received widespread comment in the press. The process of introducing the SPA may also have focused public attention on the issue of parking and caused people to consider it to an extent that they might not have done previously.

6 Enforcement statistics

None of the statistics available will bear a detailed scrutiny because there were many changes during the period of study, some of them inevitably following the transfer of enforcement responsibility, both in the types of control being exercised and the details of the regulations and in the level of enforcement activity and its stringency. Furthermore, some data are not available for reasons of technical difficulty during the establishment of local systems. However, it is possible to perceive trends and tendencies indicative of the progress of the SPAs during their first year of operation.

6.1 Charge and Penalty Notices issued

Before the introduction of the Special Parking Areas, the Metropolitan Police Service deployed traffic wardens and (to a limited extent) police officers to issue Fixed Penalty Notices, while the local authority parking attendants were responsible for the issue of Excess Charge Notices and some Notices of Intended Prosecution. After the transfer of responsibility for enforcement, parking attendants issued Penalty Charge Notices.

In all three areas studied, the number of Notices issued in the year immediately following the introduction of the SPA was greater than in the year preceding it. The increase in Westminster was small, approximately 4%, while in Hammersmith & Fulham 28% more Notices were issued. In Bexley, almost four times as many Notices were issued in the year following the introduction of the SPA on July 4th 1994. Possible reasons for the increases are:

- i) Changes and extensions to existing CPZs, resulting in increases in the lengths of yellow lines and parking bays patrolled by attendants and potentially more parking acts which do not comply with the regulations.
- ii) The deployment of larger numbers of parking attendants in order to cater for the changes to CPZs mentioned above and to enable more effective enforcement of regulations already in place, the Metropolitan Police having had inadequate resources to deal with the level of non-compliance that existed prior to the transfer of responsibility.

Except in the case of Hammersmith & Fulham, it has not been possible to relate changes in the number of Notices issued to numbers of wardens/attendants deployed and lengths of restricted kerbside, because the required information from the Metropolitan Police was unavailable. In both Bexley and Westminster, however, ticket issues in the first year of operation of the SPA were in line with estimates made by the Councils prior to the assumption of responsibility for enforcement.

Although the anticipated issue of PCNs in the first year of the Hammersmith & Fulham SPA was not realised, the actual figure was nevertheless 28% higher than in the year preceding it. There was, however, a 59% increase in the total length of yellow lines and parking bays patrolled by attendants and a 41% increase in the number of parking attendant hours worked per month. In spite of the reduction in the number of ticketable parking acts resulting from changes to the ticket issuing software used in Hammersmith & Fulham, it would appear that there was an improvement in compliance with the regulations following the introduction of the Special Parking Area.

6.2 Collection of Penalty Charge Notice payments

Details of the disposal of PCNs issued during the first year in each SPA are given in Figure 5. Clearly, a considerable number were still unresolved at the end of the year and had therefore not yielded any income. For example, in Hammersmith & Fulham, where approximately 78,500 PCNs were issued in the first year, the 17% unresolved

represents over 13,000 PCNs worth more than £500,000 of penalty income.

The number of appeals submitted to the adjudicator during the first year of each SPA was lower than would be expected in subsequent years, especially in Westminster where processing problems had extended the anticipated time for getting the new system up and running. A total of 560 appeals from Hammersmith & Fulham, 270 from Bexley and 635 from Westminster, were submitted; the outcome of these appeals is shown in Figure 6.

Of the appeals withdrawn or not contested by the Council, the majority were because of late evidence that the vehicle was not owned by the appellant at the time of the offence. A proportion of the appeals which proceeded and were decided in favour of the motorist were accepted by the adjudicator because the motorist was able to demonstrate that at the time of the offence he or she was not the keeper of the vehicle. The delays to the appeal process caused by Westminster's processing difficulties probably resulted in those cases where keeper details were in question being written off before submission, thereby reducing the proportion of appeals accepted.

7 Discussion

Parking control is a technique that is increasingly used for the management of traffic in town and city centres. Controlled Parking Zones (CPZs) are one way of regulating traffic in urban areas sometimes as part of an Integrated Transport Strategy (ITS). To achieve compliance with any parking regulations they must be enforced effectively and efficiently and be open to scrutiny by those who receive Penalty Notices.

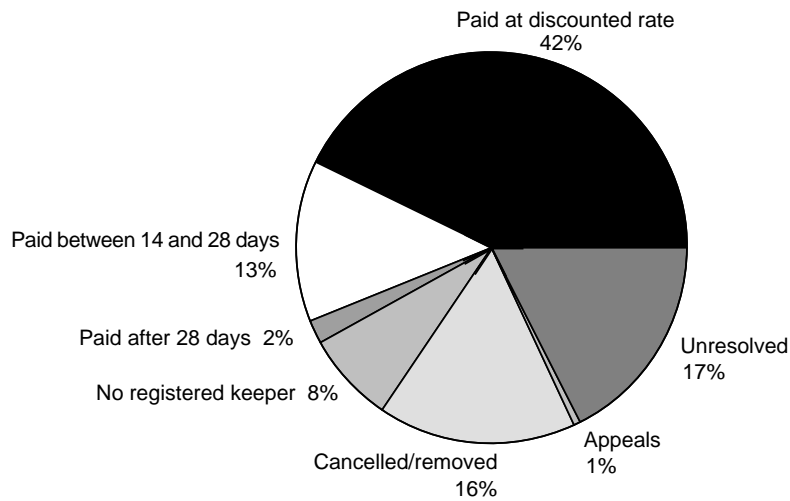
The police service has over many years experienced increasing difficulty (Audit Commission, 1992) in resourcing an appropriate level of parking enforcement. The enforcement of decriminalised parking through the introduction of SPAs was seen as the most appropriate means of dealing with the need for increased enforcement which could be more easily targeted at those areas where non-compliance is perceived to be causing problems. As a result responsibility for enforcement of parking regulations on most roads in London was transferred to the local authorities in 1993 and 1994.

Research (Kimber, 1984) has shown that any reduction in the number of illegally parked vehicles can improve traffic flows, traffic speeds and road safety, reduce car-borne atmospheric pollution as a result of less start-stop driving and reduce motorists' search times when looking for a vacant parking space. This, in turn, will contribute to the achievement of the Secretary of State for Transport's objectives of reducing road accident casualties and greenhouse gas emissions.

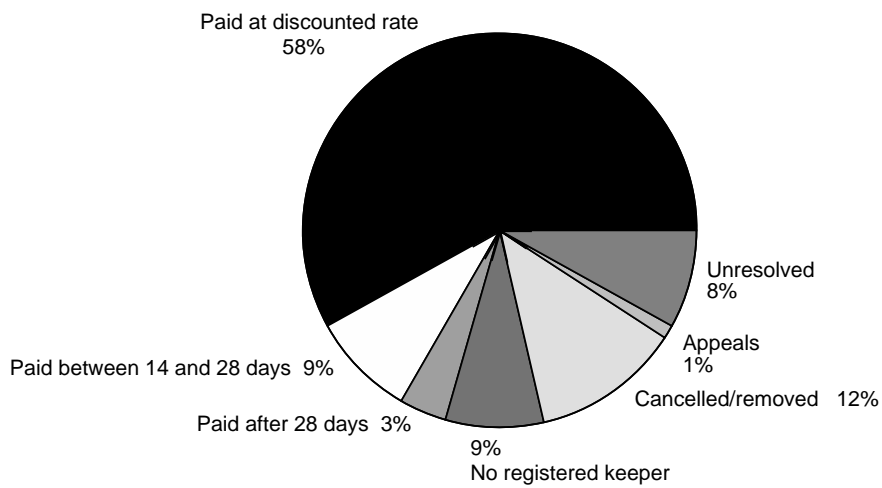
7.1 Parking activity

Following the introduction of SPAs in each of the three areas monitored the use of car parks has increased and there has been an overall improvement in compliance with parking regulations.

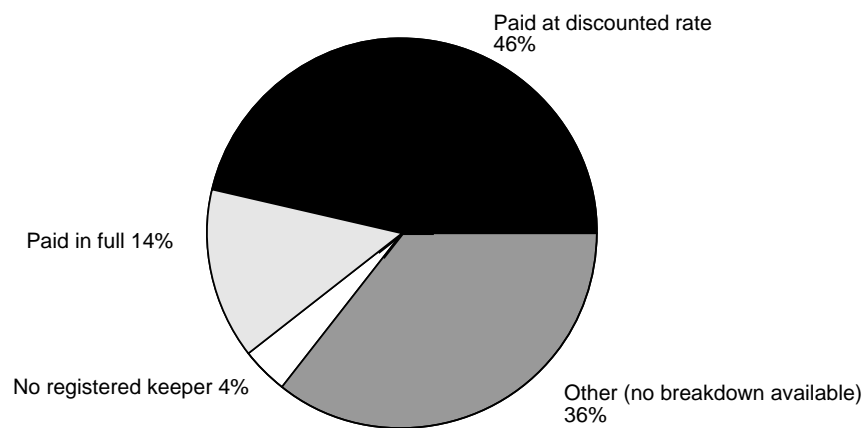
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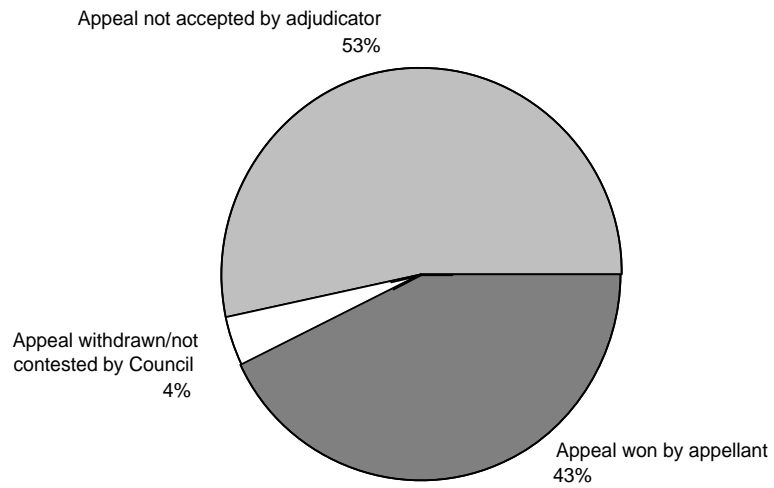


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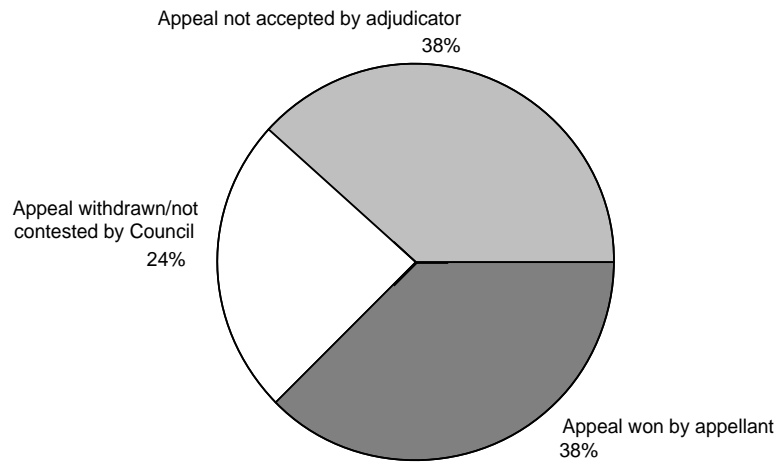


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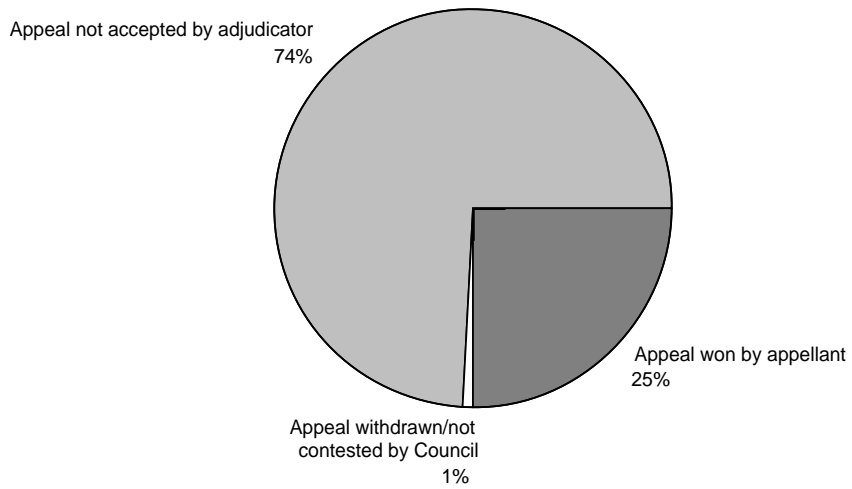
Figure 5 Disposal of PCNs issued during the first year in each SPA



HAMMERSMITH & FULHAM



BEXLEY



WESTMINSTER

Figure 6 Outcome of appeals during the first year in each SPA

park occupancy has increased at the expense of on-street parking. Rather there *is* evidence to support the premise that overall more vehicles are parking, both on and off-street, in an area and parking legally. The diversion of longer-term parkers from on to off-street parking places has released on-street spaces for shorter duration parking acts. As a result this has increased turnover in on-street parking spaces thereby enabling more vehicles to park in an area. This influx could eventually lead to the saturation of parking spaces and will require extra vigilant enforcement to ensure that non-compliance does not increase. There is some evidence from Westminster that non-compliance has already increased, for some regulations.

Any increased parking activity in permitted parking places should be beneficial to the economic vitality of the area and will almost certainly have generated more parking fee income for the local authority and other car park operators.

This study did not seek to establish the effect of increased parking activity on traffic speeds, flows or road safety.

7.2 Parking behaviour

The three SPAs that form the focus of this report are very different areas of London. The land use differs markedly, which has an obvious effect on the character and habits of people within each area and on the generation of traffic. It is therefore a little surprising, perhaps, that the surveys indicated that parking frequency in all three areas has remained constant, despite the changes in parking regulation enforcement that have occurred. However, those who park vehicles anywhere, have a reason for so doing and as long as the reason persists, they are likely to continue until the regulations and the levels of enforcement and penalties levied become intolerable. Clearly, the introduction of the SPAs has made no such unwelcome impact. In fact, it appeared that in Westminster, some people thought that parking conditions had improved during the first year of local enforcement.

The general perception of those motorists interviewed was that parking enforcement has increased as has the likelihood of receiving a Penalty Notice. Perception goes a long way in ensuring that regulations are adhered to even if, in reality, there has been little or no extra enforcement deployed.

7.3 Enforcement

In all three areas more Penalty Notices were issued following the transfer of responsibility for enforcement from the police. The police did not maintain records of the levels of traffic warden/police officer resource deployed on the enforcement of parking regulations. However, it is reasonable to presume that the level of police resource deployed was lower than that deployed by the local authorities.

