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1. The decision contains information provided by a Government department on a non-disclosure basis
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Report for: Record of Decision Taken Under Delegated Authority

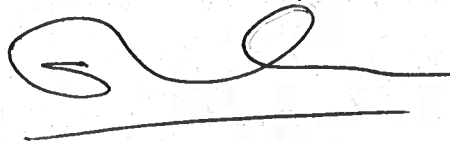
Item number:

Title: Bruce Grove North (BGN), Bruce Grove West (BGW) and Bruce Grove (BRG) CPZ Reviews

Report authorised by: Ann Cunningham, Head of Operations:



Cllr Seema Chandwani, Cabinet Member for Neighbourhoods:



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Ward(s) affected: Bruce Grove

**Report for Key/
Non Key Decision:** key decision

1 Purpose

- 1.1 To report the outcome of a review of parking controls introduced under Experimental Powers in the following areas:
 - Bruce Grove North (BGN)
 - Bruce Grove West (BGW)
- 1.2 To also provide details of Council officer response to representations received following the introduction of these controls.
- 1.3 To also report on the outcome of the review of the permanent Bruce Grove (BRG) Controlled Parking Zone.
- 1.4 To seek Cabinet Member approval to proceed with the recommendations as set out in Section 10 of this report.

2.0 Background

- 2.1 In October 2015, the Council carried out a consultation on a proposal to introduce CPZs in the BGN and BGW areas. This was following the approval of the Cabinet Member for Environment and the Head of Operations.
- 2.2 The BGN and BGW CPZs came into operation in June 2017.
- 2.3 Our proposal was to introduce the BGN and BGW CPZs under an Experimental Traffic Management Order (TMO) which would provide an opportunity to review the impact on operation of the controls.
- 2.4 During the experimental period residents and businesses were invited to give their views and make representations on the new parking controls. If necessary, amendments would be made to address any issues that may arise.
- 2.5 In January 2019, prior to the conclusion of the experimental period, Council Officers met with Councilors of the Bruce Grove and West Green wards.
- 2.6 During the meeting we were made aware of concerns being raised by residents of the Bruce Grove (BRG) CPZ regarding the impacts of commuter parking during events associated with the Tottenham Hotspur Stadium. Currently, the BRG zone operates as an all-day CPZ and does not benefit from having event day controls.
- 2.7 Therefore, an option was put forward to consider a proposal to review the BRG zone and establish if there was support to merge both BGN and BRG zones.
- 2.8 It was agreed that a review would be undertaken as combining the CPZs will improve parking opportunities for those living on the boundaries of the zones.
- 2.9 Councilors had also requested that additional Pay by Phone parking facilities were needed to accommodate visitors to the area. As part of the review, we offered assurances that these would be identified and implemented when the

reviews were concluded.

- 2.10 The reviews were carried out earlier this year with a closing date of Monday 25 March 2019.
- 2.11 A copy of the questionnaires sent to residents and businesses can be found in Appendix I.
- 2.12 A summary of the outcome of the review can be found in Section 3.

3.0 Summary of Representations in Response to the BGN and BGW CPZs

- 3.1 During the experimental period, the Council received three representations. This includes one compliment, one petition and one objection.

Objection:

I am writing on behalf of the members and congregation of Miller Memorial Methodist Church. A Pentecost Church, and a number of other community and faith groups also use the church and halls, and this communication covers their interests and concerns as well.

All who drive to the church/halls are finding the Bruce Grove North CPZ as currently operated, extremely inconvenient and overbearing. People come to the church/halls at various times of the day throughout the week, making deliveries, attending meetings, cleaning the premises, making preparations for services etc., etc. All are now faced with the inconvenience and expense of having to pay to park or having to park further down on The Avenue or on other roads which fall in the Bruce Grove West CPZ and walking back. A significant minority of our congregations and others who use the premise live outside of the immediate area and find it essential to drive to the premises.

