

Report for: 3 December 2020 Corporate Committee

Title: Renaming of Black Boy Lane

Report authorised by: Rob Krzyszowski, Interim Assistant Director for Planning, Building Standards and Sustainability

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Ward(s) affected: St Ann's / West Green

**Report for Key/
Non Key Decision:** N/A

1. Describe the issue under consideration

1.1. [Corporate Committee on 30 July 2020](#) noted and endorsed an approach to the proposed renaming of Black Boy Lane. This provided for a Consultation #1 (Non-Statutory) on two possible street names. This report summarises the responses to that Consultation #1 on the two possible street names which were 'La Rose Lane' and 'Jocelyn Barrow Lane'. The majority preferred 'La Rose Lane'. The report is recommending Corporate Committee to proceed to Consultation #2 (Statutory) regarding renaming Black Boy Lane to La Rose Lane.

2. Cabinet Member Introduction

2.1. The Black Lives Matters (BLM) movement and protests raised a number of important, and deeply challenging issues in relation to the different experiences that some people from Black, Asian or minority ethnic (BAME) backgrounds face. These are neither new, nor unique to Haringey. However, the BLM movement has given a renewed focus on the work still to be done to address inequalities within our society. This is as much about challenging racial injustice, as it is about representation and a celebration of the rich diversity in our borough.

2.2. The informal stage of consultation on the naming of Black Boy Lane has reconfirmed that there is a range of views on how the Council should continue to work towards its commitments to fostering community cohesion and celebrating diversity, as well as what we prioritise. Where there is broad consensus, is that if we were naming the road from scratch today, we wouldn't name it Black Boy Lane. Where there is difference is that for some this issue does not currently have a significant impact on their day to day life. Others recognise, or experience, the discomfort that the name brings. And for some, the modern-day connotations of the name are a source of deep offence and distress. This consultation is part of our wider Review on Monuments, Building, Place and Street Names in Haringey, and is in response to requests from

Haringey residents who have called on the Council to consider the name of the street.

3. Recommendations

The Committee is recommended to:

- 3.1. Consider the feedback from the Consultation #1 (Informal) on possible street names and to approve 'La Rose Lane' as the preferred choice;
- 3.2. Agree that the Council undertake a Consultation #2 (Statutory) on the proposal to rename Black Boy Lane to 'La Rose Lane' by posting or giving 'notice of intention' in accordance with Part II Section 6 of the London Buildings Acts (Amendment) 1939; and
- 3.3. The outcome of the Consultation #2 (Statutory) including any objections, and the proposed approach to voluntary payments and support, be reported back to the Committee for consideration and for a final decision on the proposal.

4. Reasons for decision

- 4.1. On 9 June 2020 the Mayor of London [announced a Commission for Diversity in the Public Realm](#) to review and improve the diversity across London's public realm to ensure the capital's landmarks suitably reflect London's achievements and diversity:

"The Commission will focus on increasing representation among Black, Asian and Minority Ethnic communities, women, the LGBTQ+ community and disability groups. London is one of the most diverse cities in the world, with more than 300 languages spoken every day, yet statues, plaques and street names largely reflect Victorian Britain – as highlighted by recent Black Lives Matter protests."

- 4.2. As a result of the Black Lives Matter movement and protests, residents of Haringey have raised concerns that this street name is not appropriate and have called on the Council to consider changing the name of the street. This is a response to those requests.

- 4.3. On 12 June 2020 the Leader of Haringey Council [announced a Review of Monuments, Building, Place and Street Names in Haringey](#):

"If we are to truly demonstrate our commitment and solidarity with the aims of the Black Lives Matter movement, we must seriously address these issues... Street names such as Black Boy Lane may have a more contested history, but we cannot ignore the fact that meanings change over time, and the term Black Boy is now used most commonly as a derogatory name for African heritage men. As a borough, everything we do must be a reflection of our values and to do this we must not shy away from correcting the mistakes of the past. This is why we will be

working with our residents, communities and organisations, and experts to understand the history of our street names and other memorials, to understand their true meaning and reflect on whether or not they are appropriate for our society today.”

4.4. The Council’s current [Street and Building Naming and Numbering Policy](#) is available on the Council’s website and is provided as Appendix 1. Specifically, the policy:

- States that “Renaming/renumbering of existing buildings and streets is normally only considered when changes occur which give rise (or are likely to give rise) to problems for the occupiers, Post Office or emergency services”.
- Follows London Fire Brigade guidance and conforms to the Data Entry Conventions and British Standards 7666 - which sets out best practice of how streets and properties should be formally addressed.