There was little adverse public reaction to the change. This would indicate that the regulations have been applied sensitively, a benefit of having enforcement accountable to

locally elected representatives. The levels of appeals to the adjudication service are lower than originally anticipated - an indication that motorists have mainly accepted that the Penalty Notices issued are for legitimate reasons.

The Parking Committee for London (Parking Committee for London, 1995) has reported that in the financial year 1994/5 2.2m PCNs were issued, 33,700 clamps applied and 32,000 vehicles removed by local authority parking attendants. 4,400 appeals to the Parking Appeals Service were processed of which 53% were decided in favour of the appellant when the appeal was contested (approximately 22% were not contested). These statistics are not directly comparable with the data provided by the three boroughs monitored as not all schemes had been operating for a whole year. They do, however, provide an indication of the level of enforcement activity in London as a whole.

The Parking Committee for London (PCfL) has been able to demonstrate that it is possible to operate a Parking Appeals Service which is independent, fair, free from unnecessary formality and easily accessible. Adjudication of appeals can be undertaken six days a week and up till 8pm Monday to Friday and, within the confines of the procedures under which the adjudicators have to operate, the Service attempts and succeeds in dealing with appellants in a non confrontational manner. As the PCfL is a body formed of local authority representatives there was a risk that motorists might question its independence. The Parking Committee has gone to great lengths to overcome any misconceptions that motorists might initially have of the Service being a pseudo-local authority body. The level of acceptances of appeals by the Parking Appeals Service goes a long way in allaying any fears there might have been initially. The approach adopted by PCfL could well be used as an example by other local authorities.

7.4 Income generated

All local authorities that introduce SPAs are required to meet the cost of enforcement from penalty income supplemented if necessary with income from parking fees and other sources. In the first year of operation of the three SPAs monitored, the costs of enforcement were not covered solely by penalty income. This was predominantly because enforcement was introduced gradually and sensitively, and the process of recovering the income from a proportion of Notices administered during the first year was not complete, especially where representations and appeals resulted. In subsequent years the three local authorities expected income received per Penalty Notice issued to be higher as a result of more efficient representation processing and sustained penalty income levels throughout each year. This would be sufficient to cover *all* enforcement costs.

What cannot be ascertained is whether the increase in parking income generated by increased parking activity at council operated car parks during the first year of the SPAs' operations was sufficient to cover the extra costs of enforcement. If it was insufficient then alternative sources of funding might be needed for council services (eg parking provision, support for public transport, minor road

improvements etc) normally supported with car park income. Ultimately car parking provision, relatively small scale highway alterations and public transport provision would benefit if net penalty income exceeded enforcement costs.

Other car park operators will also have received increased income without the need to incur more than a marginal increase in costs.

Income can also be supplemented by the sale of residents' parking permits. This is a contentious issue in some areas and careful consideration needs to be given to the principle of charging for permits and the possible effects of the levels of fees selected. It did not present a problem in the three areas of London studied.

7.5 Summary

There have been some notable achievements following the transfer of responsibility. These include:

- i) increased use of car parks
- ii) an overall improvement in compliance with parking regulations
- iii) sympathetic enforcement with a "firm and fair" approach which was accepted by most motorists. The transfer of responsibility for enforcement went ahead without too much public opposition. The use of publicity programmes often involving all households and, in the early days of a SPA's introduction, those motorists contravening parking regulations, assisted the acceptance of change, as did explanations of the reasons for change and the need to tailor parking provision. A reduction in 'bad press' was also achieved through the introduction of good public relations practices
- iv) a considerate approach to representations and the informal approach adopted by the PCfL Parking Appeals Service which has been well received

A major advantage of local authority enforcement over that previously undertaken by the Police/traffic warden service has been the additional degree of accountability and adaptability. While overall compliance levels were expected to improve, the new system was equally about targeting the worst offences and persistent offenders.

With any new system it is always possible to identify ways in which some aspects could be undertaken better. One can always learn from experience; there were no precedents to the wide scale transfer of responsibility for parking enforcement. The fact that there were few problems justifies the level of expertise and time devoted by council officers and contractors to ensuring a smooth transition.

Areas where attention might usefully be addressed include:

- i) need for robust and reliable hand-held ticket issuing systems. Reliability of equipment including cabling between hand-held equipment and ticket printers was

an ongoing if diminishing problem. The non-availability of equipment can contribute to enforcement costs and ultimately affect the number of parking attendants that can be deployed to issue Penalty Notices.

- ii) need to be able to easily identify persistent offenders and apply measures which will ensure that they are actively discouraged from undertaking non-compliant parking acts anywhere in London. The Parking Committee for London gave this a high priority when considering where to deploy its resources in order to make it known that persistent offenders would not be tolerated.
- iii) the need to ensure that ticket processing difficulties do not recur. Any processing difficulties can inevitably lead to delays in receiving income. Some of the systems introduced in London did not allow sufficient time for commissioning. One would expect that operators and system suppliers have now overcome these problems.
- iv) training of sufficient numbers of staff to deal with representations from motorists claiming not to have been aware of the changes introduced.
- v) increased accuracy of vehicle keeper details held by DVLA, by ensuring that the purchaser as well as the seller of a vehicle is registered.
- vi) limitations in the RTA 1991 in dealing with certain offences (eg double parking). Most of these issues have now been addressed by the passing of legislation although the problem of liability for the illegal parking of vehicles when not in the care of the keeper is currently causing some MPs some concern. A typical example concerns some garages that park vehicles on the road outside their premises in contravention of parking regulations after they have been serviced/ repaired.
- vii) the use of quota based enforcement contracts. These have led to difficulties with over zealous parking attendants and have now been dealt with by reletting enforcement contracts based on the provision of specified levels of parking enforcement resource.

8 Conclusions

This report has presented some details of the 1991 Road Traffic Act and has described the procedures involved in the enforcement of parking regulations within Special Parking Areas in London.

Three London boroughs, Hammersmith & Fulham, Bexley, and the City of Westminster, have been the subject of detailed study. The main findings from the monitoring exercises carried out in these boroughs to determine the effects of the introduction of Special Parking Areas were as follows:

Hammersmith & Fulham

- there was a small increase in the number of vehicles parking on Single Yellow Lines but a reduction in the average parking duration of those vehicles
- there was a reduction in the percentage of vehicles parked for longer than the two hour maximum at meter bays
- there was little evidence of any change in public attitudes towards parking and its enforcement following the introduction of the SPA in Hammersmith & Fulham
- the increase of 28% in the number of Notices issued in the year following the introduction of the SPA compared with the preceding year did not match the 59% increase in the total length of yellow lines and parking bays patrolled by attendants and the 41% increase in the number of parking attendant hours per month. It has not been possible to conclude whether this indicates ineffectiveness of enforcement or better compliance with the regulations.

Bexley

- fewer vehicles parked on Double Yellow Lines with lower average parking duration
- at two hour meter bays there was a dramatic reduction in the percentage of vehicles parked for longer than the maximum permitted period
- car park use increased by 20%
- fewer motorists said they would risk parking illegally following the introduction of the SPA
- almost four times as many Notices were issued in the year following the introduction of the SPA as in the year preceding it, a result of changes and extensions to existing CPZs and the deployment of larger numbers of parking attendants.

Westminster

- there was an increase in the number of parking acts at both Single and Double Yellow Lines. Acts on Double Yellow Lines, however, were of shorter mean duration
- car park use increased by 17%
- both roadside parkers and those in car parks seemed less inclined to park illegally after the introduction of the SPA
- there was a 4% increase in the number of Notices issued.

The three boroughs studied, in common with the majority of the other London boroughs, have experienced significant difficulties in the process of assuming their new responsibilities. The initial cost of setting up a Special Parking Area has been found to be considerable, and in the first year of operation, penalty income was generally insufficient to cover the costs of enforcing the regulations and had to be supplemented with income from on and off-street parking fees within the CPZs. Other problems discussed in this report include the possibility of confusing information being given to motorists as a result of signing regulations issued by DoT, difficulties with 'drive-aways',

the accuracy of DVLA data, and the development of Notice processing systems.

All three boroughs, however, are of the opinion that the introduction of their Special Parking Areas has been successful. This has been demonstrated by improved compliance with parking regulations, good feedback from the public, and a fairly low level of appeals to the Parking Appeals Service. This trend seems to be typical of London as a whole.

9 Acknowledgements

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Appendix A: Results for Hammersmith & Fulham

A1 On-street parking activity

A1.1 Survey method

On-street parking activity was monitored during both the 'Before' and 'After' survey periods.

Parking activity data was collected continuously between 0800hrs and 1830hrs using the **PARC** suite of software (Binning & Smith, 1991). A total of 15 sites were surveyed in 1993, each site consisting of between 23 and 48 parking spaces or 'bays'. Three sites surveyed in 1993 were not monitored in 1994 because of changes in the physical lay-out of the site and the parking regulations in force. Table A1 lists the number of spaces monitored for each parking regulation - it includes only the sites monitored in both 1993 and 1994 and from which there was sufficient data for a meaningful analysis.

Table A1 Number of parking spaces monitored

Parking regulation	Number of spaces	
	1993	1994
Single Yellow Line	217	220
Shared Pay & Display/Resident	31	39
Residents only	28	29
Meters	39	23

N.B. Meter bays in Colet Gardens became Shared Pay & Display/Residents bays by the time of the 'after' survey in 1994.

A1.2 Results

Because of the reduction in the number of sites and hence spaces monitored in the 'after' survey, it has been necessary to eliminate some of the 'before' survey data so that results are matched as closely as possible. Results are shown in the following sections for each type of restriction.

A1.2.1 Single Yellow Line regulations

Activity on Single Yellow Lines was monitored at all sites, between 0800hrs and 1830hrs, the period for which regulations were in force. Table A2 lists the results obtained from both surveys. (N.B. In all parking activity

Table A2 Activity on Single Yellow Lines

	1993	1994
Number of Acts/Bay	4.8	5.0
Average Duration	24 min.	18 min.
Bay Occupancy	20%	15%
Turnover/Bay	0.47vbh*	0.48vbh*
% of acts 5 minutes or less	35.9%	48.8%
% of acts with loading/unloading	14%	12%
% of acts illegal	80%	77%

* vbh: vehicles entering bay per hour

tables i.e. tables A2 to A5, parking acts/bay are daily figures for the monitoring period).

Whilst the number of acts and the turnover per 'bay' has increased slightly between the two surveys the average time spent by vehicles parked on Single Yellow Lines has decreased. Consequently, time parked per bay (number of acts/bay multiplied by average duration) has decreased by 22%. The proportion of acts assessed as illegal by the PARC software decreased from 80% to 77%. The PCN issuing software provided by Compex Ltd is designed so that a parking attendant is not able to issue a PCN for a parking contravention on a yellow line until five minutes has elapsed - this is to allow time for the attendant to ascertain whether loading or unloading is occurring. A higher proportion of acts in 1994 had durations of 5 minutes or less. Excluding these short duration acts from the total, the number of acts per bay longer than 5 minutes has decreased from 3.1 in 1993 to 2.6 in 1994. (Prior to the introduction of the SPA, the period of grace allowed before a ticket was issued was "at the warden's discretion". The average period allowed under those circumstances is not known).

A1.2.2 Double Yellow Line regulations

All Double Yellow Line 'bays' included in the 'before' survey were at the three sites which were not monitored at the time of the 'after' survey (see section A1.1). No analysis has been carried out for this regulation.

A1.2.3 Shared pay & display/residents parking bays

There are a number of bays within the borough which are shared between permit holders (residents) and non-permit holders who are required to pay to park. There is a maximum permitted parking period (either 8 or 10 hours) which commences immediately following payment of the parking fee. Table A3 details the results of the data collected.

At 8 hour parking bays, the proportion of parking acts made by non-permit holders has decreased from 46% to 39%; but of these, a larger proportion in 1994 than in 1993 either did not pay at all or stayed longer than the time paid for. Turnover increased slightly, while occupancy remained about the same.

At 10 hour parking bays, non-permit holders made a greater proportion of total acts in 1994 than in 1993, and the percentage of acts by these non-permit holders which were non-compliant decreased from 50% to 32%. Numbers in these categories, however, were small, and the results for 10 hour parking bays should therefore be viewed with caution.

Table A3 suggests that almost all non-residents who park in shared residents/8 hour paid parking bays commit a contravention (93% and 98%). It is understood that the Council attach a higher priority to enforcing regulations in other parts of the Borough.

Table A3 Parking activity at pay & display/residents bays

	<i>8hr max.stay</i>		<i>10hr max.stay</i>	
	1993	1994	1993	1994
Number of Non-Residents Parking Acts/Bay	2.4	2.3	2.9	2.9
Average parking duration	214 min.	242 min.	171 min.	175 min.
Non-permit parking acts/bay as a percentage of all acts/bay	46%	39%	76%	79%
Percentage of non-permit holders unpaid or overstaying	93%	98%	50%	32%
Bay Occupancy	83%	85%	82%	80%
Turnover/Bay	0.17vbh	0.21vbh	0.22vbh	0.28vbh

A1.2.4 Residents only bays

The parking activity of all vehicles and those belonging to non-permit holders in 'residents only' bays is presented in Table A4. Overall about a quarter of the vehicles parked in the bays were non-permit holders.

Table A4 Parking activity in residents only bays

	<i>All vehicles</i>		<i>Non-permit holders</i>	
	1993*	1994	1993*	1994
Number of Parking Acts/Bay	2.6	2.2	0.6	0.6
Average Parking Duration	160 min.	184 min.	103 min.	93 min.
Bay Occupancy	66%	63%	11%	9%
Turnover/Bay	0.17vbh	0.21vbh	0.06vbh	0.06vbh

* based on one day's data only

This table indicates that the time parked per bay by non-permit holders has decreased by approximately 10% overall (parking acts/bay has remained the same but average duration has decreased). Contraventions at residents' bays are relatively difficult to detect because of the low turnover of non-permit holders (There is likely to be one non-permit holder parking in a sequence of 16 bays per hour). As mentioned above, the Council attach a higher priority to enforcing regulations elsewhere in the Borough.

A1.2.5 Meter bays

Parking activity at two hour meter bays on the two sites where meters were unchanged between 1993 and 1994 is shown in Table A5.

Table A5 Parking activity at meters

	1993	1994
Number of Parking Acts/Bay	8.2	8.4
Average Parking Duration	46 min.	44 min.
Percentage of acts > 2 hours	7.2%	6%
Bay Occupancy	61%	59%
Turnover/Bay	0.78vbh	0.8vbh

There has been a reduction in the percentage of vehicles parked for longer than the two hour maximum permitted. In addition, occupancy has decreased slightly and turnover is therefore marginally higher.

A2 Off-street parking activity

Two car-parks, King's Mall and Concorde Centre were selected for a survey of off-street parking duration and occupancy. The arrival and departure times of all vehicles using the car parks between 0800hrs and 1830hrs on each of three days were recorded. Total numbers of vehicles and average parking durations are shown in Table A6.