Operation of the scheme Monday to Friday is bad enough, but it even operates on Saturday's and on Sunday Event Day's. Weekends are particularly busy days for our church and our people are being seriously inconvenienced by the CPZ. A number are already talking of moving to other churches if the restrictions continue when Spurs return to Tottenham, and we are taking these concerns seriously. We didn't have any problem with parking in the area prior to the introduction of the CPZ and cannot understand the point of the current scheme. How is it intended to benefit us? We have seen no advantage whatsoever. Ideally, as far as the church is concerned, we would wish Haringey Council to scrap the scheme completely for The Avenue, Drayton, Chandos and Mount Pleasant Roads, and return to the previous free parking situation, but please note also, that many members who are also local residents are keen for the scheme to be scrapped on their roads as well.

Council Response:

Following feedback received from a public consultation in October 2015, the council approved the introduction of parking controls in the Bruce Grove area. These controls were introduced in June 2017. Details of the results of that consultation can be found on the council's website.

Consultation questionnaires were delivered to all roads within the area currently

under review. Residents and businesses responded to consultation and we are only acting upon their wishes to introduce controls in a particular way in the area, including how the scheme operates and times.

Officers have no decision-making powers and our only influence is from a technical standpoint where we advise the elected Ward Councillors and stakeholders along the statutory process.

The Council is committed to listening to the views of the community as a whole and have introduced the new parking controls under an Experimental TMO. The Council will keep the CPZ, including its days and hours of operation, under review during the period of the Experimental TMO, to ensure its operation is properly assessed.

The experimental TMO forms part of the statutory process. This also enables any interested party to make a representation to the Council during the first six months and if required there is flexibility to modify the CPZ. Towards the end of the experimental period, which could last up to 18 months, the Council consider if recommendations are to be made to introduce those control on a permanent basis.

We understand, from discussions with Councilors, that there is a demand for additional Pay by Phone in the vicinity of the church. We will also consider extending the period of stay to enable people visiting the church to stay for a longer period. These options will be considered once the review period has passed.

However, we must also consider that the availability of on-street parking is a key determinant of car usage and local traffic congestion and that this may reduce the potential uptake of more sustainable modes of travel.

Local parking policy is an important demand management tool in controlling local traffic congestion and influencing choice of transport. CPZs are one of several parking policies, along with low parking standards for new developments, charging, and use of workplace parking levies, which can be used to influence travel behaviour.

CPZs prioritise parking for residents and can ease local parking pressures, reduce traffic congestion, improve road safety and encourage the use of more sustainable forms of transport.

Petition - Broadwater Farm Residents' Association

We have received many more complaints about parking since the Controlled Parking Zone started in June 2017 than we did before this date. The CPZ means that people are parking under the blocks where the CPZ does not apply.

This is causing serious parking problems for residents. Many of those parking under the blocks are non-residents. A CPZ is meant to alleviate parking problems but it has had the opposite effect. As more people park under the blocks to avoid the charge, it is getting harder and harder for residents to find a free parking space. The written Statement/Record of a Decision Made Under Delegated Authority that was made in February 2017 states that when consultation was carried out in 2015 of those who responded:

- 70% of the residents of Gloucester Road opposed the scheme
- 100% of the residents of Griffin Road were opposed to the scheme
- 100% of the residents of Martlesham/Adams Road were opposed to the scheme
- 75% of the residents of Willan Road opposed the scheme. Therefore, every road on the estate opposed this scheme overwhelmingly.

We have been able to petition Croydon, Debden, Willan Road and Tangmere and we have obtained 135 signatures opposing the CPZ. Residents at the Residents' Association Open Meeting on 07/09/2017 agreed that we should oppose the CPZ.

Due to the parking problems in non-CPZ areas we would express support for the introduction of an Estate Controlled Parking Scheme. However, we would not want this to affect users of any of the community facilities such as Broadwater United Sports and Football Academy, Back2Earth, the Enterprise Centre, Reconciliation International, Broadwater Farm Community Centre or the Church on the Farm.