4.5. [Corporate Committee on 30 July 2020](#) noted and endorsed an approach to the proposed renaming of Black Boy Lane. This provided for a Consultation #1 (Non-Statutory) on two possible street names. That consultation was launched on 28 September running for 4 weeks until 26 October 2020. This was extended by 2 weeks and ran until 9 November 2020. This report summarises the responses to that Consultation #1 on the two possible street names which were ‘La Rose Lane’ and ‘Jocelyn Barrow Lane’. The majority preferred ‘La Rose Lane’. The report is recommending Corporate Committee to proceed to Consultation #2 (Statutory) regarding renaming Black Boy Lane to La Rose Lane.

5. Alternative options considered

5.1. An alternative option would be not to proceed with undertaking Consultation #2 (Statutory) ‘notice of intention’ regarding renaming Black Boy Lane. This option is dismissed as it is considered desirable to progress with the renaming of Black Boy Lane for the reasons set out in section 4 of this report.

5.2. Another alternative option would be to proceed with the renaming as Jocelyn Barrow Lane instead of La Rose Lane. This option is dismissed as it would not reflect the residents’ preference as expressed in the results of Consultation #1 (Non-Statutory).

6. Background information

6.1. As part of the Council’s wider Review of Monuments, Building, Place and Street Names, one of the street names that has been identified as needing immediate review is Black Boy Lane. Meanings change over time, and the term “Black Boy” is now used most commonly as a derogatory name for African heritage men.

Consultation #1 (Non-Statutory)

6.2. Consultation #1 (Non-Statutory) on 2x possible street names was launched on 28 September running for 4 weeks until 26 October 2020. This was extended by 2 weeks and ran until 9 November 2020. The biographies of the people on which the 2x possible street names were based on is as follows:

Dame Jocelyn Anita Barrow (15 April 1929 – 9 April 2020) was a Barbadian/Trinidadian British educator, community activist and politician, who was the Director for UK Development at Focus Consultancy Ltd. She was the first Black woman to be a governor of the British Broadcasting Corporation (BBC) and was founder and Deputy Chair of the Broadcasting Standards Council.

John La Rose (27 December 1927 – 28 February 2006) was a publisher, poet and essayist. He founded the Caribbean Artists' Movement and publishing company New Beacon Books which has a bookshop in Stroud Green. In 1975, he co-founded the Black Parents Movement from the core of the parents involved in the George Padmore Supplementary School incident in which a young Black schoolboy was beaten up by the police outside his school in Haringey.

John believed in fighting for racial equality, social justice and people's power. As part of that fight his vision was to make knowledge accessible so that all people could know about and make their own independent assessment of the past and their histories and go forward armed with that knowledge. This was his vision behind the founding of New Beacon Books, Britain's first Black publisher, in 1966. The Caribbean Artists Movement – founded also in 1966 by John, together with Edward Kamau Brathwaite, Barbadian poet, historian and essayist and Andrew Salkey, Jamaican journalist, poet, novelist and children's writer - sought to explore and validate a new independent aesthetic for Caribbean arts not reliant on metropolitan approval.

John came from a family of teachers in Trinidad and had two primary school age children when he first settled in Haringey in the early 1960s, so his subsequent involvement in educational issues in the UK grew naturally from what he and other West Indian migrants were facing at that time. He helped to found and run with parents and volunteers two local Supplementary Schools near his home in Finsbury Park. Later this activist core founded the Black Parents Movement (based in Haringey and Ealing), which, in alliance with the Race Today Collective (Brixton), Education for Liberation (Manchester) and Bradford Black Collective (Bradford/Leeds), was involved in significant Black campaigns against police violence and other miscarriages of justice during the 1970s, culminating in 1981 in the New Cross Massacre Action Committee (chaired by John) and the Black Peoples' Day of Action (led by John).

John's involvement in UK political, racial and cultural issues, together with his ties across the Caribbean, his close relationship with the Oilfields Workers Trade Union in Trinidad and his location in London, meant that his house and the New Beacon Bookshop on Stroud Green Road, became meeting places for people and movements from all over the world – poets, writers, political, educational and cultural activists. This Meeting of the Continents manifested itself in the International Book Fair of Radical Black and Third World Books – 12 Book Fairs and Book Fair Festivals over 14 years (1982-95) - of which John was director, and which Linton Kwesi Johnson has described as one of his greatest achievements.