Table A6 Average parking durations in two car parks

<i>Car park</i>	<i>Day of week</i>	<i>Total vehicles</i>		<i>Mean park. duration</i>	
		1993	1994	1993	1994
King's Mall	Wednesday	860	960	3h 57m	3h 9m*
	Thursday	868	824	3h 12m	3h 12m*
	Saturday	1210	1598	1h 43m	1h 45m
Concorde Centre	Monday	538		3h 50m	
	Wednesday		346		2h 55m*
	Thursday	400	326	3h 6m	3h 9m*
	Saturday	454	476	1h 58m	1h 51m

* denotes a day when there was a rail strike.

There were rail strikes on both weekdays in 1994 when monitoring of car park occupancy was undertaken. This may have affected the occupancy of the car parks. The only meaningful comparison therefore is for Saturday when, as far as could be determined, major trip generators were the same in both years. Average parking durations are similar for the two years but it would appear that more vehicles were parking in both car parks in 1994 than in 1993; there was an increase of 32% in the number of vehicles parking in King's Mall. The increase in Concorde Centre was too small to be of any statistical significance. An analysis of a year's income before and after the introduction of the SPA would provide more meaningful results. However this information is commercially sensitive and unlikely to be made available by the car park owner/management.

A3 Parking behaviour**A3.1 Survey design**

The 'before' questionnaire survey of parking behaviour took place in September 1993, and the 'after' survey exactly a year later, in September 1994. The design was similar for the two surveys. The majority of interviews

were conducted at the road-side at meter bays, unrestricted kerbside, resident's only bays, shared use Pay and Display/ residents bays and yellow lines. However, the introduction of a Special Parking Area with enhanced enforcement could encourage a transfer in parking from on-street to off-street, or vice versa. To examine this possibility, the survey design specified that approximately 15% of interviews would be carried out in car parks in Hammersmith & Fulham.

The timing of interviews was organised to get a spread of interviews across the working day, at times between 0800hrs and 1800hrs. Drivers of parked cars and vans were asked questions about the purpose and timing of their parking act, their views on parking conditions in Hammersmith & Fulham, and their attitudes to illegal parking and the likely penalties. After the interview, or if the interview was refused, observations were recorded about each respondent and the relevant parking situation.

A3.2 Results

A total of 1,687 motorists were approached in 1993 and 1,741 in 1994. A 10% refusal rate overall left 1,500 'before' survey questionnaires and 1,582 'after' survey questionnaires for analysis.

As stated above, a proportion of interviews were conducted in car parks. Car park and on-street questionnaires have been analysed as two separate groups.

A3.2.1 Car park respondents

Sex distribution was similar for the two years; overall, 61% of respondents were male and 39% female. A slightly higher percentage of interviewees in the 'after' survey were aged 65 and over and a smaller percentage under 25.

Twenty-one percent of car-park respondents in 1993 and 23% in 1994 said they lived in Hammersmith & Fulham. Of these, only 6% in 1993 but 31% in 1994 had resident's parking permits (There has been an increase in the number of CPZs between the two surveys).

Journey purpose for respondents in car parks was similar for the two years:

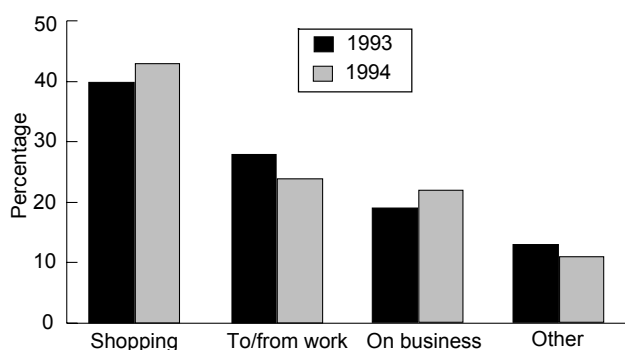


Figure A1 Journey purpose - car park respondents

Frequency of parking in the area was also similar for the two years, 42% overall parking daily, and 23% at least once a week. Eighty-two percent in 1994 compared with 71% in 1993 were able to park in a car park within 5 minutes walk of their destination. Average anticipated

parking duration was 4hr 3min in 1993 and 3hr 59min in 1994.

Principal reasons for not parking on-street are presented below (Table A7):

Table A7 Reasons for not parking on-street

	% of respondents	
	1993	1994
Not enough parking spaces at the roadside	27	23
I have a season ticket for a car park	13	13
Too expensive to park at the roadside	4	8
Easier/more convenient in car park	16	20
Wardens/towing etc	10	8
Roadside parking not for long enough periods	7	3
Safer here	11	5

A3.2.1.1 Penalties/fines received

Sixty-seven percent of those interviewed in car parks in 1993 and 66% in 1994 had received a parking penalty or fine at some time in the past. Approximately half of these had incurred penalties/fines during the 12 months preceding their interview.

A3.2.1.2 Risks taken

All respondents were asked how long they would risk parking on Single Yellow Lines, Double Yellow Lines and at the roadside after any time limit had expired. The percentages who would take such risks with the mean lengths of stay where specified, are shown in Table A8.

For Double Yellow Lines and time limited roadside, more people in 1994 would take the risk of parking but the mean length of stay, where specified, was shorter. The opposite was true for Single Yellow Lines. These differences were not statistically significant.

A3.2.1.3 Perception of enforcement

Interviewees were asked a series of questions about the penalties they thought they would incur by committing various illegal parking acts.

Results were very similar for the two years. However, fewer motorists overall in 1994 than in 1993 thought that clamping or a fine was the likely penalty for an illegal parking act detected by an attendant, while more thought they could be issued with a Notice or towed away. (It is important to note that these were volunteered responses - to many people the issue of a Notice is synonymous with payment of a fine, so the terms 'Notice' and 'fine' are to some extent interchangeable). The questions related to Hammersmith & Fulham where there is no clamping - the small percentage who thought that clamping was a likely penalty may have misunderstood the question. Indeed many respondents may have given answers related to their general experience rather than their experience in Hammersmith & Fulham particularly.

A3.2.1.4 Comments

Drivers interviewed in car parks were asked whether they had any comments to make about parking in Hammersmith & Fulham. Principal responses are shown in Table A9.

Table A8 Percentages of risk-takers - car park respondents

Would risk parking	1993				Mean stay (mins)	1994				Mean stay (mins)
	Percent			Mean stay (mins)		Percent			Mean stay (mins)	
	≤5 mins	6-10 mins	>10 mins			≤5 mins	6-10 mins	>10 mins		
On Single Yellow Lines	19	5	10	12.8	14	9	8	13.9		
On Double Yellow Lines	5	1	1	5.4	7	1	1	3.5		
At roadside after time limit expired	8	6	17	20.9	10	12	11	16.0		

Table A9 Comments - car park respondents

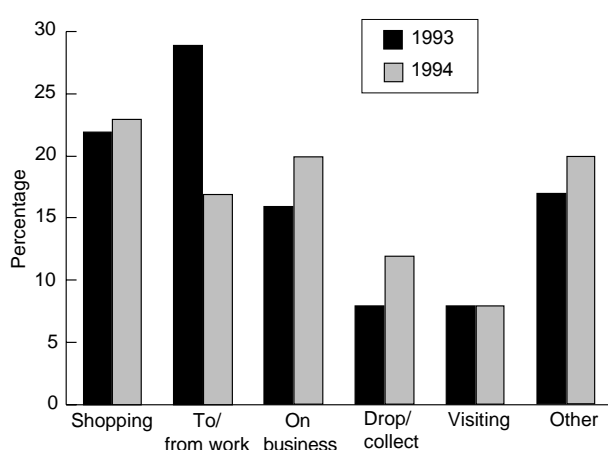
	% of respondents	
	1993	1994
Good/OK/No problems	32	31
Difficult/diabolical	13	7
Need more spaces/car parks	10	10
Expensive	4	4
No comment	22	27

A smaller percentage of motorists in 1994 commented that it was difficult to park. The difference however is not statistically significant.

A3.2.2 On-street respondents

Questionnaires analysed totalled 1,252 for 1993 and 1,338 for 1994. Sixty-eight per cent of respondents in each year were male. Age distribution was similar for the two years.

Forty-seven per cent of on-street respondents in 1993 and 45 per cent in 1994 said that they lived in Hammersmith and Fulham. Of these, 38% in 1993 and a larger proportion, 53%, in 1994 had residents' parking permits. The distribution of journey purpose for on-street respondents is shown in Figure A2.

**Figure A2 Journey purpose - on-street respondents**

There was an increase in the proportion of respondents shopping, on business and dropping/collecting passengers (journey purposes requiring shorter duration parking acts) and a decrease in the proportion who were on their way to or from work. This difference between 1993 and 1994 was statistically significant at the 5% level. The same trend

was detected when data was analysed separately for residents and non-residents.

Motorists interviewed in 1993 included those parking for long periods without payment in unrestricted areas. These motorists would have been displaced by the introduction of new CPZs, hence the reduction in the percentage of parking motorists going to or from work.

Frequency of parking in the area was similar for the two years, approximately one half parking daily, and a further quarter at least once a week. Ninety three percent in 1994 compared with 89% in 1993 were able to park on street within 5 minutes walk of their destination. Average anticipated parking duration was 2hr 24min in 1993 and 1hr 40min in 1994, the reduction reflecting the change in distribution of journey purpose mentioned above.

Principal reasons for not parking in a car park were as follows (Table A10):

Table A10 Reasons for not parking in a car park

	% of respondents	
	1993	1994
No car park near enough	33	21
I have a resident's permit	19	17
Too expensive	10	8
Easier/ more convenient on-street	3	19
Only parking for a short time	16	13
Don't know where car parks are	12	12

Substantially more motorists consider it easier to park on street following the introduction of the SPA. The ease of parking on-street precludes the need to look for a car park and there has therefore been a reduction in the proportion of respondents complaining that there is no car park near enough (there has been no actual change in off-street parking provision).

A3.2.2.1 Penalties/fines received

Seventy percent of those interviewed on-street in 1993 and 68% in 1994 had received a parking penalty or fine at some time in the past. Approximately two-thirds of these had received penalties/fines during the 12 months preceding their interview.

A3.2.2.2 Risks taken

All respondents were asked how long they would risk parking on Single Yellow Lines, Double Yellow Lines and at the roadside after any time limit had expired. The percentages who would take such risks with the mean lengths of stay where specified, were as follows (Table A11):

Table A11 Percentages of risk-takers - On-street respondents

	1993				1994			
	Percent			Mean stay (mins)	Percent			Mean stay (mins)
	≤5 mins	6-10 mins	>10 mins		≤5 mins	6-10 mins	>10 mins	
<i>Would risk parking</i>								
On Single Yellow Lines	24	11	11	12.2	26	9	9	12.4
On Double Yellow Lines	9	2	1	6.4	10	1	1	7.5
At roadside after time limit expired	14	11	11	17.7	14	12	13	15.1

For time-expired roadside, slightly more people in 1994 would take the risk of parking but the mean length of stay, where specified, was shorter. The opposite was true for Single Yellow Lines. Approximately the same proportion would risk parking on Double Yellow Lines but for slightly longer. Differences were not statistically significant.

A3.2.2.3 Perception of enforcement

Interviewees were asked a series of questions about the penalties they thought they would incur by committing various non-compliant parking acts.

As for car park respondents, results were very similar for the two years. There is a slight indication however that motorists parked on-street perceived more chance in 1994 than in 1993 of being issued with a Notice for an illegal act detected by a parking attendant. Slightly fewer respondents, overall, thought that towing away was a likely penalty.

A3.2.2.4 Comments

Drivers interviewed on-street were asked whether they had any comments to make about parking in Hammersmith and

Table A12 Comments - on-street respondents

	% of respondents	
	1993	1994
Good/OK/No problems	26	18
Difficult/diabolical	14	16
Need more spaces/car parks	8	7
Expensive	2	5
No comment	17	17

Fulham. Principal responses were as follows (Table A12):

Overall there would appear to be little change in the perception of on-street parking conditions by respondents on-street although a smaller proportion in 1994 than in 1993 were satisfied with parking conditions generally.

A4 Enforcement statistics

A4.1 Comparison of numbers of FPNs/ECNs/PCNs issued

Prior to the introduction of the Special Parking Area the Metropolitan Police Service deployed traffic wardens and (to a limited extent) police officers to issue FPNs whilst

the London Borough of Hammersmith & Fulham parking attendants were responsible for the issue of ECNs. Following introduction of the SPA parking attendants issued PCNs. Figure A3 shows the number of Notices of each of the above three categories issued during the survey period. The Borough estimates that approximately 25,000 ECNs were issued throughout the borough during the year preceding the introduction of the SPA. This estimated number of ECN issues has been distributed evenly throughout the year for the ensuing analysis.

Figure A3 shows that the number of Notices issued in 1993/1994 was 28% more than in 1992/1993. This change cannot be attributed wholly to decriminalised parking enforcement as a number of CPZs have been introduced since October 1993. The lengths of yellow lines and parking bays patrolled by attendants increased from 45.7 km and 46.7 km respectively in October 1993 to 72.5 km and 74.0 km respectively in October 1994 (59% increase overall). The number of parking attendant hours per month, however, rose from 2900 in October 1993 to 4100 in October 1994, an increase of only 41%. The number of PCNs issued per parking attendant hour has been calculated. This fluctuated over the year following introduction of the SPA but the issue rate in October 1994, 1.82, was 7% lower than in November 1993, 1.95. (Number of PCNs issued in October 1993 not available).

If the level of non-compliance had remained the same or increased, one would expect the number of PCNs issued to have increased by at least the same proportion as the number of parking attendant hours. It is estimated that in 1990/91, a total of approximately 81,000 Notices were issued. This means that the total of 61,300 for October 1992 to September 1993 (the year immediately before the introduction of the SPA) represents a considerable reduction in Notice issue. The post-SPA figure of 78,500 for November 1993 to October 1994 is less than that for two years previously in spite of the considerable increase in CPZ area. Changes to the Notice issuing software (see Section A1.2.1 - Results for Single Yellow Lines) will have reduced the number of parking acts liable to penalty but may have contributed to the reduction in average duration of acts on yellow lines.

All of the above suggests that there has been an improvement in compliance with the regulations, following the introduction of the Special Parking Area.