We would therefore ask you to consult with all affected community organisations to introduce a scheme that will work for everyone.

The petition was accompanied by a letter from the head of the resident's association which included the following points of clarification:

1. Object to parking controls being on the BWFE
2. Want controls removed from the BWFE area because of non-resident parking in uncontrolled areas under blocks and impacting estate residents
3. Would Support Estate Parking Scheme CPZ if it protected its residents' ability to park on PH and Estate and enable estate user groups supporting the estate to park.

Council response:

The Council's proposals are in response to historical and ongoing concerns about parking in this area. Often attributed to commuters, displaced parking from adjacent CPZ's and the football stadium.

Parking are controls generally introduced on an area wide basis and to omit individual roads would likely result in an increased level of parking and pressure on parking in those roads.

The presented petition had a total of 133 signatories from within the Broadwater Farm Estate (BWFE) and the table below details submissions from each housing blocks from BWFE.

BWFE Housing Blocks	Number of Signatories
Croyden House	62
Debden House	14
Tangmere House	24

Signatories not identifying building	26
Signatories not providing address	7
Number signatories no longer living on estate	24
Total	133

It should be noted that between the petition being received and the close of this consultation, Homes for Haringey have undertaken a review of all buildings on the BWFE. This is in response to the Grenfell Tower disaster. This review identified residential blocks in need regeneration or redevelopment.

These works are ongoing and have resulted in some residents being relocated away from the BWFE. It is possible that some of those residents, who no longer live on the estate, may have previously signed this petition.

We do not know the conditions in which the petition was arranged, it should be noted that petitions can be misrepresentative. Whereas confidential consultations, as undertaken by the council are better placed at collecting independent views of residents unpressured preferences.

The request for estate parking has been noted and forwarded to the Parking and Projects Manager for Homes for Haringey (HfH) who will contact the BWFE residents association and work with the groups identified to develop an appropriate scheme in areas controlled by HfH.

Compliment:

Thank you for finally giving us a controlled parking zone. I'm aware from a Facebook group that there are some unsatisfied residents in other roads further out (Birkbeck road) but for the first time IN YEARS we can park with ease in the BGN zone.

I am on St Loy's Road - from day 1 of the CPZ officially in place - what a difference - no white vans, no commuters, quiet roads and hardly a car parked. Surprising actually as thought there would still be quite a lot of cars. But I have photos of a near empty road most of the day.

I've heard less road rage and zooming cars throughout the day and night. I can go and leave as I please and been able to visit the recycling depot several times without fear of losing my space. I can actually consider getting builders in to do work as they'll be able to park a van to put up scaffolding etc!

These CPZ need to be throughout Haringey on every street - as when a zone pushes on another the problems occur. I think those in Birkbeck Road for one will be experiencing what I've been experiencing over the past 5 years or more. When a zone is made, you really do need to make the surrounding zones permit holders only.

So a big thank you, I know it's a trial but it has been a big success in the area I am in around the Bruce Grove Station. I hope that my neighbours will say the same as I want this permanently!

4.0 Summary of responses to the BGN, BRG and BGW CPZ Reviews

4.1 The following details the outcome of the review of the Experimental TMO carried out in February 2019.

4.2 We received 272 representation from residents and business in the BGN CPZ. This represents a response rate of 15%.

4.3 For BGW we received 343 representations representing a response rate of 17%.

4.4 While for BRG we received 75 representations, a response rate of 16%.

4.5 A summary of the response is as follows:

‘Has the CPZ made parking easier for residents?’

	Yes	No	Don't Know
Bruce Grove West	64%	27%	9%
Bruce Grove North	72%	21%	7%
Bruce Grove	76%	24%	0%

4.6 In all zones, a clear majority agree that the introduction of a CPZ has made parking easier.

4.7 A detailed review of the results indicates that only a very small number of streets saw a majority of residents disagreeing with this view.

