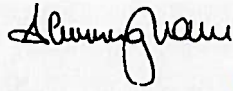


Report for: Record of Decision Taken Under Delegated Authority

Item number:

Title: Traffic Management Measures in association with Tottenham Hotspur Stadium Events

Report authorised by: Head of Operations:



Leader of the Council:



Lead Officer: Frederico Fernandes, River Park House, 1<sup>st</sup> Floor, N22 7TR,  
[frederico.fernandes@haringey.gov.uk](mailto:frederico.fernandes@haringey.gov.uk), 020 8489 8301

Ward(s) affected: Northumberland Park

Report for Key/  
Non Key Decision: Non key decision

- 1.1 To seek approval to proceed with the recommendations as set out in section 7 of this report.
- 2.0 Background
- 1.2 The expanded Tottenham Hotspur Football Club (THFC) Stadium is due for completion August 2018 and the first test events at the Stadium are planned for the weekend of 4th and 5th August.
- 1.3 In readiness for the opening of the Stadium, the club and key stakeholders have been developing a series of measures which will assist in transporting spectators to and from the Stadium as safely and quickly as possible. These measures are being developed as part of the Local Area Management Plan (LAMP), which is a condition of the planning consent for the Stadium.
- 1.4 The LAMP considers a number of transport arrangements including Buses, Tube & Rail, Coach Parking, Shuttle Buses, Walking and Cycling.
- 1.5 As part of the Transport Operations for the new Stadium and LAMP a series of Traffic Management measures are required. These will include parking suspensions and dispensations, Temporary Traffic Orders (TTRO's) and Prescribed Routes (banned turns and road closures). All of these measures are required to support the wider Transport Operations as detailed in the LAMP.
- 1.6 This report considers the proposed road closures, associated banned turns and opening of existing fire gates, which are required to assist in the safe and expedient movement of traffic and spectators around the new Stadium on Major Event Days (MED's). It must also be noted that a number of the measures - and specifically road closures - are required in order to ensure spectator safety in the event of an emergency in or around the Stadium.
- 1.7 As part of the existing Stadium operations, Tottenham High Road which is immediately adjacent to the old Stadium, is closed for up to an hour after the end of a Football match. The road closure is put in place to allow for the sheer number of spectators leaving the Stadium, to exit onto the High Road safely. This operation has taken place for some time and is widely accepted by the community and Transport Operators including London Buses who put services on diversion during the closure.
- 1.8 The road closure is made legal by the application of the Traffic Management Order (TMO), which came into effect in 2010. However, this TMO actually gives powers to close roads for a much more extensive timeframe:
  - 3 hours pre-event
  - during event
  - 3 hours post-event
  - all traffic except buses, Bromley road residents and Tottenham Community Sports Centre prohibited
- 1.9 Although it must be noted that road closures before and during events have not routinely been applied and so if further road closures are to be implemented for the expanded Stadium operations, further statutory consultation is required.

## **Reasons for extended road closures and associated measures**

- 1.10 We have recently seen a number of terrorist attacks involving vehicles driving into pedestrians or at sporting events in Nice (France), Westminster Bridge, Manchester Arena and London Bridge.
- 1.11 The operational need to close the High Road (and various ancillary roads) both pre- and post-Major Events derives primarily from the space needed to evacuate the Stadium in a safe and secure manner. The way in which the Stadium is evacuated, both in terms of current safety guidance and in response to various terrorist/security incidents has changed fundamentally since the current Stadium scheme planning application was submitted in September 2015. The anticipated movement of spectators in an evacuation scenario is also better understood through more sophisticated dynamic crowd modelling, undertaken in June 2017.
- 1.12 The Club is also mindful of the potential impact of any road closures on its own transport strategy, which aims to significantly reduce the number of spectators that travel by car through the promotion of the Stadium as a public transport destination.
- 1.13 Whilst the eventual spectator arrival profile can reasonably be predicted through the Club's experience of operating the old Stadium and its recent experience at Wembley, that arrival profile is likely to be different for initial games, with many spectators likely to be arriving sooner to see the new Stadium. Whilst that may be positive in terms of spreading the load on public transport and increasing spend in the local area, it is prudent for the Club and authorities to plan for this eventuality and to 'over-engineer' crowd and traffic management with a view to reducing such measures as the season progresses and following the inevitable bedding in period.