Finally, there is the George Padmore Institute, founded by John in 1991, which he chaired until his death in 2006 at the age of 78. Situated on Stroud Green Road, the GPI is a small but well-respected archive and cultural/educational centre. It holds material on the campaigns, organisations, personalities, political and cultural issues that John was involved with. The GPI carries on John's vision and legacy to make knowledge about the past available to all as essential tools in the fight for racial equality, social justice and people's power.

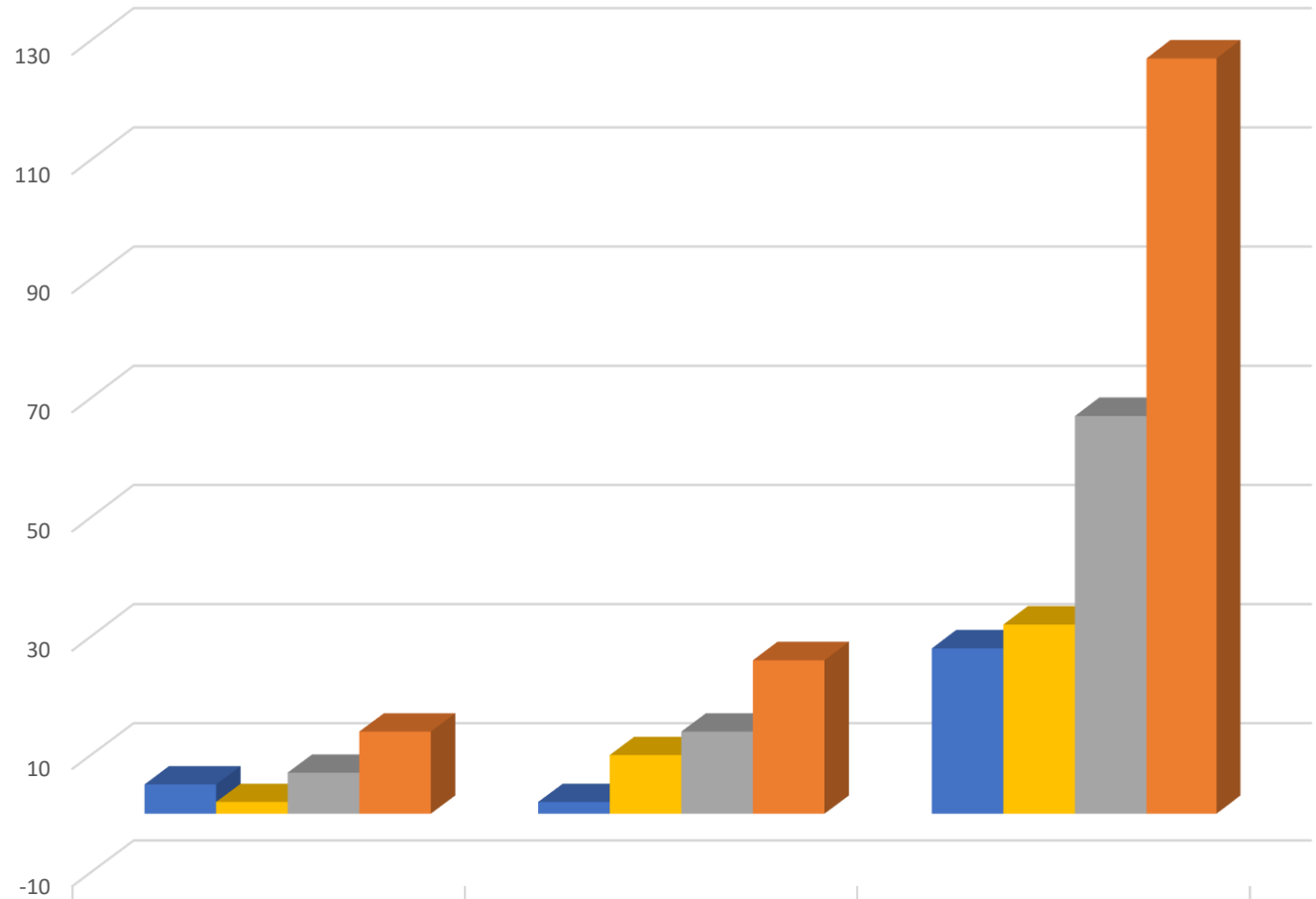
6.3. Consultation #1 involved:

- Letters sent to residents of Black Boy Lane in September and October
- Feedback and queries could be sent via
 - Webpage including a questionnaire survey:
www.haringey.gov.uk/renaming-black-boy-lane
 - Email: bblconsultation@haringey.gov.uk
 - Telephone: 020 8489 3797
 - Post: Consultation Co-ordinator, The Communications Team, River Park House, 225 High Road, Wood Green, London, N22 8HQ
- Information provided about the 2x proposed names
- Frequently Asked Questions (FAQs) and answers provided
- Promotion via
 - Social media posts
 - Press release on the Council's webpage
 - 'Haringey People Extra' email bulletin
- An online meeting for residents shortly after the consultation period had closed on Thursday 12 November 6.30-7.30pm for further feedback to be expressed

6.4. The results from Consultation #1 showed that the residents/organisations of Black Boy Lane responded **in favour of La Rose Lane**. The results are summarised in the figure below.

Consultation #1 Response

No. of Responses



	Neutral	Jocelyn Barrow Lane	La Rose Lane
■ Black Boy Lane Residents	5	2	28
■ People who completed the survey stating they were Black Boy Lane residents but gave an address away from Black Boy Lane / Unknown	2	10	32
■ Non Black Boy Lane Residents	7	14	67
■ Total Responses	14	26	127

Street Name Options

6.5. Further feedback from residents/organisations of Black Boy Lane was also received during the consultation period regarding issues beyond the choice of the two potential names. 62 residents of Black Boy Lane expressed concerns about the proposed renaming (with a further 3 non-residents / addresses not confirmed on Black Boy Lane doing so). 4 residents of Black Boy Lane expressed concern about the proposed 2 names (with a further 3 non-residents / addresses not confirmed on Black Boy Lane doing so). A summary of this feedback, and the Council’s response, is set out below. The October letter to residents which includes FAQs responding to some of the points raised is also provided as Appendix 2. In addition to the feedback given directly to the Council, we are also aware of an online petition in support of renaming Black Boy Lane which as of 24 November 2020 had reached 293 signatures. Again, this is outside of the remit of Consultation #1 and was not submitted to the Council and so these figures are not included in the consultation response data but is noted here for background context. The Council is committed to provide reassurance in response to residents’ concerns and to provide support should the renaming be formally approved.

Consultation #1 feedback	Council’s response
<p>The Black Boy Lane name is not about race – it may have been named after King Charles II or named after a black horse pulling a ‘rag and bones’ man’s cart</p>	<p>The Council’s proposal is in response to calls from residents regarding the distress that the current street name causes and for the diverse nature of Haringey to be reflected in the public realm, particularly in light of the Black Lives Matter movement. This is an opportunity for the contributions of Haringey’s diverse communities to be positively recognised in a street name. The Council takes the view that the name may have been based on race. The original Black Boy Pub sign was changed after a campaign in the 1980s as it depicted a racist image of a Black child. Either way we recognise that meanings change, it is therefore no longer appropriate.</p>
<p>Why were the 2x proposed names chosen? Why name after a person instead of something else, such as ‘Chestnuts Lane’?</p> <p>Proposal for an alternative street name being Ernest Goffe; who was one of the first Black doctors in the UK and who joined St Ann’s Hospital in 1907</p>	<p>We believed – considering the current motivator for change was the Black Lives Matter movement – that it was appropriate to rename the street after a Black person whose life deserved recognition. A number of suggestions were made, by residents and elected members, and checked with the London Fire Brigade (as is required). The final two names were also discussed and agreed at a</p>

<p>Objection to naming the street after people who have no local significant and national significance</p> <p>Cannot find any connection between the proposed street names and Black Boy Lane or our neighbourhood</p>	<p>meeting of St Ann's and West Green Ward Councillors.</p> <p>As described in the biography above, John La Rose has a long and lasting connection with Haringey, and has both local and national significance.</p>
<p>Further information could be provided about John La Rose to help inform residents</p>	<p>Additional information is provided in the biography above for John La Rose and will be provided in Consultation #2 materials.</p>
<p>Concerns about the inconvenience and costs of changing address and the need for a payment to be made to residents</p>	<ul style="list-style-type: none"> • The Council is committed to taking action to both addressing inequality, and celebrating the rich diversity of our borough. Whilst we recognise that there will be some inconvenience if the street name is changed, this must be balanced against the impact on those within our community who have called upon the Council to review the name if there is no change. • The original Corporate Committee report in July 2020 proposed voluntary payments and support to residents to acknowledge the inconvenience incurred. Further information is now provided in this report below. • As part of Consultation #2, the Council will simultaneously seek residents/organisations' feedback and views on support needed for them to make the adjustments and the level of voluntary payments. • The Council will notify as many organisations as we can on residents' behalf or provide pro-formas to assist residents where needed. • Should residents have issues with individual providers or companies they will be able to show a copy of the final Street Naming and Numbering Order document – an official document that will be provided to each household