4.8 Within the BGW zone, there are concerns that traffic flows have increased and that it has become increasingly difficult to park on three roads within the zone. Specifically, Chester Road, Higham Road, and Willan Road. A likely cause of these concerns may be the recent introduction of a one-way system on the nearby Mount Pleasant Road.

4.9 While some concerns have been raised, overall, there has been a positive response to the introduction of the CPZ. A high proportion of residents feel the CPZ has helped to make it easier for them to park their vehicles.

4.10 ***‘If the CPZ has made parking easier, please indicate which problems it has helped deal with’***

Bruce Grove West (shown as a % of the 343 responses)	
Parking Problem	
All-day parking by commuters (including business employees):	64%
Abandoned and untaxed vehicles:	43%
Parking by trade vans and internet delivery vans:	34%

One of the concerns that was raised highlights the BGW zone operating for a 2-hour period only and the adjacent BGN zone operates for a much longer period. This increases the risk of overspill from one zone in to the other and it is a likely

reason as to why some residents of BGW would like to see the period in which their zone operates extended.

Bruce Grove North (shown as a % of the 272 responses)	
Parking Problem	
All-day parking by non-local drivers:	64%
Abandoned and untaxed vehicles:	47%
Parking by trade vans:	41%

A key benefit of a CPZs is improved access to on-street parking for residents and businesses increasing their opportunity to park.

Business also have access to parking for loading and unloading activities.

Additionally, Pay by Phone parking provides short-term access to parking for customers, while ensuring a high turnover of customers and visitors to an area.

Bruce Grove (shown as a % of the 75 responses)	
Problem	
All-day parking by non-local drivers:	79%
Abandoned and untaxed vehicles:	28%
Parking by trade vans:	19%

Long stay parking in residential roads during the daytime periods can often be caused by non-residents such as commuters, those working in the local area or shoppers. The results of the survey show in all zones, this was the most significant concern and that this has been addressed by the introduction of a CPZ.

4.11 Should changes be made to the operational hours or days

Hours of Operation	Remain the same	Operate Evenings	Operate Shorter
Bruce Grove West	76%	19%	5%
Bruce Grove North	51%	20%	30%
Bruce Grove	48%	8%	44%

Days of Operation	Remain the same	Include Saturdays	Include Sundays
Bruce Grove West	81%	11%	9%
	Remain the same	Mon – Fri	Mon – Sun
Bruce Grove North	44%	36%	20%
Bruce Grove	29%	57%	13%

4.12 In BGN & BGW, a clear majority are in favour of both the days and hours of operation remaining unchanged and when assessing the results in more detail,

there is only a small proportion of roads in which a majority of resident would like to see changes.

- 4.13 In BGW this includes Keston Road, Handsworth Road, Clonmell Road and Dongola Road where a significant minority of respondents would like extended hours.
- 4.14 In BGN, there is broad consensus about the need to retain current operating hours. However, there is also some demand for reduced operating days – primarily amongst those residents who would like more freedom to have friends and family visits at weekends.
- 4.15 A majority of stakeholders in the BG area are in favour of the operational hours of the zone remaining the same, with some support for reduced hours. A majority are also in favour of extending the days of operation to include Saturdays.
- 4.16 We would conclude from these results that while there are some concerns and some demand for changes in BGN & BGW, a majority of residents are satisfied with current arrangements. Therefore, we would not consider it appropriate to change the times and dates of operation of the CPZs at this time.
- 4.17 ***“Are you in favour of combining the Bruce Grove CPZ with the Bruce Grove North CPZ”***

	Support	Object	Don't Know
Bruce Grove Original (Overall)	44%	35%	21%

Bruce Grove Original			
	Support	Object	Don't Know
Permit Holder	53%	36%	11%
Non-Permit Holder	20%	30%	50%

- 4.18 The results indicate there is support for the proposal to merge the BG & BGN zones.
- 4.19 More detailed analysis of the results indicates there is a much higher level of support from those who would be most affected by the proposals. This being those who already hold permits.
- 4.20 To merge the BG and BGN zones would create a single zone in which the same hours of operation apply. Permit holders would be able to park in any part of the wider zone.
- 4.21 Full details of the review consultations can be found on Appendix II of this report.