### **Traffic Management Zone (TMZ)**

- 1.14 The Club, in consultation with the Haringey Council planning, highways and building control officers; the Greater London Authority; Transport for London; the Metropolitan Police Service (including the Counter-Terrorism Security Advisers) are proposing the following four phase closure of the High Road via an Experimental Traffic Management Order. The area within which these measures are proposed will be known as the Traffic Management Zone (TMZ):

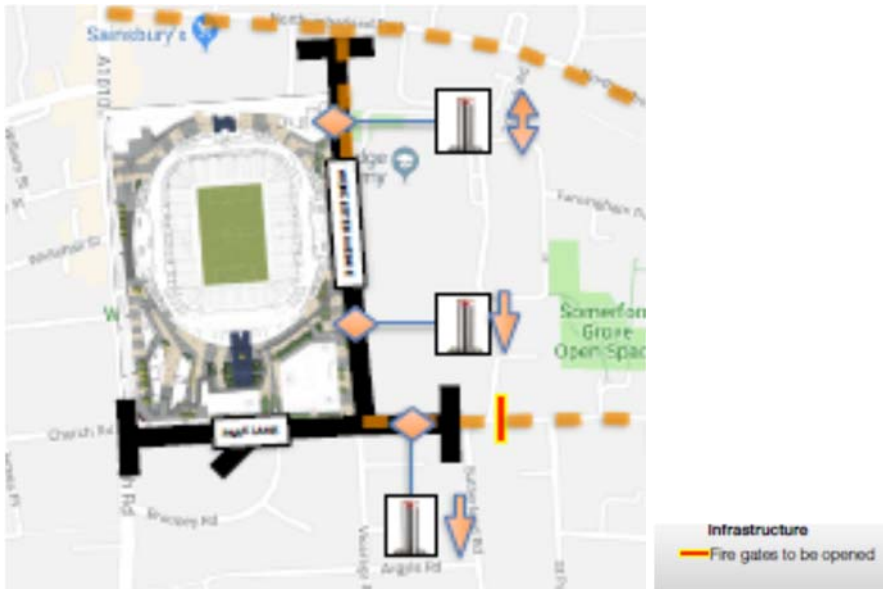
- **PRE EVENT PHASE - Worcester Avenue closed from 8am**



Diag 1

Morning of a match. From 8am on event days, Worcester Avenue will close. This is to allow early security checks of staff going into the basement car park. Parking bays on Worcester Avenue will also be suspended.

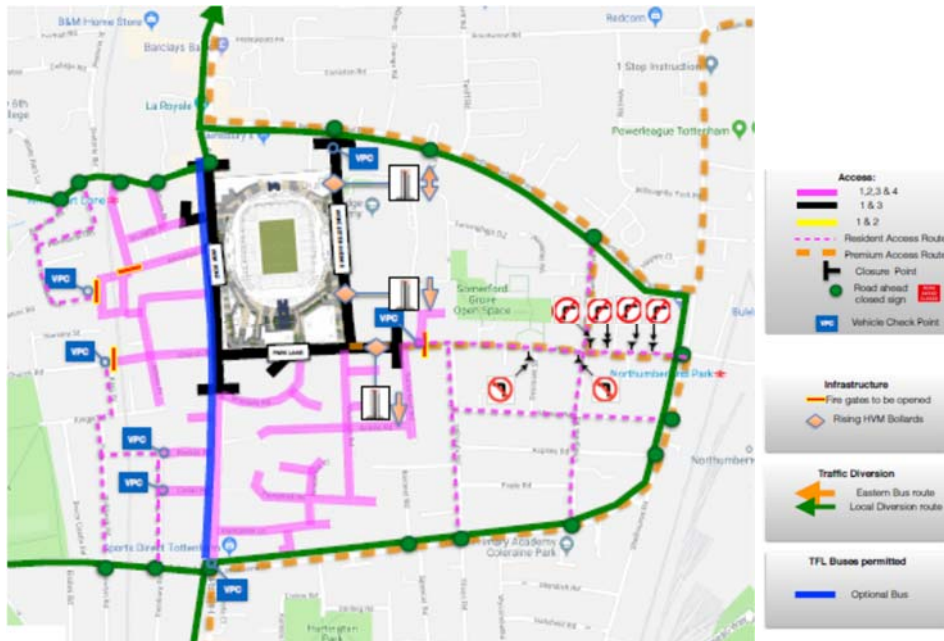
- **PRE EVENT PHASE - Park Lane Closed 3 hours before**



Diag 2

From 3 hours before an event, Park Lane between the High Road and the existing fire gate will close. This is to allow early security checks of staff going into the basement car park. To allow access into the area, the existing fire gate on Park Lane will open.