A4.2 Collection of PCN charges

Having issued up to 7,800 PCNs in a month (June 1994) the traffic authority then has to maximise the number of

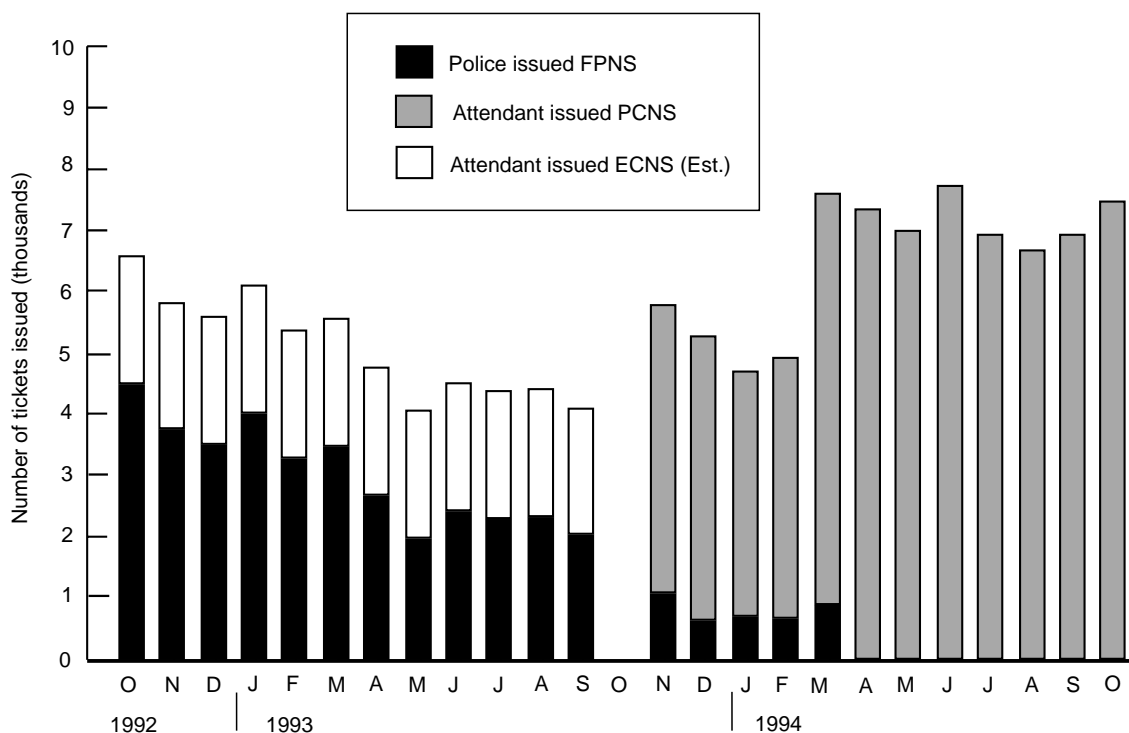


Figure A3 Number of Notices issued

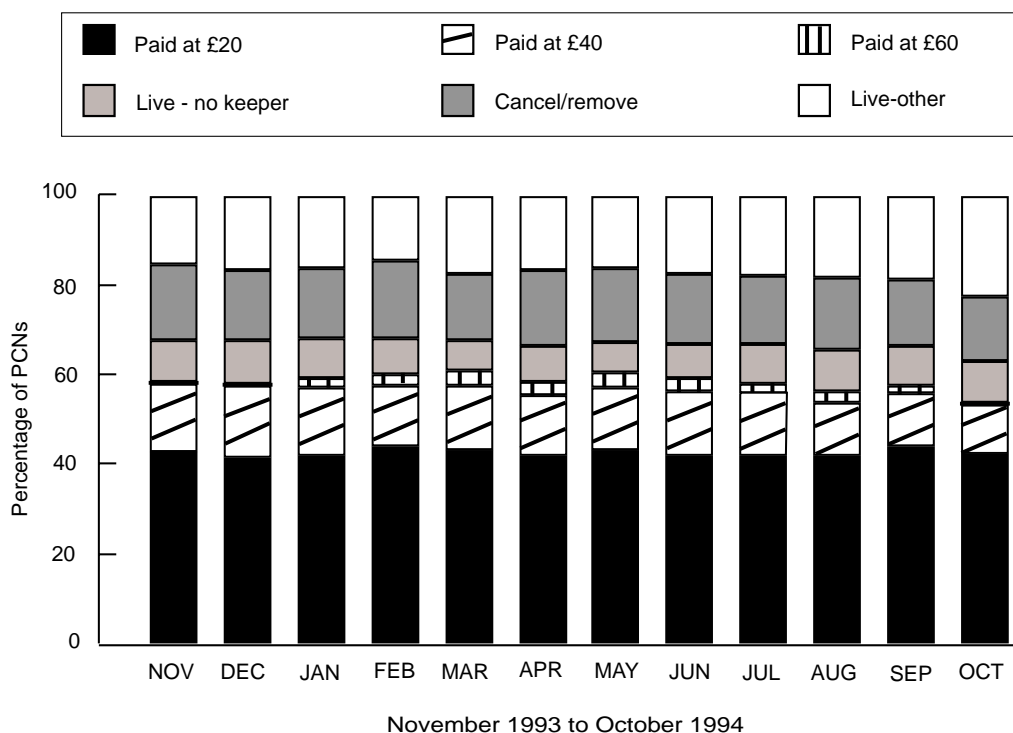


Figure A4 PCN income

Notices processed to a conclusion. Figure A4 details for each month of issue the percentage of Notices for which (i) payment (in each charge band) was received and (ii) the PCN is still defined as 'live'.

On average, 42% of Penalty Charge Notices attracted a 50% discount because payment was made within 14 days of their receipt. A further 13% were paid at £40. Eight per cent of PCNs (6,286 PCNs) issued did not have a registered keeper associated with the vehicle registration.

Thirty two per cent of PCNs issued still had payment outstanding, some of the earlier issued PCNs having payment outstanding for seventeen months (May 1995).

During the first year of the SPA's operation 560 appeals were submitted to the adjudicator. Table A13 lists the outcome of these appeals.

The majority of appeals decided in favour of the motorist concerned their ability to demonstrate that at the time of the offence DVLA records indicated that they were

Table A13 Outcome of appeals submitted to adjudicator

	No.	%
Appeal not accepted by adjudicator	295	52.7
Withdrawn by council before hearing	23	4.1
Appeal accepted by adjudicator <i>of which</i>	242	43.2
accepted because keeper details wrong	143	25.5
accepted on other grounds	99	17.7
Total	560	100

not the keeper of the vehicle. Following receipt of such information the council accepted that 23 appeals need not be considered by the adjudicator. Overall, more than half of the appeals forwarded to the adjudicator were decided in favour of the borough.

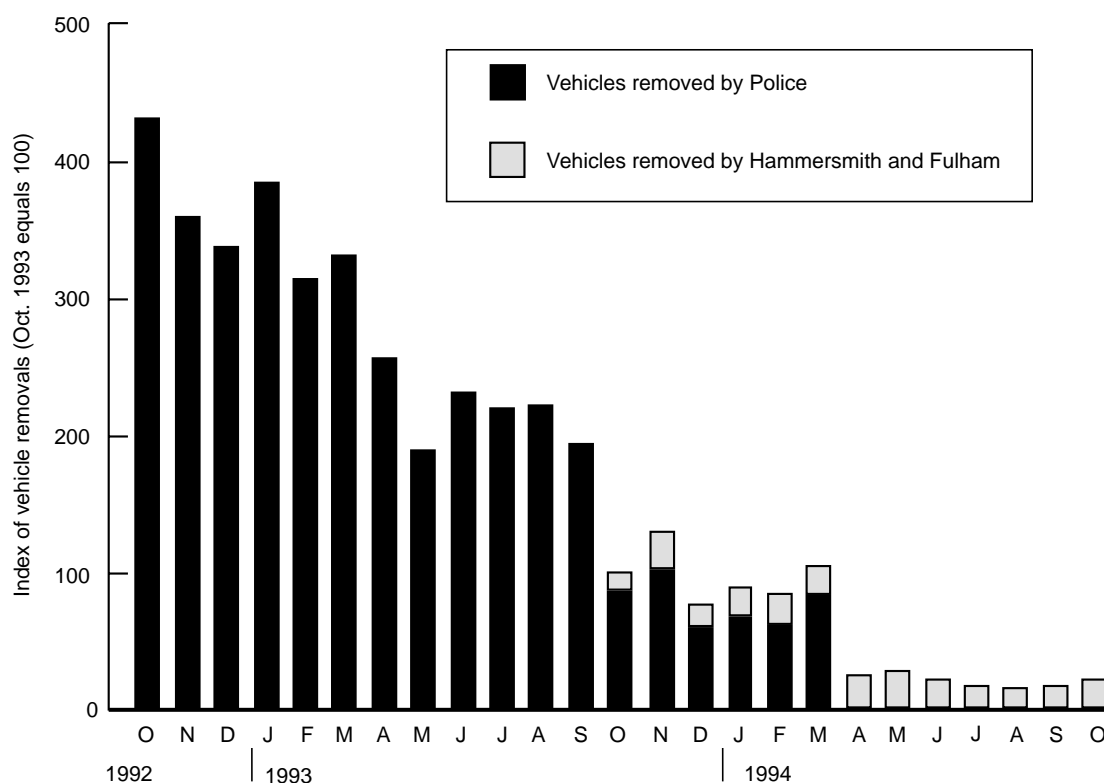
A4.3 Vehicle removals

Data on the number of vehicles removed per month has been collected for the two year period commencing one

year before the introduction of the SPA (October 1992 to October 1994). The Metropolitan Police Service was responsible for vehicle removals during the first year of the study and the traffic authority was responsible for most vehicle removals during the second year¹. Figure A5 displays the monthly data on vehicle removals. The data has been displayed as an index based on the number of removals undertaken in October 1993.

The number of vehicles removed by London Borough of Hammersmith & Fulham was considerably less than those removed by the Metropolitan Police despite a decreasing level of removals during the Police Service's final year of responsibility. During its first year of responsibility for vehicle removals the London Borough of Hammersmith & Fulham removed about one-fifth of the number of vehicles previously removed by the police.

¹ The Metropolitan Police Service is empowered to remove any vehicle that is causing an obstruction.

**Figure A5 Vehicle removals**

Appendix B: Results for Bexley

B1 On-street parking activity

B1.1 Survey method

On-street parking activity was monitored during both the 'Before' and 'After' survey periods.

Parking activity data was collected continuously between 0800hrs and 1830hrs using the **PARC** suite of software (Binning & Smith, 1991). A total of 10 sites were surveyed in 1994 and 1995, each site consisting of between 18 and 43 parking spaces or 'bays'. There were some minor changes to a few of the sites between the before and after surveys. Table B1 lists the number of spaces monitored for each parking regulation.

Table B1 Number of parking spaces monitored

Parking regulation	Number of spaces	
	1994	1995
Single Yellow Line	100	134
Double Yellow Line	86	28
Pay & Display	-	19
Residents permits	24	25
Meters (2 hours)	21	25
Meters (4 hours)	19	-
Dashed yellow lines	28	47

B1.2 Results

Because of the site changes mentioned above a small amount of the 'before' survey data has been eliminated so that results are matched as closely as possible. Results are shown in the following sections for each type of restriction.

B1.2.1 Single Yellow Line regulations

Activity on Single Yellow Lines was monitored at all ten sites in 1994 and nine sites in 1995. Table B2 compares the results obtained from both surveys for the sites which had not changed in the intervening period. (N.B. In all parking activity tables i.e. tables B2 to B6, parking acts/bay are daily figures for the monitoring period).

Table B2 Activity on Single Yellow Lines

	1994	1995
Number of Acts/Bay	10.0	8.7
Average Duration	6.66 min.	7.83 min.
Bay Occupancy	10.7%	10.8%
Turnover/Bay	0.95vbh*	0.83vbh
% of acts 5 minutes or less	61%	60%
% of acts longer than 20 minutes	6%	6%

* vbh: vehicles entering bay per hour

There has been a reduction in the number of vehicles parking on Single Yellow Lines but a slight increase in the average duration of stay of those vehicles and therefore no change in occupancy.

B1.2.2 Double Yellow Line regulations

One site, where Double Yellow Line 'bays' had been replaced by Single Yellow Line and meters, has been omitted from this analysis. Table B3 therefore compares before and after results for just one site, Sidcup High Street.

There has been a reduction in activity on Double Yellow Lines with fewer vehicles parking, on average, for less time. This has resulted in a lower overall occupancy at Double Yellow Lines.

Table B3 Activity on Double Yellow Lines

	1994	1995
Number of Acts/Bay	11.8	10.3
Average Duration	6.05 min.	5.25 min.
Bay Occupancy	11.3%	8.6%
Turnover/Bay	1.12vbh	0.98vbh
% of acts 5 minutes or less	61%	69%
% of acts longer than 20 minutes	5%	3%

B1.2.3 Residents permit bays

The parking activity of all vehicles and those belonging to non-permit holders in 'residents' permit' bays is presented in Table B4.

Table B4 Parking activity in residents' permit bays

	All vehicles		Non-permit holders and invalid permits	
	1994	1995	1994	1995
Number of Parking Acts/Bay	2.4	1.8	0.4	0.4
Average Parking Duration	139 min.	165 min.	22 min.	74 min.
Bay Occupancy	53%	48%	1.4%	4.7%
Turnover/Bay	0.23vbh	0.14vbh	0.04vbh	0.04vbh

The average parking duration of non-permit holders has increased three-fold although the occupancy following decriminalisation is still under 5% - a low level which may be difficult to deter through the issue of PCNs.

There was no change in the residents' permit scheme between the 'before' and 'after' surveys. It can be deduced from Table B4 that the number of parking acts by residents permit holders in the surveyed residents permit bays decreased in 1995 compared with 1994. Average parking duration, however, increased. It is not clear why this has happened. It can only be concluded that the sample of 25 residents' permit bays surveyed over two days in each year was insufficient to produce meaningful results.

B1.2.4 Two hour meter bays

Parking activity was monitored at two hour meter bays at two sites in 1994 and three in 1995 (see Table B5).

There has been a dramatic reduction in the percentage of

Table B5 Parking activity at meters

	1994	1995
Number of Parking Acts/Bay	7.5	11.2
Average Parking Duration	36 min.	33 min.
Percentage of acts > 2 hours	16.1%	2.1%
Bay Occupancy	43.4%	59%
Turnover/Bay	0.72vbh	1.07vbh

vehicles parked for longer than the two hour maximum permitted, an increase in turnover and occupancy of bays. Based on the results in Table B5, income at meter bays will also have increased - charges were the same in the two years, 20p for 30 minutes.

B1.2.5 Dashed yellow lines

Two of the sites surveyed included dashed yellow lines at the time of both the before and after surveys - the restriction imposed by this type of road marking varies depending on the need for the regulation. Pickford Lane is one of a number of sites around the Borough where dashed yellow lines are aimed at deterring commuters from parking all day. This is achieved by permitting parking for all except a short period of the working day, the times when parking is not allowed varying between sites to enable efficient coverage by parking attendants. Dashed yellow lines are also used, in conjunction with white-box road markings, to signify limited period waiting (as at Nuxley Road).

- a) Pickford Lane - here no parking is allowed between 10.00am and 12.00noon but there are no restrictions otherwise. Results for the restricted period were as follows.