5.0 Chief Finance Officer Comments

Provision to make the Permanent Traffic Order can be contained within existing

budgets.

Provision for the implementation of the proposed measures to the CPZ was made in the Parking Plan capital budget for 2019/20.

6.0 Environmental Implications

- 6.1 Before reaching a decision to make the necessary Traffic Management Order to implement or amend a CPZ scheme, the Council must follow the statutory consultation procedures pursuant to the Road Traffic Regulation Act 1984 (as amended) ("RTRA") and the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 (as amended) ("the Regulations"). All representations received must be properly considered in the light of administrative law principles, Human Rights law and the relevant statutory powers.
- 6.2 The Council's powers to make Traffic Management Orders arise mainly under sections 6, 9, 45, 46, 122 and 124 and schedules 1 paragraphs 1-22 the RTRA.
- 6.3 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(2) of the RTRA. The power to make an experimental traffic order is contained in section 9 of the same Act.
- 6.4 When determining what paying parking places are to be designated on the highway, section 45(3) requires the Council to consider both the interests of traffic and those of the owners and occupiers of adjoining properties. In particular, the Council must have regard to: (a) the need for maintaining the free movement of traffic, (b) the need for maintaining reasonable access to premises, and (c) the extent to which off-street parking is available in the neighbourhood or if the provision of such parking is likely to be encouraged by designating paying parking places on the highway.
- 6.5 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 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.

7 Comments of the Assistant Director of Corporate Governance

- 7.1 The legal position and statutory requirements for consultation are set out in Paragraph 5 of the report. Public consultation has been 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. In making the experimental order permanent the Council shall comply with the requirements of regulation 23 of the Regulations.

8 Equalities and Community Cohesion Comments

- 8.1 The Council has a public sector equality duty which will require that if agreed, the recommendations in the report are implemented in a way that will ensure that no group protected by section 4 of the Equality Act 2010 suffer disproportionate adverse impact as a result. Care would have to be taken for example to ensure that any new parking arrangements or schemes would include.

9 Summary

- 9.1 The Council introduced both BGN and BGW CPZ under experimental powers meaning it can review the representations received since the introduction of the CPZ and make a decision on whether the measures should become permanent.
- 9.2 When meeting with the Miller Memorial Methodist Church we agreed to consider additional Pay by Phone facilities in the vicinity of the church. It was agreed that two hour shared use parking facilities would be extended to five hours near places of worship to increase available parking for visitors. This will be considered following the completion of the review period.
- 9.3 During the consultation period of the experimental TMO for the Bruce Grove CPZ a petition from Broadwater Farm Residents Association was received and responded to in March 2018. In that response, we said that before deciding if the scheme should be made permanent, we will be contacting residents and business asking their view on how the parking controls are working or whether you think any changes are needed.
- 9.4 In January 2019, Council Officers met with Bruce Grove and West Green Councillors and it was agreed to carry out the reviews of both zones. The review consultation closed on the 25th March 2019.
- 9.5 During the review consultation period the Broadwater Farm Residents Association resubmitted the same petition.
- 9.6 All properties within the BGW CPZ, including all Homes for Haringey residents that were within the consultation area were sent consultation documents which detailed our intentions to review the zone.
- 9.7 The review of BGW received 343 responses from 2017 properties consulted which represents a 17% response rate.
- 9.8 When analyzing the overall response to the consultation, the results indicate that the majority of residents (64%) felt that the CPZ made parking easier for residents. However, when you look at the results in more detail on a road by road basis, it shows that the roads on the BWFE, including Willan Road, Griffin Road and Adams Road showed a low response rate with no overall support.
- 9.9 Our aim as a council is to introduce parking controls in a strategic manner which

would benefit an area as a whole. It is extremely likely that if controls had not been introduced on the estate roads then the parking situation here would have likely been worse.