- **2-1 HOUR PRIOR TO KICK OFF – Phase 1**



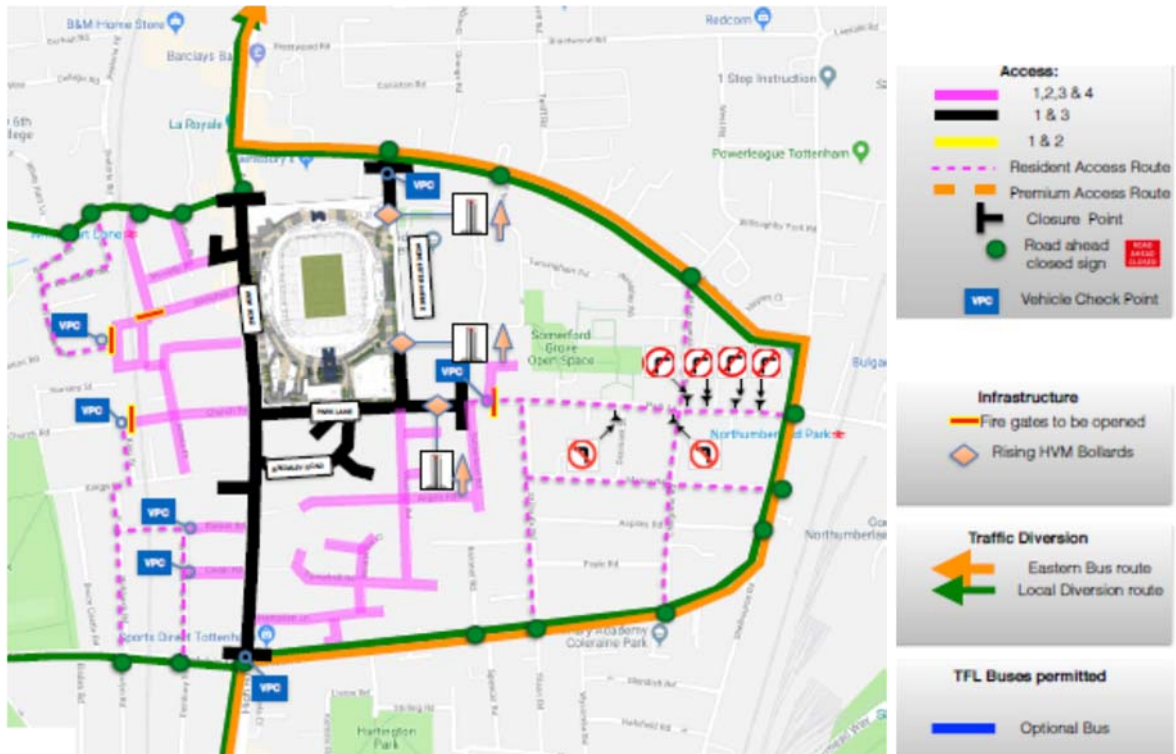
Diag 3

Up to 2 hours before any match-day or major event, traffic marshals and the Police Service will close a section of the High Road from White Hart Lane to Lordship Lane to general traffic.

General traffic will be on diversion to the east and west of the stadium. TfL buses will still be allowed access and residents who live in the area and who can only access their homes via the High Road, will be permitted access by displaying their current CPZ or Homes for Haringey permit.

As with the old Stadium, Park Lane will also be closed to general traffic 2 hours before an event.

- 1HR PRIOR TO KICK OFF – Phase 2



Diag 4

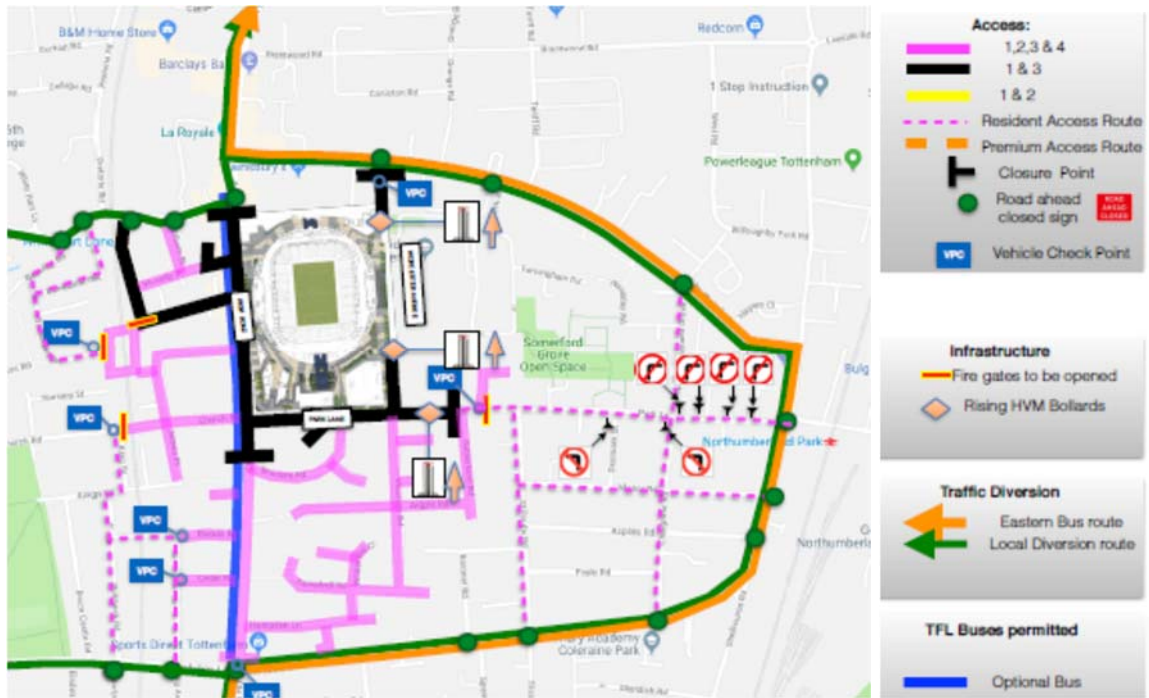
This is the busiest time when most spectators will arrive. For 1 hour before a match to 15mins after, only emergency service vehicles will be permitted through the closure points.