	1994	1995
Number of Parking Acts/Bay	3.2	2.3
Average Parking Duration	10 mins	12 mins
Bay Occupancy	4.8%	4.3%
Turnover/Bay	0.31vbh	0.22vbh

Clearly, there has been a reduction in the number of motorists parking illegally in Pickford Lane, but those who do tend to park for slightly longer. Given the low occupancy rate, it would probably be difficult to enforce this regulation efficiently.

- b) Nuxley Road - here parking is allowed at all times of day but for a maximum of one hour.

	1994	1995
Number of Parking Acts/Bay	21.9	21.7
Average Parking Duration	12 mins	17 mins
% acts > 1 hour	3%	4.2%
Bay Occupancy	40%	58%
Turnover/Bay	2.07vbh	2.07vbh

A similar level of parking activity was monitored in Nuxley Road during both surveys. However, motorists

tended to park for longer, on average, in 1995, and there was an increase in the proportion exceeding the maximum permitted period of one hour, albeit from a very low level. Again, the low level of illegal parking acts makes this a difficult regulation to enforce.

B1.2.6 Four hour meter bays/pay and display

Between the 'before' and 'after' surveys, nineteen 4-hour meter bays on the Woolwich Road site were changed to Pay and Display with a maximum stay of 9 hours. Parking activity was as follows (Table B6):

Table B6 Parking activity at 4 hour meters/pay and display

	1994 meters (4hr)	1995 P&D (9hr)
Number of Parking Acts/Bay	5.0	1.9
Average Parking Duration	51 mins	235 mins
Bay Occupancy	39.9%	70.7%
Turnover/Bay	0.47vbh	0.13vbh

There has been a significant change in parking activity in Woolwich Road as a result of a change in the parking control used and the maximum permitted parking period. Bay occupancy has nearly doubled, turnover is much reduced. The average parking duration has increased by a factor of four. The parking charge decreased from 20p/hour in 1994 to 10p/hour in 1995.

Woolwich Road is one of three roads in Bexley where 4 hour meters were in place. All have been converted to 9 hour Pay and Display. The meters were not popular with motorists because they were further from the shops than car parks. The changes have "tailored" the parking provision in these three roads to the needs of long stay parkers thus freeing up space in the car parks for short stays.

B2 Off-street parking activity

Four car-parks, Nuxley Road, 74 Broadway, Grassington, and Friswell Place, were selected for a survey of off-street parking duration and occupancy. The arrival and departure times of all vehicles using the car parks between 0800hrs and 1830hrs on each of two days were recorded. Total numbers of vehicles and average parking durations are shown in Table B7.

Table B7 Average parking durations in four car parks

Car park	Day of week	Total vehicles		Mean parking duration(minutes)	
		1994	1995	1994	1995
Nuxley Road	Saturday	365	550	47	45
	Wednesday	242	239	47	46
74 Broadway	Friday	516	650	55	52
	Thursday	521	616	45	52
Grassington	Saturday	882	1192	51	51
	Monday	929	888	58	48
Friswell Place	Tuesday	316	335	47	45
	Friday	408	530	56	48

Overall there was a 19.6% increase in the number of parkers in the four car parks monitored. This is in line with the findings of parking surveys carried out by the Council following the introduction of the SPA. Mean parking duration decreased only slightly from 51.9 minutes overall in 1994 to 49.1 minutes in 1995.

B3 Parking behaviour

B3.1 Survey design

The 'before' questionnaire survey of parking behaviour took place in March 1994, and the 'after' survey exactly a year later, in March 1995. The design was similar for the two surveys. The majority of interviews were conducted at the road-side at meter bays, unrestricted kerbside, resident's only bays, Pay and Display and yellow lines. Interviewers were instructed to get a selection of interviews according to the type of restriction included in their allocated area, but to include as many interviews on yellow lines as possible. The introduction of a Special Parking Area with enhanced enforcement could encourage a transfer in parking from on-street to off-street, or vice versa. To examine this possibility, the survey design specified that approximately 20% of interviews would be carried out in car parks in Bexley. Only council-run car parks close to shopping areas and hence alternative on-street parking were included.

The timing of interviews was organised to get a spread of interviews across the working day, at times between 0800hrs and 1800hrs. Drivers of parked cars and vans were asked questions about the purpose and timing of their parking act, their views on parking conditions in Bexley, and their attitudes to illegal parking and the likely penalties. After the interview, or if the interview was refused, observations were recorded about each respondent and the relevant parking situation.

B3.2 Results

A total of 1,201 motorists were approached in 1994 and 1,340 in 1995. A 7% refusal rate overall left 1,098 'before' survey questionnaires and 1,266 'after' survey questionnaires for analysis.

As stated above, a proportion of interviews (22% in 1994, 19% in 1995) were conducted in car parks. Car park and on-street questionnaires have been analysed as two separate groups.

B3.2.1 Car park respondents

Sixty per cent of respondents in the 'after' survey were female compared with 52% in the 'before' survey. This implies that the majority of new car park users (section B2 reported a 19.6% increase in the number of parkers in four monitored car parks) were female. This would be consistent with the increase in the proportion of respondents shopping, illustrated in Figure B1 below. Age distribution was similar for the two years.

Seventy-six percent of car-park respondents in 1994 and 82% in 1995 said they lived in Bexley. Of these, only one

respondent in 1995 said she had a resident's parking permit although this was not seen on the vehicle.

Journey purposes for respondents in car parks are compared in Figure B1.

Frequency of parking in the area was similar for the two

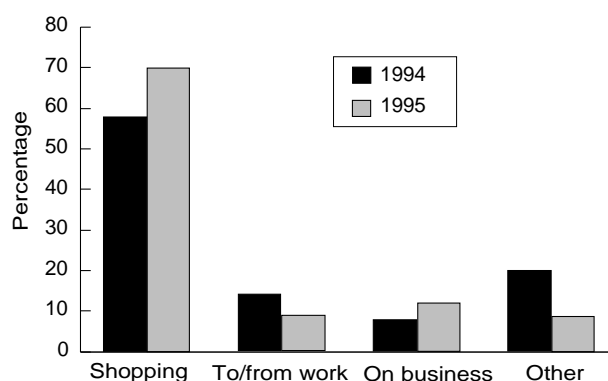


Figure B1 Journey purpose - car park respondents

years, 24% overall parking daily, and 54% at least once a week. Ninety percent in 1994 and 89% in 1995 were able to park in a car park within 5 minutes walk of their destination. Average anticipated parking duration was 1hr 25min in 1994 and 1hr 3min in 1995.

Principal reasons for not parking on-street were that there are not enough parking spaces at the roadside and that it is easier/more convenient to park in a car park. There were no significant differences between responses given in 1994 and 1995.

B3.2.1.1 Penalties/fines received

Fifty-two percent of those interviewed in car parks in 1994 and 45% in 1995 had received a parking penalty or fine at some time in the past. Approximately half of these had incurred penalties/fines during the 12 months preceding their interview. This is a higher proportion than on-street (see section B3.2.2.1). The receipt of a penalty/fine may have been a contributory factor for some motorists diverting to car parks.

B3.2.1.2 Risks taken

All respondents were asked how long they would risk parking on Single Yellow Lines, Double Yellow Lines and at the roadside after any time limit had expired. The percentages who would take such risks with the mean lengths of stay where specified, are shown in Table B8.

For all three types of illegal parking activity, the overall percentage of interviewed motorists who would risk parking decreased in 1995 compared to 1994. There was also a marked improvement in the mean estimated duration of stay which was reduced in each case.

B3.2.1.3 Perception of enforcement

Interviewees were asked a series of questions about the penalties they thought they would incur by committing various illegal parking acts.

The percentage of respondents in car parks who thought a Notice or fine was the penalty for parking on a Single

Table B8 Percentages of risk-takers - car park respondents

Would risk parking	1994			Mean stay (mins)	1995			Mean stay (mins)
	≤5 mins	6-10 mins	>10 mins		≤5 mins	6-10 mins	>10 mins	
On Single Yellow Lines	21	8	5	9.7	9	1	8	6.6
On Double Yellow Lines	4	1	1	17.7	2	-	<1	3.6
At roadside after time limit expired	8	8	9	17.5	7	2	8	7.7

Yellow Line, Double Yellow Line, expired meter, or residents only bay without a permit, is shown in Figure B2.

A greater proportion of motorists in 1995 than in 1994 thought that a Notice or fine would be issued for an illegal act detected by a parking attendant. Fewer were ignorant of the likely penalty and fewer thought nothing would be done. The questions related to Bexley where there is no clamping - the small percentage who thought that clamping was a likely penalty may have misunderstood the question. Some respondents may have given answers related to their general experience rather than their experience in Bexley particularly.

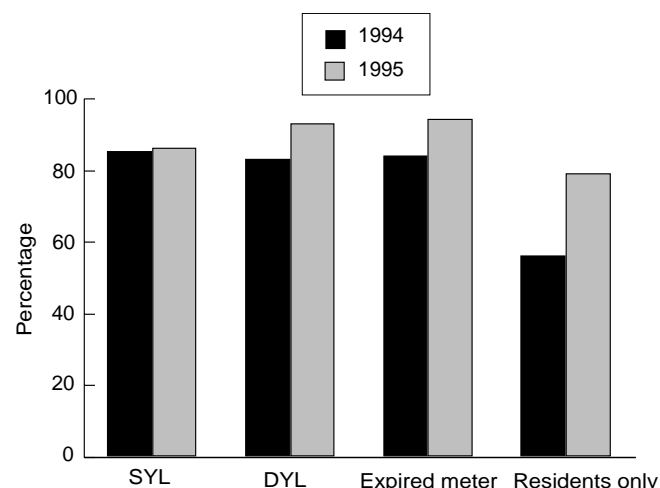


Figure B2 Percentage of car park respondents who thought a Notice or fine was the penalty for parking illegally on-street

B3.2.1.4 Comments

Drivers interviewed in car parks were asked whether they had any comments to make about parking in Bexley. Principal responses were as follows (Table B9):

Table B9 Comments - car park respondents

	% of respondents	
	1994	1995
Good/OK/No problems	39	22
Difficult	3	10
Need more spaces/car parks	9	7
Expensive	7	8
No comment	18	14

Fewer motorists in 1995 thought that parking was 'good'; more said it was difficult to park. A total of 16 respondents to the 'after' survey volunteered the opinion that 'wardens are very strict'.

B3.2.2 On-street respondents

Questionnaires analysed totalled 861 for 1994 and 1,031 for 1995. Sex and age distributions were similar for the two years.

Seventy-seven per cent of on-street respondents in 1994 and 82 per cent in 1995 said that they lived in Bexley. Only 1.2% of respondents in each year had residents' parking permits. (At the time of the survey, residents' parking permits were only issued in Bexley Heath Town Centre CPZ).

A higher proportion of respondents in 1995 were interviewed at unrestricted roadside i.e. no time limit (24% compared with 5% in 1994) while fewer interviews were obtained on yellow lines (369 interviews, 36% of the total in 1995; 540 interviews, 63% of the total in 1994). Because of the instructions under which interviewers were working (see section B3.1) this may indicate that fewer motorists are prepared to risk parking illegally. The parking activity survey also found that turnover at Single and Double Yellow Lines was reduced in 1995 compared with 1994 (see sections B1.2.1 and B1.2.2).

The distribution of journey purpose for on-street respondents is shown in Figure B3.

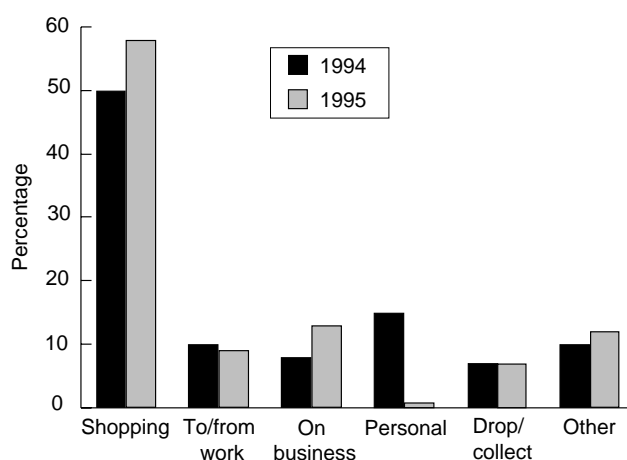


Figure B3 Journey purpose - on-street respondents

The main difference between 1994 and 1995 was the lower proportion in 1995 of respondents engaged in personal business, paying bills, going to the bank etc., i.e.

shorter duration parking acts. This reflects the difference in proportion of interviews carried out on yellow lines.

Frequency of parking in the area was similar for the two years, approximately one third parking daily, and a further 45% at least once a week. Ninety seven percent in 1994 and 94% in 1995 had parked on-street within 5 minutes walk of their destination. Average anticipated parking duration has been analysed separately for yellow lines and other parking restrictions because of the difference between the two years in the proportion of interviews obtained on yellow lines. In 1994, mean estimated parking durations were 8 minutes on yellow lines and 50 minutes for other on-street parking locations (meters, Pay and Display, unrestricted). Comparable figures for 1995 were 14 minutes and 63 minutes respectively. The higher proportion of interviews at kerbside where there was no time limit (see above) accounts for the increase in mean duration for motorists parked at places on-street other than yellow lines. If fewer motorists are parking on yellow lines, however, it would appear that they are parking for longer.

Principal reasons for not parking in a car park were as follows (Table B10):

Table B10 Reasons for not parking in a car park

	% of respondents	
	1994	1995
No car park near enough	21	20
Too expensive	4	8
Easier/ more convenient on-street	8	8
Only parking for a short time	36	50
Don't know where car parks are	8	4

More motorists in 1995 claimed that they were only parking for a short time despite the mean anticipated parking duration being greater in 1995 than in 1994.

Table B11 Percentages of risk-takers - On-street respondents

(although surprising, it is nevertheless the case that some motorists already parked on a yellow line say they would not risk leaving their vehicle on a SYL)

<i>Motorists interviewed on yellow line</i>								
<i>Would risk parking</i>	1994			<i>Mean stay (mins)</i>	1995			<i>Mean stay (mins)</i>
	<i>Percent</i>				<i>Percent</i>			
	<i>≤5 mins</i>	<i>6-10 mins</i>	<i>>10 mins</i>		<i>≤5 mins</i>	<i>6-10 mins</i>	<i>>10 mins</i>	
On Single Yellow Lines	46	16	17	18.7	17	8	43	7.4
On Double Yellow Lines	12	2	5	19.9	4	<1	13	5.5
At roadside after time limit expired	9	5	15	22.0	7	3	26	9.3
<i>Motorists interviewed elsewhere on-street</i>								
<i>Would risk parking</i>	1994			<i>Mean stay (mins)</i>	1995			<i>Mean stay (mins)</i>
	<i>Percent</i>				<i>Percent</i>			
	<i>≤5 mins</i>	<i>6-10 mins</i>	<i>>10 mins</i>		<i>≤5 mins</i>	<i>6-10 mins</i>	<i>>10 mins</i>	
On Single Yellow Lines	20	10	13	32.5	10	2	15	6.9
On Double Yellow Lines	5	2	3	19.9	<1	0	3	2.3
At roadside after time limit expired	7	5	15	23.4	7	2	10	6.3

B3.2.2.1 Penalties/fines received

Fifty-seven percent of those interviewed on-street in 1994 and 44% in 1995 had received a parking penalty or fine at some time in the past. Approximately one quarter of these had received penalties/fines during the 12 months preceding their interview.