- 9.10 When parking controls are introduced in the wider area but individual roads that are against the controls are omitted, this simply results in increased parking pressures in these roads. In this case, parking has been displaced onto uncontrolled areas of Homes for Haringey as reported by the Head of the resident's association.
- 9.11 Residents of the estate currently benefit from having access to purchase permits and the opportunity to park within the bays on the estate. They also have the advantage of accessing all roads throughout the zone, so they are not contained to just the roads within the estate.
- 9.12 There are approximately 95 permit holder bays on the estate, with 7 of those spaces offering visitors the opportunity to park using the Pay by Phone facility. The short-term parking facility enable access for those visiting the estate, especially those attending the Broadwater Farm Community Health Centre or using nearby shops.
- 9.13 This would leave the Homes for Haringey estate areas still open to parking abuse, originating from commuters and neighboring CPZ residents. They will have continued access to occupy these spaces and avoid paying for permits. However, there are forthcoming plans to consult on Home for Haringey estate parking areas later this year.
- 9.14 The petition received from the resident's association expressed their support for an estate parking scheme and it is proposed that a consultation is undertaken at the earliest opportunity on the introduction of controls.
- 9.15 In the meantime, we will temporarily remove parking signs from the estate roads, and if it is decided to introduce estate parking then it is advised that we take a more holistic and aligned approach for introducing parking controls for both the public highway and estates areas.
- 9.16 This is the least desired approach as it will see a return of displaced parking and prevent the council from carrying out effective parking enforcement.
- 9.17 This will also mean contacting residents of the estate to notify them that they are no longer located within the Bruce Grove West CPZ and provide details of how the permits can be returned and refunded.
- 9.18 However, it must be noted that this does not set a precedent to removing parking controls elsewhere within borough, as the estate is considered complex in terms of the arrangement of parking where there is a mix of both Homes for Haringey and public highway land which can often lead to confusion.
- 9.19 It should be noted that making the experimental traffic order permanent will not prevent future changes being made to the on-site measures if needed.
- 9.20 The recommendations as set out in this report are in accordance with Section 3.3.3 of the Local Implementation Plan part of which states:

The availability of parking is a key determinant of car usage and local traffic congestion which can affect the potential uptake of more sustainable modes of travel. Local parking policy is an important demand management tool in controlling local traffic congestion and influencing choice of transport. CPZs are one of several parking policies, along with low parking standards for new developments, charging, and use of workplace parking levies, which can be used to influence travel behavior. CPZs specifically prioritise parking for residents and can ease local parking pressures, reduce traffic congestion, improve road safety and encourage the use of more sustainable forms of transport.

- 9.21 Taking into consideration the responses received during the review period, the council intend to proceed with the combining of the BRG and BGN CPZs with BRG adopting the operational times of the event day controls.
- 9.22 Although there was support for reduced days in BRG, the operational times will match BGN to prevent and protect residents from parking displacement from the wider area of BGN.

10 Recommendations

- 10.1 It is recommended that the Cabinet Member for Neighborhoods and Head of Operations:
- 10.2 Approve that the experimental orders be made permanent for both Bruce Grove North and Bruce Grove West CPZs.
- 10.3 Before making the orders permanent, we will exclude all properties on Willan Road, Griffin Road, Adams Road and Gloucester Road (in part) from the current permit arrangements and remove all parking controls on the estate. Once Homes for Haringey have concluded their consultation, we propose a more holistic and aligned approach for introducing parking controls to cover both the public highway and estate areas.
- 10.4 Merge both Bruce Grove and Bruce Grove North CPZs so that they operate the same times during event days.
- 10.5 Identify additional Pay by Phone locations throughout the zones to improve parking opportunities for visitors.
- 10.6 Extend the operational hours of Pay by Phone parking bays in the vicinity of places of worship and community centers from 2 hours maximum stay to 5 hours, including Miller Memorial Methodist Church.

Background Papers

Appendix I
Consultation letters & Questionnaires

Appendix II
Review Consultation Report