Residents who usually access their properties through the High Road, will have to use one of the alternative access points indicated on the map in 1.15 diag 7.

It should be noted that due to the sheer number of spectators expected in the area, that vehicular access would be severely inhibited, whether road closures were in place or not.

TfL buses and general traffic will be on diversion.

- KICK OFF TO 15 MINS PRIOR TO FINAL WHISTLE – Phase 3

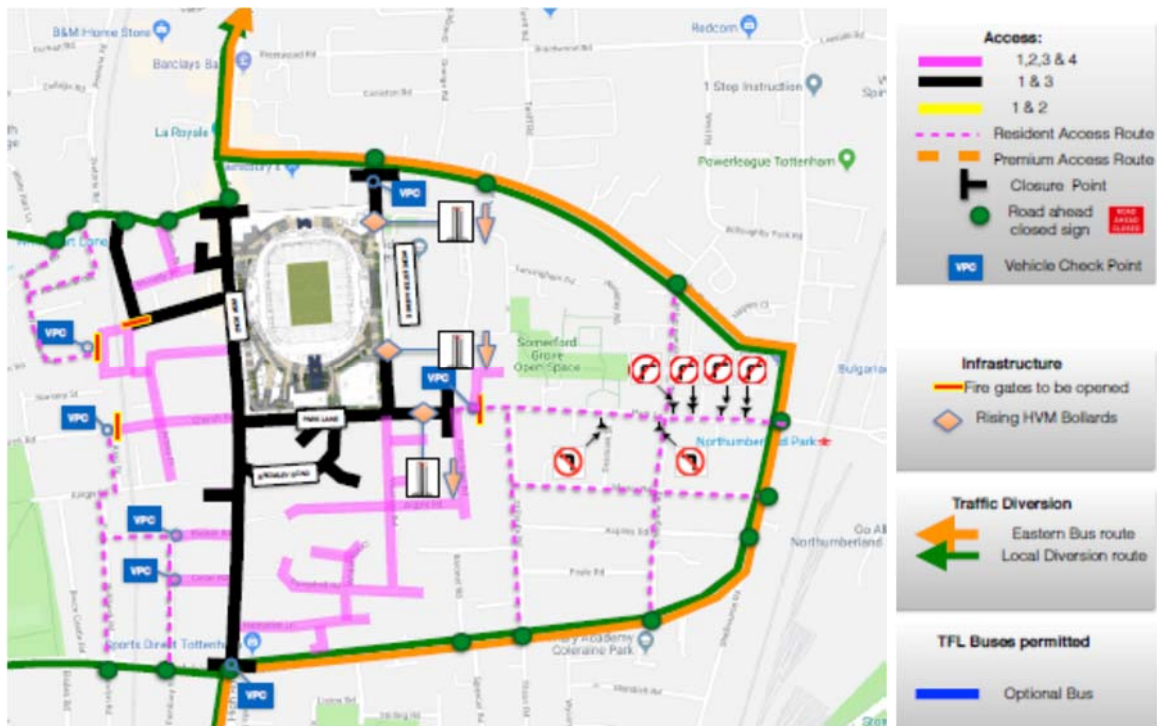


Diag 5

Once the match has kicked off, the High Road will open to TfL buses and local residents but remain closed to general traffic. This will allow fans and spectators to evacuate into the High Road in the unlikely event of an emergency.

Worcester Avenue and Park Lane remain closed to all traffic.