B3.2.2.2 Risks taken

All respondents were asked how long they would risk parking on Single Yellow Lines, Double Yellow Lines and at the roadside after any time limit had expired. As stated earlier, fewer interviews in 1995 were obtained on yellow lines and this is bound to affect the percentages of professed risk-takers. Table B11 therefore shows the percentages who would take such risks, with the mean lengths of stay where specified, separately for motorists interviewed while parked on a yellow line and for those interviewed elsewhere on-street.

With one exception there was a reduction in the overall proportion of motorists interviewed who would risk each category of illegal parking (The proportion of yellow line respondents who would risk parking at the roadside after the expiry of a time limit increased from 29% in 1994 to 36% in 1995). The mean estimated duration of stay was lower in each case in 1995 than in 1994, but a higher proportion of respondents in 1995 were excluded from this calculation because they simply said they would park illegally for "as long as I need". (N.B. They are included in the proportion column headed >10mins.)

B3.2.2.3 Perception of enforcement

Interviewees were asked a series of questions about the penalties they thought they would incur by committing various non-compliant parking acts.

A respondent's assessment of likely penalties may depend to some extent on whether he/she is parked legally or illegally at the time of interview. A motorist interviewed

on a yellow line is more likely to be unaware of the possible penalty or may think there is little chance of being caught. Fewer interviews in 1995 were conducted on yellow lines.

The percentage of respondents on-street who thought a Notice or fine was the penalty for parking on a Single Yellow Line, Double Yellow Line, expired meter, or residents only bay without a permit is shown in Figure B4.

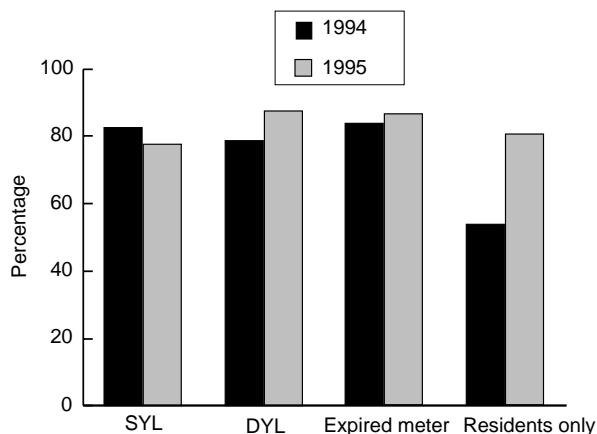


Figure B4 Percentage of on-street respondents who thought a Notice or fine was the penalty for parking illegally on-street

Overall, a greater proportion of motorists in 1995 than in 1994 thought a Notice or fine was the penalty for an illegal act detected by a parking attendant. Interestingly, 10% of respondents in 1995 compared with only 2% in 1994 said that it was likely that they would be “moved on” or given a “warning” if they were caught parking on a Single Yellow Line. This may indicate a willingness on the part of parking attendants to ‘overlook’ some of the less serious offences. More warning notices than originally expected were issued in the year following the introduction of the SPA. These were used where new restrictions were introduced or immediately prior to existing restrictions being more rigorously enforced, to provide motorists with ample opportunity to adjust their parking arrangements.

B3.2.2.4 Comments

Drivers interviewed on-street were asked whether they had any comments to make about parking in Bexley. Principal responses were as follows (Table B12):

Table B12 Comments - on-street respondents

	% of respondents	
	1994	1995
Good/OK/No problems	22	19
Difficult/diabolical	12	13
Need more spaces/car parks	21	15
Expensive	4	7
No comment	29	15

Motorists parking on-street were generally less satisfied with parking in Bexley than those interviewed in car parks. Trends were similar, however, fewer in 1995 thinking that parking was ‘good’ and slightly more finding it difficult to

park. As with car park respondents, it was noticeable that a number of interviewees in 1995 (almost 7%) volunteered the opinion that ‘wardens are very strict’.

B4 Enforcement statistics

B4.1 Comparison of numbers of FPNs/ECNs/PCNs issued

The Metropolitan Police Service was responsible for the issue of FPNs and ECNs prior to the introduction of the Special Parking Area. Following its introduction, Sureway parking attendants (contracted to the London Borough of Bexley) issued PCNs and some ECNs in car parks. Figure B5 shows the number of Notices of each of the above three categories issued during the survey period.

Almost four times as many Notices were issued in the year following the introduction of the SPA (July ’94 to June ’95) than in the year preceding it (July ’93 to June ’94). The reasons for this are as follows:

- Changes and extensions to CPZs have resulted in an increase in the length of yellow lines in the Borough and potentially more parking acts which do not comply with the regulations. The percentage increase in length of yellow lines cannot be calculated because details of restricted kerbside lengths prior to the introduction of the SPA were not available.
- Patronage of car parks has increased since July 1994 with a corresponding increase in the issue of ECNs.
- Prior to July 1994, the Metropolitan Police had inadequate resources to deal with the level of non-compliance that existed. Since the introduction of the SPA there has been a three-fold increase (according to Borough Council officers) in the number of parking attendants/wardens deployed in the Borough which has enabled more effective enforcement of regulations already in place and targeting of areas of persistent non-compliance. With the four-fold increase in the number of Notices issued, it would appear that parking attendants issue some 33% more Notices each than the wardens did. However, it has not been possible to accurately compare average numbers of Notices issued per warden/attendant before and after the SPA, again because the required information from the Metropolitan Police was unavailable.

The number of Notices issued is in line with estimates made by the Council prior to taking over enforcement from the police. The increase in Notice issues is therefore not indicative of increased non-compliance; it is accepted as a consequence of the effective implementation of RTA1991.

B4.2 Collection of PCN charges

Having issued up to 6000 PCNs/ECNs in a month the traffic authority then has to maximise the number of Notices processed to a conclusion. Figure B6 details for each month of issue the percentage of Notices for which (i) payment (in each charge band) was received and (ii) the PCN is still defined as ‘live’.

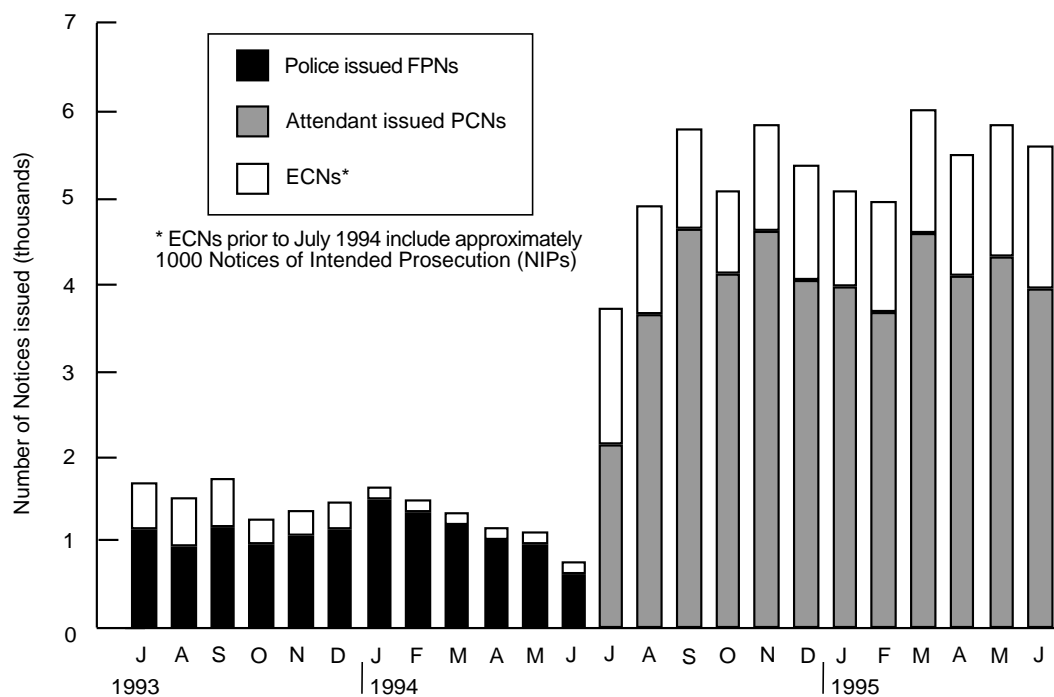


Figure B5 Number of Notices issued

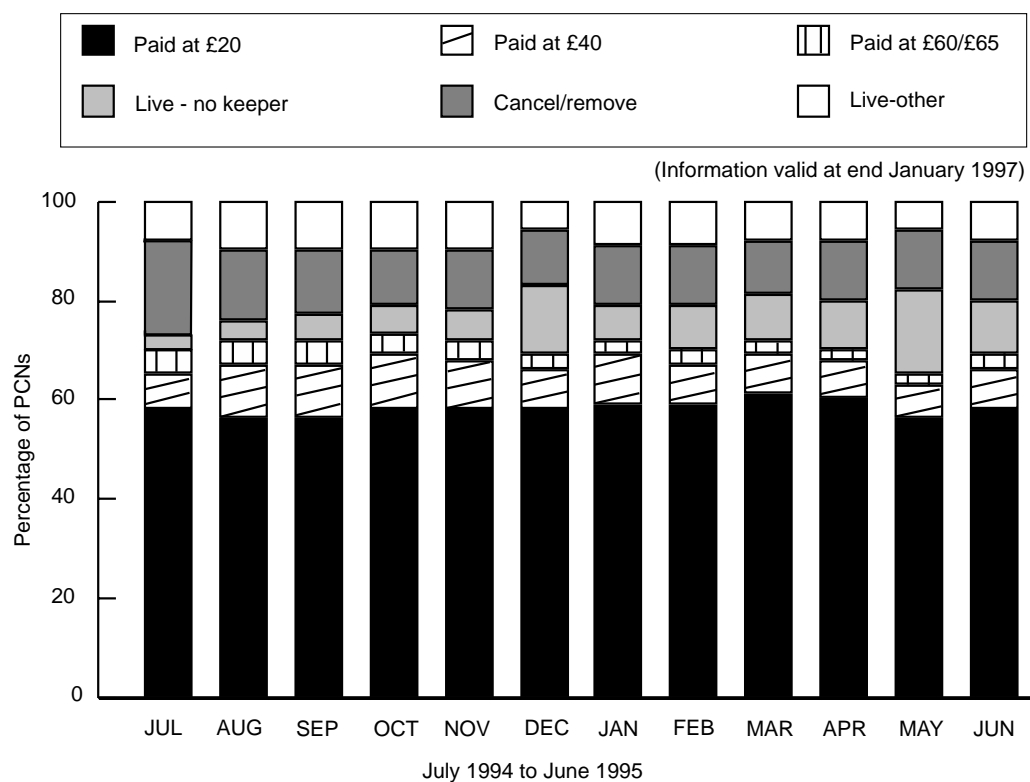


Figure B6 PCN income

On average, 58% of PCNs attracted a 50% discount because payment was made within 14 days of their receipt or because the discount period was reset following initial correspondence. A further 9% were paid at £40; payment being received after fourteen days but before the issue of a Charge Certificate. Nine per cent of PCNs issued were not paid because the DVLA were unable to provide any information that would assist identifying the keeper. Nine per cent of PCNs issued still have payment outstanding (as at January 1997).

During the first year of the SPA's operation 270 appeals were submitted to the adjudicator. Table B13 lists the outcome for all except two of these appeals, which were still at the appeal stage at the time the study was concluded.

Table B13 Outcome of appeals submitted to adjudicator

	<i>No.</i>	<i>%</i>
Appeal decided in favour of Council	101	37
Appeal not contested by Council	66	24
Appeal won by appellant	101	37

Of the appeals not contested by the Council, the majority, 86%, were because of late evidence that the vehicle was not owned by the appellant at the time of the offence. The remaining 14% were because of an error in the rejection of Representations.

Appendix C: Results for Westminster

C1 On-street parking activity

C1.1 Survey method

On-street parking activity was monitored by both TRL and the Council's consultants during both the 'Before' and 'After' survey periods (May '94 and May '95 respectively).

TRL's parking activity data was collected continuously between 0830hrs and 1830hrs using the **PARC** suite of software (Binning & Smith, 1991). A total of 15 sites were surveyed in 1994 and 1995, each site consisting of between 14 and 58 parking 'bays'. (At yellow lines, a 5 metre stretch of kerbside is regarded as one 'bay'.) Table C1 lists the number of spaces monitored for each parking regulation.

The number of permitted parking places monitored by the Council's consultants is not known.

Table C1 Number of parking spaces monitored by TRL

Parking regulation	Number of bays	
	1994	1995
Single yellow line	338	322
Double yellow line	111	135
White zig zag lines	16	16

C1.2 Results

Results are shown in the following sections for each type of restriction.

C1.2.1 Single Yellow Line regulations

Table C2 compares the results obtained from both surveys. (N.B. In parking activity tables, parking acts/bay are daily figures for the monitoring period).

Table C2 Activity on Single Yellow Lines

	1994	1995
Number of Acts/Bay	7.9	9.9
Average Duration	12.6 min.	12.7 min.
Bay Occupancy	16.6%	20.9%
Turnover/Bay	0.79vbh*	0.99vbh
% of acts 5 minutes or less	46%	45%
% of acts longer than 20 minutes	16%	17%
% of acts with loading/unloading	41%	28%
% of acts illegal	42%	60%

* vbh: vehicles entering bay per hour

The proportion of all acts that were deemed illegal increased from 42% to 60%. This was due to the reduction in the proportion of acts for which loading/unloading was observed. This has resulted in an increase in the actual number of illegal acts. In 1995, 73.9% of total occupied time was illegal, compared with 58.3% in 1994.

It is somewhat alarming that occupancy of Single Yellow Lines has increased despite enhanced enforcement and illegality has increased. It may be that many motorists find themselves with no choice but to park on a yellow

line, the inadequate supply of appropriate short-term parking on-street in Westminster having reached saturation point. It is also possible that the ticket processing problems experienced by Westminster during the six months following the introduction of the SPA have given some motorists parking illegally the idea that PCNs issued will not be followed up.

In both years, by far the greatest overall activity on Single Yellow Lines was seen outside shops, with longest duration outside cafes and restaurants.