- 15 MINS PRIOR TO FINAL WHISTLE 40-60 MINS POST MATCH – Phase 4



Diag 6

Up to 1 hour after a match, the roads surrounding the Stadium are at their busiest. Around 15mins before the end of a match, the Clubs traffic stewards and Police will close the High Road from White Hart Lane to Lordship Lane to all traffic.

Worcester Avenue and Park Lane will remain closed to allow spectators to leave the stadium.

These roads may remain closed for up to 1 hour, however, the Police in liaison with the Highway Authority and the Club may open them earlier, if it is safe to do so.

Love Lane and Whitehall Street are also likely to remain closed for up to 1.5hrs post match to cater for queuing to White Hart Lane station.

TfL buses and general traffic will be on diversion.

\*\*\*Note – all closure points are to be manned at all times by THFC appointed staff. The times given above for the duration of each of the closure points are considered to be the maximum required. It is likely that in reality the closures will not have to be in place for as long and the match commander/Highway Authority may choose to open the closures earlier if it is deemed safe to do so\*\*\*

## 1.15 Residential Access within Traffic Management Zone (TMZ)





Diag 7 Access and Diversion Routes

- 1.16 When the road closures are in place on the High Road, this will affect vehicular access to some roads/properties adjacent to the Stadium. The following points have been addressed:
- TfL buses are permitted through the High Road Pre and During a match.
  - All residents and businesses can access properties on foot.
  - Only five roads have restricted access at the busiest pedestrian times
- 1.17 The Club have worked with Haringey officers to consider access arrangements for residents and businesses to these properties.
- 1.18 The extract map above indicates the proposed road closure points and the roads highlighted in pink are those which cannot be accessed via the High Road during certain times. However they will be able to access via alternative routes indicated by the white circles on the map.
- 1.19 In order to support and to direct traffic away from the Park Lane and Worcester Avenue road closures, banned turns are proposed to the following side roads off Park Lane:
- Denmark Street  
 Northumberland Grove  
 Chalgrove Road  
 Angila Close  
 Two estate roads to Alnwick House
- 1.20 Residents and businesses that will have restricted vehicle access are:

- Moselle Place (Phase 1 and 3 only)
- Bromley Road (Phase 1 and 3 only)
- Lancaster Place (Phase 1 and 3 only)
- Park Lane (High Road to Vicarage Road (Phase 1 and 3 only)
- Worcester Avenue (Phase 1 and 3 only)
- The Tottenham Community Sports centre (Phase 1 and 3 only)

1.21 The club is working with LBH and HFH with the aim of using existing parking permits as the access point identifier. This will reduce the need to issue an additional access permit. As the scheme is experimental the permit access scheme can be reviewed as the Stadium operation “beds in”.

1.22 There are four existing ‘Fire Gates’ within the TMZ which will have to be opened on event days in order to allow for resident vehicular access and to assist with spectator access. These are located on:

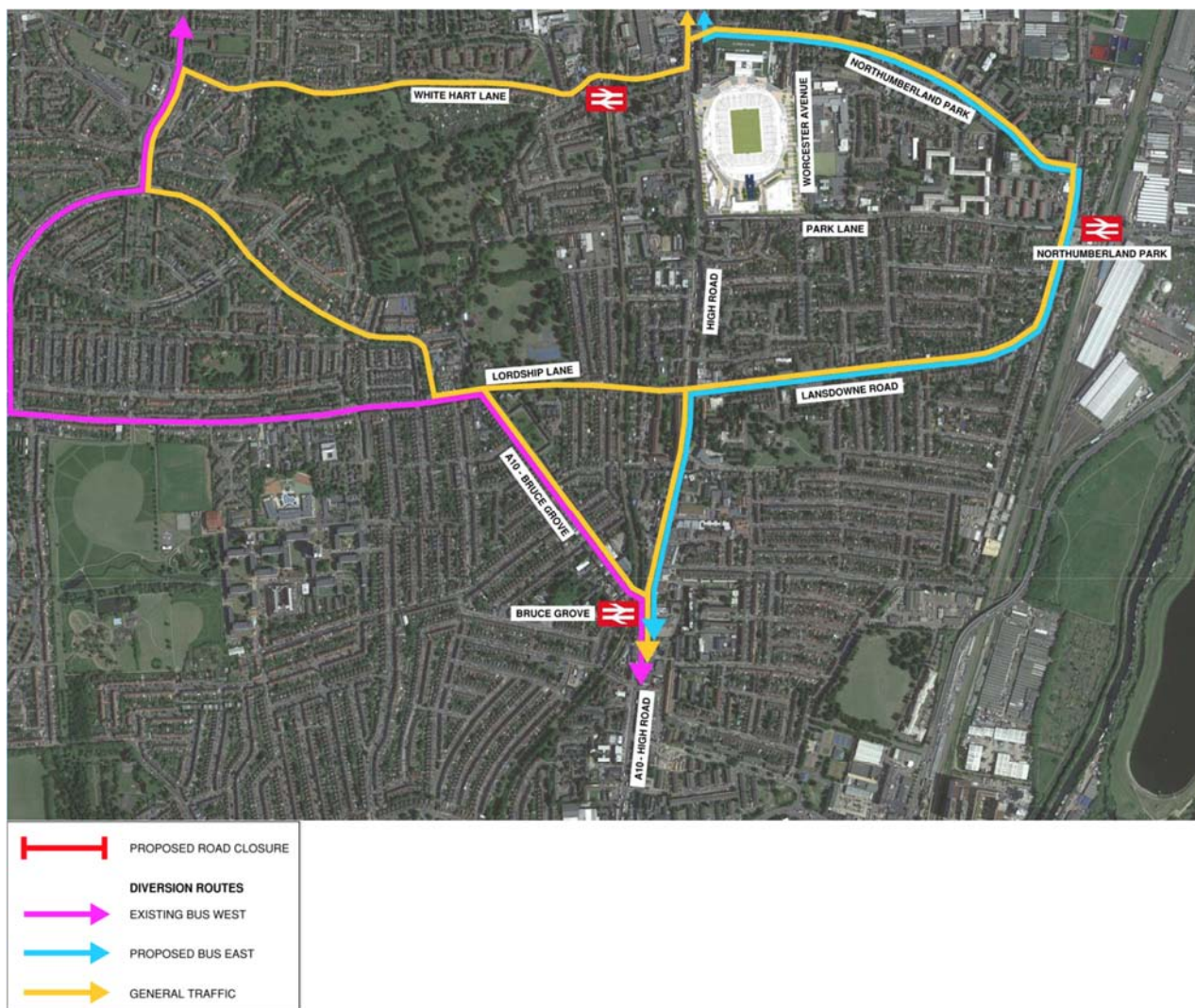
- Park Lane between Sutherland Road and St Pauls Road
- Junction of Tenterden Road and Whitehall Street
- Junction of Love Lane and Whitehall Street
- Church Lane between King Street and railway bridge

1.23 It is proposed that the TMZ access scheme is developed over the next season with a view to a bespoke access scheme being delivered and operational for the following season (2019/20).

1.24 The Club have committed to the continual monitoring of the LAMP/TMZ and one of the reasons the measures are proposed under an Experimental Traffic Management Order is to allow for measures to be reviewed and if necessary changed. This will be done in liaison with Haringey officers and other stakeholders as appropriate.

1.25 A drawing summarising all measures proposed within the TMZ is included in Appendix I.

## 1.26 Diversion Routes



Diag 8 TfL Bus and General Traffic Diversion Routes

- 1.27 Currently buses follow the pink 'western' diversion route on event/match days. However, this clearly takes services away from Haringey residents and so work has taken place to accommodate two-way bus movements along the 'eastern' diversion route shown by the blue line. This brings bus services further into Haringey and is physically a shorter route and so takes less travel time.
- 1.28 Background and general traffic will be signed to travel along the yellow route shown.
- 1.29 **Strategic Diversions**
- 1.30 It will be important to keep background traffic away from the TMZ and operations close to the Stadium. Therefore, a strategic diversion signage scheme will be in place which aims to divert traffic away from the TMZ.
- 1.31 The strategic diversion route will assist TfL bus movements by removing background/through traffic, which will encourage TfL to use the east diversion route, which in turn would provide higher frequency bus services to Haringey residents.
- 1.32 At present vehicles will be diverted along the A406/A10 or Monument Way/Watermead Way/A406.



Diag 8 TfL Bus

### 1.33 Advance warning signs scheme

In order to divert background traffic away from the Stadium and associated road closures the following advance warning signage is proposed:



- This signage scheme was not used for old Stadium. This is a standard traffic signage scheme for events.
- Date change plate updated for each match / event day (bottom section of sign).
- First season - temp signs on existing lamp columns, review success of scheme.
- Second season - aim to install these permanently new signs and post.

- The advance warning signs will assist with Travel Demand Management (TDM) messaging, ensuring through traffic are aware of event days.
- THFC approved signage contractor will work up final sign design details and apply for permissions.

#### **1.34 Other Options Considered/Do nothing**

1.35 In view of advice from the emergency services, including counter terrorism officers, it is not considered appropriate to do nothing. However, all measures are being introduced under an Experimental Traffic Management Order, so that the operations can be continually reviewed in order to ensure their effectiveness and appropriateness.

#### **1.36 Communications Strategy**

##### **Raising Awareness:**

Clearly local residents and businesses are aware of the Stadium development, with a significant amount of consultation being done locally as part of the planning permission and the Stadium is well advanced in its construction.

However some may not be aware of when a Major Event Day (MED) is held at the Stadium or of the impact on the local transport network when the Stadium is in operation. It is essential and critical to the success of the new Stadium that all stakeholders are aware of the LAMP and the changes that will need to be put in place to manage the increase in spectator numbers.

Raising awareness is also vital to the development of the LAMP, as this is a document constantly being reviewed and updated to take on board feedback from stakeholders and how events run.

##### **Engaging Stakeholders:**

Local residents and businesses are key audiences to engage with and it is important that they understand any changes to the local transport network on MED's. It is also equally important that residents (including those that may not necessarily support THFC) view the new Stadium as offering benefits across the community.

It is fair to say that the LAMP is a technical document targeted at transport professionals who understand the transport conditions in the local borough and the reasons behind the proposals within the LAMP. In order to effectively communicate its key sections (for instance road closures, impact on local stations, bus diversions etc...) it will be translated into more easily accessible and understandable pieces.

#### **1.37 Methods of communication:**

Communication with residents and businesses is a continuous two-way process that will need to be timely, responsive and meet the needs of those affected by

the LAMP. It is important to understand what information is required by who and when.

At the time of writing the LAMP Communications Strategy is being considered by Haringey and other stakeholders but it is well developed and will likely include the following methods of communication:

- Emails to individuals and groups
- Meetings and presentations
- Leaflets and brochures
- A main 'Blue Book' covering and summarising all key areas of the LAMP
- Web pages
- Forums
- Social and local media
- I – spurs – chat bot – automated Q&A dedicated to residents
- Automated Freephone number system
- LBH and LBE communication tools – website links

### **1.38 A timetable for delivery:**

An outline timetable sees:

**Phase 1 – May to mid June 18** – agreeing strategy, preparing materials and liaising with partners and key stakeholders including briefing with the Leader of the Council and ward Councillors. **\*\*\*Completed\*\*\***.

**Phase 2 – mid June to mid July 18** – issue road closures newsletter, issue Blue Book and update website. Prepare materials for drop-in events.

**Phase 3 – early July to early August 18** – drop-in/pop-up events locally, continued engagement with stakeholders, advertise test / match days. First test event.

It is proposed that a specific communication is delivered to residents within the TMZ. The timing of this will be just prior to the advertisement of the experimental traffic management orders. Thus raising awareness of the LAMP related measures which are being introduced.

## **3.0 Chief Finance Officer Comments**

- 3.1 Provision for the implementation of the proposed measures will be met entirely by THFC. The Service Level Agreement, to be agreed, will include consultation, implementation, operational (including event day council staff) and maintenance costs. The costs for the drafting and advertising of Traffic Management Orders is also to be met by THFC. The costs relating to this report are minimal at c.£2,000 for statutory advertisements and internal staff time and will be met from existing resources.

## **4.0 Legal Procedure**

- 4.1 Before reaching a decision to make the necessary Traffic Management Order to implement any traffic management measures, the Council must follow the statutory

consultation procedures pursuant to the Road Traffic Regulation Act 1984 (“RTRA”) (as amended) and the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 (as amended). All representations received must be properly considered in the light of administrative law principles, Human Rights and equalities law and the relevant statutory powers.

- 4.2 The Council’s powers to make Traffic Management Orders arise mainly under sections 6, 9, 45, 46, 122 and 124 and schedules 1 paragraph 8 and 9 and Part IV of Schedule 9 of the RTRA.
- 4.3 The power of a local authority to make an order regulating or controlling vehicular and other traffic is contained within the ambit of section 6(1) of the RTRA. The power to make an experimental traffic order is contained in section 9 of the same Act. Experimental traffic orders generally have a lifespan of 18 months. During the initial 6-month period the Council will register representations received and consider and implement where possible these requests during the second 6-month period, these amendments have a further 6-month period before being considered to be made permanent.
- 4.4 By virtue of section 122, the Council must exercise its powers under the RTRA so as to secure the expeditious, convenient and safe movement of vehicular and other traffic including pedestrians, and the provision of suitable and adequate parking facilities on and off the highway. These powers must be exercised so far as practicable having regard to the following matters: -
  - (a) The desirability of securing and maintaining reasonable access to premises.
  - (b) The effect on the amenities of any locality affected including the regulation and restriction of heavy commercial traffic so as to preserve or improve amenity.
  - (c) The national air quality strategy.
  - (d) Facilitating the passage of public service vehicles and securing the safety and convenience of their passengers.
  - (e) Any other matters appearing to the Council to be relevant

## **5.0 Equalities comments**

- 5.1 S149 (4) of the Equality Act 2010 stresses the public sector equality duty strongly in respect of disabled persons and extends the meaning of ‘due regard’ to include the steps involved in meeting the needs of disabled persons in particular “steps to take account of disabled persons’ disabilities” even if it would mean treating disabled persons more favourably than persons who do not have a disability.