C1.2.2 Double Yellow Line regulations

Acts per bay increased slightly from 5.9 acts per bay to 6.0. However, considerably fewer of these acts were of lengthy duration, hence a reduction in mean parking duration from 13.8 minutes to 8.9 minutes and consequently a slight reduction in the proportion of acts recorded as illegal. The proportion of total occupied time on Double Yellow Lines which was illegal increased from 53.6% in 1994 to 60.6% in 1995 (possibly as a result of the reduction in the proportion of acts with loading/unloading) (Table C3).

Table C3 Activity on Double Yellow Lines

	1994	1995
Number of Acts/Bay	5.9	6.0
Average Duration	13.8 min.	8.9 min.
Bay Occupancy	13.6%	8.7%
Turnover/Bay	0.59vbh	0.58vbh
% of acts 5 minutes or less	42%	60%
% of acts longer than 20 minutes	21%	10%
% of acts with loading/unloading	58%	33%
% of acts illegal	39%	37%

C1.2.3 White zig zag lines

Because of the very small number of acts on zig-zag lines (27 in 1994 and 12 in 1995) no detailed analysis has been carried out for this regulation.

It should be noted that responsibility for the enforcement of white zig-zag lines remained with the Metropolitan Police at the time of both the before and after surveys, but was transferred to the local authority following the London Local Authorities Act 1995 (House of Commons, 1995).

C1.2.4 Two-hour meter bays

Bay occupancy increased marginally but the average "illegal" time per bay per day (comprising meter feeding, penalty and excess time) decreased from 25.3 minutes to 17.7 minutes per parked vehicle. The most significant change was in the reduction in meter feeding from 10.4 minutes to 4.0 minutes per parking act. The percentage of vehicles surveyed in 1995 that received a Penalty Charge Notice is not known (Table C4).

This confirms the finding that the longer duration parking act has been displaced, possibly to car parks. This

displacement increases the availability of permitted parking spaces for shorter duration parking acts.

Table C4 Parking activity at two-hour meter bays

	May 1994	May 1995
Average number acts/bay/day	6.8	8.3
Average parking duration	67 min.	54 min.
Occupancy	76%	77%
"Illegal" parked time per bay per day	172 min. (29% of survey period)	147 min. (25% of survey period)

"This includes meter feeding, excess time and penalty time in 1994 and meter feeding and penalty time in 1995.

C1.2.5 Two-hour pay & display bays

Bay occupancy increased by 5% to 68% following the introduction of the SPA. Overall there were more parking acts of, on average, shorter duration. However, the average illegally parked time per bay per day increased by more than 50% to 143 minutes (nearly a quarter of the regulation parking period monitored per day). The results for May 1994 showed some deviation from the trend for the years 1991 to 1995. 1995 figures were similar to those for May 1993 (Table C5).

Table C5 Parking activity at two-hour pay & display bays

	May 1994	May 1995
Average number acts/bay/day	6.0	7.7
Average parking duration	63 min.	55 min.
Occupancy	63%	68%
Average overstay time per bay per day	92 min.	143 min.

N.B. Illegally parked time includes acts for which no initial payment was made as well as time in excess or penalty.

Again, increased occupancy and number of parking acts per bay indicate that longer duration parking acts have been displaced.

C1.2.6 Residents' bays

Bay occupancy in residents' bays decreased marginally from 81% to 80% between May 1994 and May 1995. The low incidence of illegal parking in residents' bays presents a problem for parking attendants in detecting these acts. The low number of acts per bay and the high occupancy suggests that there is a very low turnover of vehicles in these bays as one might expect where residents park their cars. This higher occupancy by residents' vehicles could act as a deterrent against illegal parking (Table C6).

Table C6 Parking activity at residents' bays

	May 1994	May 1995
Average number of resident parking acts/bay/day	1.7	1.6
Average number of non-resident parking acts/bay/day	0.2	0.6
Average illegal time/bay/day	13 min	18 min

C2 Off-street parking activity

Four car-parks, Queensway, Harley Street, Cambridge Circus and Warwick Way, were selected for a survey of off-street parking duration and occupancy. The arrival and departure times of all vehicles using the car parks between 0800hrs and 1830hrs on each of two days were recorded. Total numbers of vehicles and average parking durations are shown in Table C7.

Table C7 Average parking durations in four car parks

Car park	Day of week	Total vehicles		Mean parking duration (mins)	
		1994	1995	1994	1995
Queensway	Monday	72	129	141	202
	Thursday	66	123	120	204
Harley Street	Monday	184	198	289	301
	Saturday	51	44	207	247
Cambridge Circus	Tuesday	304	367	138	184
	Friday	260	246	191	162
Warwick Way	Wednesday	49	25	294	150
	Friday	50	75	336	321

Overall there was a 16.5% increase in the number of parkers in the four car parks monitored. Mean parking duration increased from 198 minutes overall in 1994 to 213 minutes in 1995, a percentage increase of 7.6%.

C3 Parking behaviour

C3.1 Survey design

The 'before' questionnaire survey of parking behaviour took place in May 1994, and the 'after' survey exactly a year later, in May 1995. The design was similar for the two surveys. The majority of interviews were conducted at the road-side at meter bays, unrestricted kerbside, residents' only bays, shared use Pay and Display/residents' bays and yellow lines. However, the introduction of a Special Parking Area with enhanced enforcement could encourage a transfer in parking from on-street to off-street, or vice versa. To examine this possibility, the survey design specified that approximately 20% of interviews would be carried out in car parks in Westminster.

The timing of interviews was organised to get a spread of interviews across the working day, at times between 0800hrs and 1800hrs. Drivers of parked cars and vans were asked questions about the purpose and timing of their parking act, their views on parking conditions in Westminster, and their attitudes to illegal parking and the likely penalties. After the interview, or if the interview was refused, observations were recorded about each respondent and the relevant parking situation.

C3.2 Results

A total of 1,148 motorists were approached in 1994 and 1,231 in 1995. An 8% refusal rate overall left 1,074 'before' survey questionnaires and 1,105 'after' survey questionnaires for analysis.

As stated above, a proportion of interviews (21% in each year) were conducted in car parks. Car park and on-street questionnaires have been analysed as two separate groups.

C3.2.1 Car park respondents

Thirty per cent of respondents (out of a total of 233 interviewees) in the 'after' survey were female compared with 28% (out of 229 interviewees) in the 'before' survey. Age distribution was similar for the two years.

Eight per cent of car-park respondents in 1994 and 7% in 1995 said they lived in Westminster. Only 8 respondents in 1994 and 12 in 1995 had residents' parking permits.

Journey purpose for respondents in car parks is compared in Figure C1. A lower proportion of motorists in the 'after' survey travelling 'to/from work' is matched by a higher proportion 'on business'. There may be some

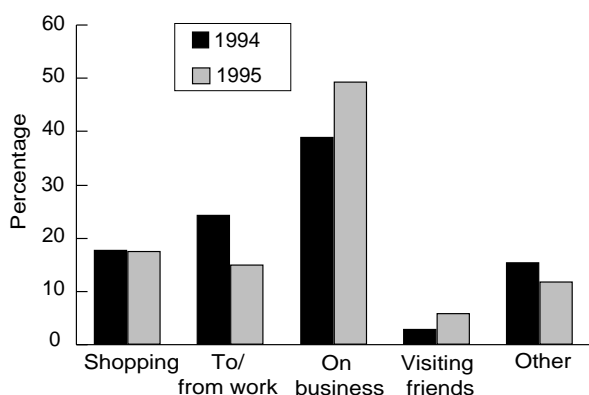


Figure C1 Journey purpose - car park respondents

confusion of terms, e.g. a businessman attending a meeting might say he was 'on business' but might equally say his parking act was work-related. Section C3.2.2 shows similar findings for on-street respondents i.e. an increase in respondents 'on-business' and a decrease in those travelling 'to/from work'. It would therefore be wrong to speculate on any likely effect of the SPA on journey purpose.

Frequency of parking in the area was similar for the two years, 25% overall parking daily, and 26% at least once a week. A further 31% parked at least once a month. Sixty seven percent in 1994 and 50% in 1995 were able to park in a car park within 5 minutes walk of their destination. Average anticipated parking duration was 4hrs 21min in 1994 and 5hrs 42min in 1995.

Principal reasons for not parking on-street were as follows (Table C8):

Table C8 Reasons for not parking on-street

	% of respondents	
	1994	1995
Roadside parking not for long enough periods	29	31
Not enough space at the roadside	25	19
Here is more convenient	4	19
Safer here	8	7

In addition to the above, twelve per cent of respondents in 1994 mentioned wardens, clamping and towing as their reason for not parking on-street. This was balanced by the 13% of 1995 respondents who made comments such as "I don't like on-street parking" without expanding on the reason why.

C3.2.1.1 Penalties/fines received

Approximately seventy percent of those interviewed in car parks in each year had received a parking penalty or fine at some time in the past. Of these, 57% in 1994 and 63% in 1995 had incurred penalties/fines during the 12 months preceding their interview.

C3.2.1.2 Risks taken

All respondents were asked how long they would risk parking on Single Yellow Lines, Double Yellow Lines and at the roadside after any time limit had expired. The percentages who would take such risks with the mean lengths of stay where specified, are shown in Table C9.

For all three types of illegal parking activity, the overall percentage of interviewed motorists who would risk parking decreased in 1995 compared with 1994. The mean estimated duration of stay was reduced for Single Yellow Lines and time limited roadside, but increased slightly for Double Yellow Lines. (Numbers in this category were small, and more emphasis should therefore be placed on parking activity results which show an *actual* decrease in mean parking duration on Double Yellow Lines).

C3.2.1.3 Perception of enforcement

Interviewees were asked a series of questions about the penalties they thought they would incur by committing various illegal parking acts.

Almost all motorists interviewed in car parks in Westminster in both 1994 and 1995 expected to receive

Table C9 Percentages of risk-takers - car park respondents

Would risk parking	1994			Mean stay (mins)	1995			Mean stay (mins)
	Percent				Percent			
	≤5 mins	6-10 mins	>10 mins		≤5 mins	6-10 mins	>10 mins	
On Single Yellow Lines	15	8	11	10.3	8	3	4	7.3
On Double Yellow Lines	4	2	1	5.9	3	<1	2	7.9
At roadside after time limit expired	9	10	13	17.9	8	2	7	6.9

some sort of penalty if their vehicles were found by parking attendants to be illegally parked at the roadside, be it parking on a yellow line, at an expired parking meter, in a resident's bay without a valid permit, or at other regulated roadside without a permit or valid parking ticket. The percentages of respondents in car parks who thought that a Notice/fine and clamping/removal were possible penalties for parking on a SYL, DYL, expired meter, residents' only bay without a permit or other regulated roadside without a permit or valid parking ticket, are shown in Figures C2 and C3:

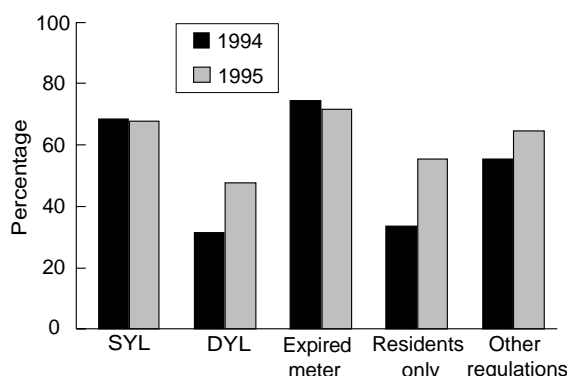


Figure C2 Proportion of car park respondents who thought a Notice/fine was the penalty for parking illegally on-street

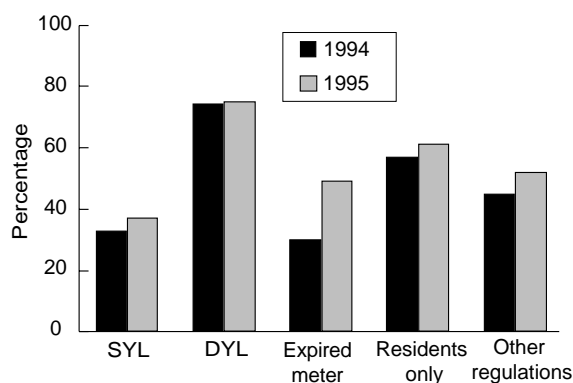


Figure C3 Proportion of car park respondents who thought clamping/vehicle removal was the penalty for parking illegally on-street

Motorists in car parks perceived a greater chance in 1995 than in the previous year of having their vehicle clamped or towed away, although the increase was less marked for yellow lines than for other regulations.

C3.2.1.4 Comments

Drivers interviewed in car parks were asked whether they had any comments to make about parking in Westminster. Principal volunteered responses are shown in Table C10.

A higher proportion in 1995 than in 1994 thought parking was good or at least satisfactory. Fewer motorists complained about 'difficult' parking. A greater proportion in 1995 highlighted the need for increased parking provision.

Table C10 Comments - car park respondents

	% of respondents	
	1994	1995
Expensive	24	25
Difficult	14	10
Need more spaces/car parks	6	14
Good/OK/no problems	8	17
Wardens very strict/other warden comments	8	8
No comment	21	22

C3.2.2 On-street respondents

Questionnaires analysed totalled 845 for 1994 and 872 for 1995. Seventy-five per cent of respondents in 1995 were male compared with 80% in 1994. Age distribution was similar for the two years except that in 1995 a higher proportion of respondents were in the 26-40 age range.

Twenty-one per cent of on-street respondents in 1994 and 26 per cent in 1995 said that they lived in Westminster. Of these, over 70% in each year said they had residents' parking permits.

Interviews were conducted at a variety of on-street regulations, the proportions for each regulation being similar for the two years except that, in 1995, more interviews were conducted at residents' only bays and fewer at shared pay & display/residents' bays.

The distribution of journey purpose for on-street respondents is shown in Figure C4.

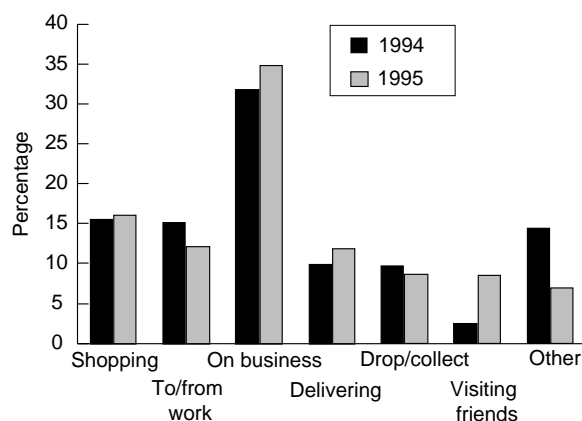


Figure C4 Journey purpose - on-street respondents

Journey purpose was very similar for the two years.

Frequency of parking in the area was also similar for the two years, just less than half parking daily, and a further 29% at least once a week. Eighty seven percent in 1994 and 81% in 1995 had parked on-street within 5 minutes walk of their destination. Excluding outliers (durations greater than 12 hours - probably residents parking overnight), mean estimated parking durations were as follows (Table C11):

Table C11 Mean estimated parking durations

	1994	1995
Yellow lines	30 mins	20 mins
Other parking restrictions	90 mins	123 mins
All on-street regulations	69 mins	89 mins

Clearly there has been a reduction in the length of stay on yellow lines. The increase in mean duration for other regulations may be due to a higher proportion of residents in the 1995 sample.

Principal reasons for not parking in a car park were as follows (Table C12):

Table C12 Reasons for not parking in a car park

	% of respondents	
	1994	1995
Only parking for a short time	20	34
No car park near enough	17	21
Too expensive	16	10
Easier/ more convenient on-street	15	4
I have a resident's permit	9	18
Don't know where car parks are	8	11

More motorists in 1995 claimed that they were only parking for a short time despite the mean anticipated parking duration being greater in 1995 than in 1994. A higher proportion of respondents in 1995 were in possession of a resident's permit. Fewer found it 'easier' to park on-street than in a car park and fewer complained about the expense of car parks.

C3.2.2.1 Penalties/fines received

Eighty-one percent of those interviewed on-street in 1994 and 68% in 1995 had received a parking penalty or fine at some time in the past. Approximately three quarters of these had received penalties/fines during the 12 months preceding their interview.

C3.2.2.2 Risks taken

All respondents were asked how long they would risk parking on Single Yellow Lines, Double Yellow Lines and at the roadside after any time limit had expired. The percentages who would take such risks with the mean lengths of stay where specified, are shown in Table C13.

There was a reduction in the proportion of motorists interviewed on-street who would risk parking on Single Yellow Lines, and at roadside after the expiry of a time limit and the mean estimated duration of stay was lower in each case in 1995 than in 1994. However, a slightly higher proportion of motorists said they would risk parking on Double Yellow Lines. Although the mean *estimated* duration increased slightly for Double Yellow Lines, the *actual* mean duration, found by the parking activity surveys, decreased (see section C1.2.2).

Table C13 Percentages of risk-takers - On-street respondents

Would risk parking	1994			Mean stay (mins)	1995			Mean stay (mins)
	Percent				Percent			
	≤5 mins	6-10 mins	>10 mins		≤5 mins	6-10 mins	>10 mins	
On Single Yellow Lines	24	11	19	11.2	25	8	8	9.7
On Double Yellow Lines	8	2	5	7.3	12	2	3	7.9
At roadside after time limit expired	13	8	14	16.3	22	3	6	8.9

C3.2.2.3 Perception of enforcement

Interviewees were asked a series of questions about the penalties they thought they would incur by committing various non-compliant parking acts.

A respondent's assessment of likely penalties may depend to some extent on whether he/she is parked legally or illegally at the time of interview. A motorist interviewed on a yellow line is more likely to be unaware of the possible penalty or may think there is little chance of being caught. Approximately one-third of on-street respondents in Westminster in each year were interviewed on yellow lines. (This compares with a quarter in Hammersmith & Fulham and 63% in Bexley in 1994, reducing to 36% in 1995 - any comparisons of results from the three studies should take these proportions into account.)

The percentages of respondents on-street who thought that a Notice/fine and clamping/removal were possible penalties for parking on a SYL, DYL, expired meter, residents only bay without a permit or other regulated roadside without a permit or valid parking ticket, are shown in Figures C5 and C6.

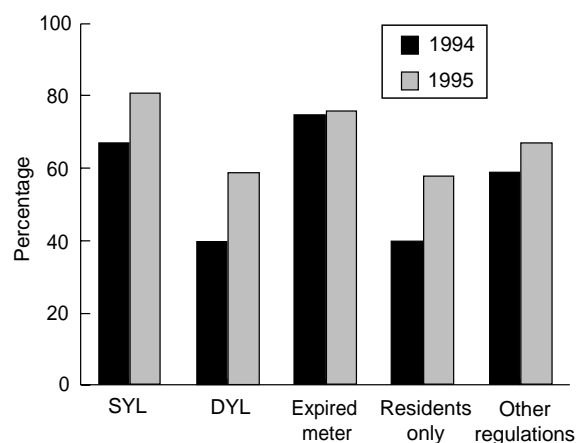


Figure C5 Proportion of on-street respondents who thought a Notice/fine was the penalty for parking illegally on-street

The perception of enforcement amongst on-street respondents was similar to that found in car parks. A greater proportion of motorists in 1995 than in 1994 expected to receive a Notice or fine for an illegal act. The proportion of on-street respondents expecting their vehicle to be clamped or towed away for parking on a yellow line decreased in 1995 compared with 1994, while, for parking at an expired meter, more respondents considered that clamping or towing was a likely penalty.

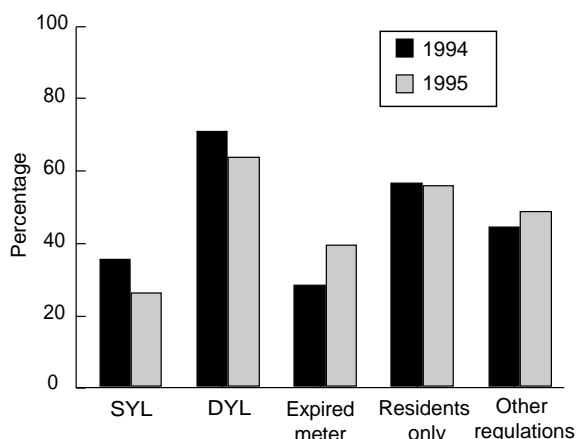


Figure C6 Proportion of on-street respondents who thought clamping/vehicle removal was the penalty for parking illegally on-street

C3.2.2.4 Comments

Drivers interviewed on-street were asked whether they had any comments to make about parking in Westminster. Principal responses were as follows (Table C14):

Table C14 Comments - on-street respondents

	% of respondents	
	1994	1995
Wardens* very strict/other warden comments	16	19
Expensive	12	17
Good/OK/no problems	12	16
Difficult/diabolical	14	15
Need more spaces/car parks	10	13
No comment	13	20

* This term, quoted by interviewees, also includes parking attendants.

Motorists parking on-street made more complaints about parking in Westminster in 1995 than in 1994, although, as in car parks, more respondents to the after survey thought parking was good or at least satisfactory (N.B. some respondents made more than one comment). A considerable proportion of respondents in 1994 (16%) made comments about the wardens, that they were very strict etc. - this increased to 19% in 1995, tying in with the finding above that a greater proportion of motorists in 1995 expected to receive a ticket or fine for an illegal act.

C4 Enforcement statistics

C4.1 Comparison of numbers of FPNs/ECNs/PCNs issued

The Metropolitan Police Service was responsible for the issue of FPNs prior to the introduction of the Special Parking Area in July 1994 while APCOA parking attendants, contracted to the City of Westminster, issued ECNs, Notices of Intended Prosecution (NIPs) and warning notices. Following its introduction, APCOA attendants issued PCNs. Figure C7 shows the number of Notices of each of the above five categories issued during the survey period.

The total number of Notices issued between July 1994 and June 1995 was 730,000 compared with 703,000 for the year preceding the introduction of the SPA (July 1993 to June 1994). This is an increase of 4%. It is not possible to relate this increase to changes in the number of enforcement personnel as the Metropolitan Police were unable to supply figures on the number of traffic wardens deployed in the City prior to the introduction of the SPA.

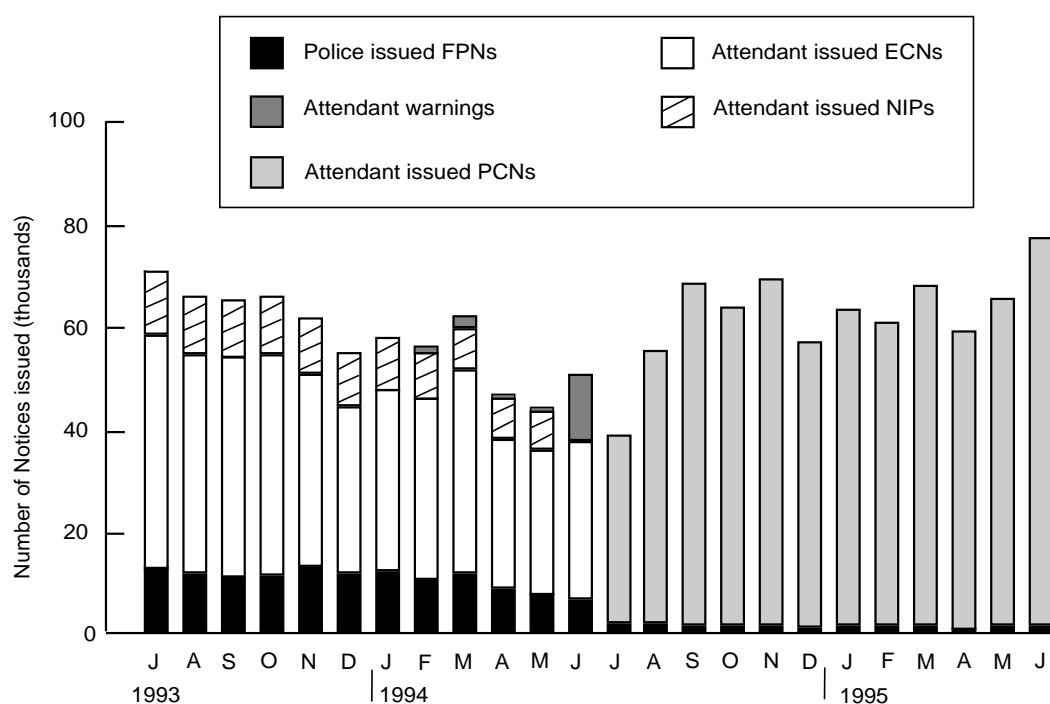


Figure C7 Number of Notices issued

C4.2 Collection of PCN charges

Having issued up to 76000 PCNs in a month the traffic authority then has to maximise the number of Notices processed to a conclusion. Overall, 46% of PCNs issued in the year following the introduction of the SPA attracted a 50% discount because payment was made within 14 days of their receipt. A further 14% were paid at the full rate of either £60 or £40. Approximately four per cent of PCNs issued (27,793 PCNs) did not have a registered keeper associated with the vehicle registration.

Because of processing problems during 1994 and 1995, the number of appeals against PCNs issued in Westminster was very low initially. As at 30th June 1996 a total of 635 appeals on PCNs issued during the first year of the SPA's operation had been considered by the adjudicator. Table C15 lists the outcome of these appeals.

Table C15 Outcome of appeals submitted to adjudicator

	<i>No.</i>	<i>%</i>
Appeal not accepted by adjudicator	473	74.5
Withdrawn by council before hearing	2	0.3
Appeal accepted by adjudicator of which	160	25.2
accepted because 'appellant is not owner'	10	1.6
accepted on other grounds	150	23.6
Total	635	100

Overall, almost three-quarters of the appeals forwarded to the adjudicator were decided in favour of the council. In only a very small proportion of cases was it found that the appellant was not the owner of the vehicle at the time of the offence. The delays to the appeal process caused by Westminster's processing difficulties probably resulted in those cases where keeper details were in question being written off before submission, thereby reducing the proportion of appeals accepted.

Appendix D Glossary of Terms

<i>Permitted Parking Area (PPA)</i>	An area in which the local authority is empowered to enforce the regulations in designated parking bays such as meter bays and free time limited parking. Yellow line restrictions cannot be enforced by the local authority.
<i>Special Parking Area (SPA)</i>	An area in which the local authority is responsible for the enforcement of all parking regulations. In practice there are some, such as double parking or parking on a pedestrian crossing, which the local authority is not empowered to enforce.
<i>Controlled Parking Zone (CPZ)</i>	An area containing waiting restrictions and designated parking places.
<i>Excess Charge Notice (ECN)</i>	An Excess Charge Notice is issued for remaining in a permitted parking place during the excess charge period, usually of one hour duration, which follows immediately after the end of the initially paid-for period of parking. ECN income is retained by the traffic authority.
<i>Fixed Penalty Notice (FPN)</i>	A Fixed Penalty Notice is issued by the police for overstaying the excess charge period in a permitted parking place or for offences at other types of regulated kerbspace (for example, Double Yellow Lines, Single Yellow Lines when not loading or unloading, residents' parking bays). FPN income is retained by the Exchequer.
<i>Notice of Intended Prosecution (NIP)</i>	This Notice is used by authorities to inform motorists committing a parking offence that they are likely to be prosecuted in the Magistrates' Court. It has been used by local authorities as a way of enforcing FPN offences (FPNs may only be issued by the police or traffic warden service). Local authorities receive no income except if costs are awarded by the courts.
<i>Penalty Charge Notice (PCN)</i>	A Penalty Charge Notice replaces an FPN and is issued by parking attendants in a Special Parking Area or Permitted Parking Area for a decriminalised parking offence. PCN income is retained by the traffic authority.

The order by the Transport Secretary under section 26 of the Road Traffic Act 1991 brings to an end the situation whereby local authority parking attendants could issue PCNs on-street but had to issue ECNs off-street. Local Authorities will no longer need parallel PCN and ECN processing systems. Previously, ECNs left unpaid had to be pursued through the criminal court system while unpaid PCNs are eventually recovered through a civil procedure. Drivers ticketed off-street under the new regime will now have access to the independent Parking Committee for London appeals system. In general, the level of penalty for off-street offences will be the same as for equivalent offences committed on-street.

Abstract

Sections 63 to 77 of the Road Traffic Act 1991 decriminalise most on-street parking offences within Special Parking Areas (SPAs) or Permitted Parking Areas (PPAs). Following approval by the Secretary of State for Environment, Transport and the Regions traffic authorities may introduce Special Parking Areas in which they can enforce most on-street parking regulations through the issue of Penalty Charge Notices (PCNs) or authorisation of wheelclamping or vehicle removals. Any excess income generated may be used by the traffic authority to improve parking within the area, undertake minor road improvements or enhance public transport services.

The then Secretary of State for Transport required that each London borough introduce a SPA/PPA in its area by 4th July 1994. The Transport Research Laboratory was commissioned to undertake studies of the effectiveness of local authority enforcement in three areas, namely Hammersmith & Fulham, where a SPA was introduced on 3rd October 1993, and Bexley and the City of Westminster, both of which assumed responsibility for enforcement in SPAs operational from the deadline date of 4th July 1994.

This report presents the results of these studies, and discusses some of the issues relating generally to Special Parking Areas in London and the implications for authorities setting up SPAs in the provinces.

Related publications

- PR110 *A review of wheelclamping and vehicle removal research and practice* by M W Pickett and G P Davies. 1995 (price code E)
- AG15 *Application Guide to PARC.2M* by J C Binning, J C Smith and S M Phillips. 1991 (price code I)
- LR1136 *The effects of wheel clamping in Central London* by R M Kimber. 1984 (price code AA)
- CT14.1 *Current topics in transport: Parking update (1993-1995)* (abstracts) (£20)