A number of measures have been put in place which will improve travel arrangements for those with accessibility impairments. A significant upgrade to Northumberland Park Station will provide step free access and the road closures proposed for the High Road, Park Lane and Worcester Avenue will provide a traffic free environment.

Resident blue badge holders will be permitted through the Road Closures.

## **6.0 Comments of the Head of Legal Services**

6.1 The legal position and statutory requirements for consultation are set out in Section 4 of the report. Public consultation is to be undertaken and due consideration given to representations by the public. As long as the statutory consultation is undertaken and due consideration similarly given to representations made, there is no reason why the Council should not be entitled to proceed with its proposals.

## **7.0 Recommendations**

7.1 For the Leader of the Council to authorise:

- a) The introduction of traffic management measures as described in sections 1.14 and 1.15 and as illustrated in Appendix I via an Experimental Traffic Management Order under the RTRA.
- b) The continual monitoring of the Local Area Management Plan (LAMP) and Traffic Management Zone (TMZ) and to consider any amendments which are agreed to be required.

## **Background Papers**

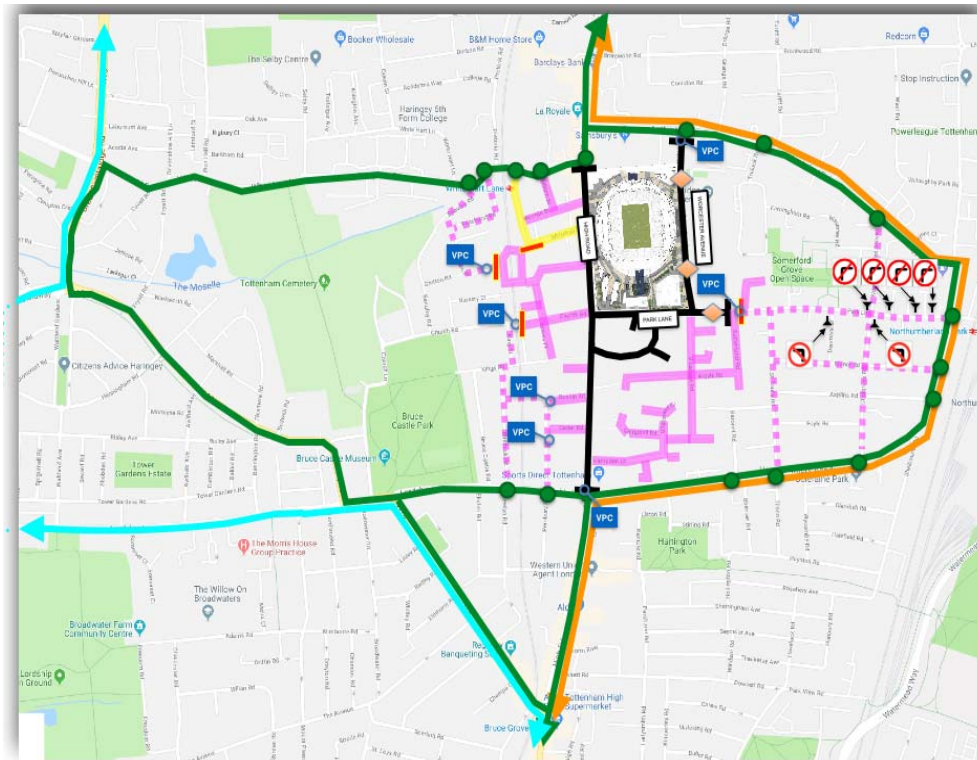
N/A



# APPENDIX I

## Traffic Management Zone TMZ

### High Road Closure and Residential Access Map



**Access:**

- 1,2,3 & 4
- 1 & 3
- 1 & 2
- - - Resident Access Route
- Premium Access Route
- T Closure Point
- ⊘ Road ahead closed sign
- VPC Vehicle Check Point

**Infrastructure**

- Fire gates to be opened
- ◇ Rising HVM Bollards

**Traffic Diversion**

- ← Eastern Bus route
- ← Local Diversion route
- ← Strategic Bus Diversion route

**TFL Buses permitted**

- Optional Bus