	<ul style="list-style-type: none"> The Council will provide practical help and support during the name change process including 'pro-forma' documents and a named person that residents can speak to if they are facing any difficulties or need any particular support.
The consultation letters should have been provided in different languages to support those whose first language is not English and encourage their response	The letters for Consultation #2 (Statutory) will be made available in 5 languages (being Turkish, Spanish, Bengali, French, and Portuguese) and translation will be made available on request.
Some residents have not been notified of the consultation	A second letter in October was sent out to addresses on the street and the consultation was extended by 2 weeks. Further letters will be sent out for Consultation #2.
Has an Equalities Impact Assessment (EqIA) been carried out for this proposal?	Equalities considerations were noted in the 30 July Corporate Committee report and an EqIA is provided as Appendix 3 to this report. The EqIA would be updated for any future decision-making report.
There was nowhere on this consultation to disagree with the premise	This will form part of Consultation #2.
This is not the right time to be holding a consultation on this due to the coronavirus pandemic	It is appreciated that this is a difficult time for everyone and responding to consultations such as this may be more challenging. However, we believe that now, more than ever, we should seek to send out a clear message in support of the diversity of our borough. The consultation method and approach will be further adapted to take this into account and help support residents understand the issues and make their voice heard.
The proposed change will be expensive to execute and these resources should be spent on other priorities	The proposal can be undertaken within a financial budget specifically for advancing equalities and diversity matters, and can occur alongside, not instead of, all the other actions the Council is taking to tackle inequality and support recovery from the pandemic.
There was no formal consultation on changing the street name	Consultation #1 was a non-statutory consultation to take views of residents/organisations as to what

	<p>their preferred street name option would be, in excess of the consultation required by law. As part of the statutory Consultation #2 residents and organisations will be given the opportunity to have their say.</p>
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Voluntary payments

6.6. Whilst the Council is unlikely to be legally liable to pay compensation to those affected by any street name change the Council considers that it may be appropriate to make a payment in recognition of potential disruption.

6.7. The Council also has a legal duty under the Equality Act 2010 to consider the impacts of a decision on protected groups. The Equality Impact Assessment (EqIA) concludes that to mitigate any negative impacts on protected groups, some form of voluntary payments could be made to those affected, and support provided.

6.8. The Council acknowledges that residents and organisations will be inconvenienced and may have concerns in having to change addresses. Potential impacts are as follows:

- Addresses linked with accounts for online shopping etc
- Utility companies e.g. internet, telephone, electric, gas, water
- Bank accounts
- Mortgages
- Land Registry
- Credit ratings
- Insurance: home, contents, car, etc
- NHS / GP / hospital / pharmacy information
- Her Majesty's Revenue & Customs (HMRC)
- Driver & Vehicle Licensing Agency (DVLA)
- Tenancy agreements, deposit agreements etc
- Wills and other legal documentation
- Home Office / immigration / visa documentation
- Next of kin details
- Internet shopping / delivery addresses
- Organisations / businesses / self-employed – Companies House, websites, stationery, business accounts, invoices, contracts

6.9. The Council is therefore considering a figure of **£300 per household/organisation, as the amount for voluntary payments**. The Council expects that the equivalent time and cost contribution for the vast majority, if not all, of households/organisations will be significantly less than this. **This is not necessarily the Council's final figure and is not a formal decision for this Committee as part of this report.** As part of Consultation #2 we will seek residents/organisations' feedback and views on support needed for them to make the adjustments and the level of voluntary payments.

- 6.10. The Council acknowledges that each household/organisation and their sizes and circumstances will be very different. An alternative to the proposed flat rate per household/organisation amount would be a more tailored 'means tested' approach, which would require more inconvenience and uncertainty for households/organisations in providing evidence/receipts to the Council to assess and all the appropriate scrutiny and checks. The Council considers that a flat rate per household/organisation at a generous level as set out above is a fairer, quicker and simpler approach for households/organisations and still helps mitigate negative impacts they may experience.
- 6.11. The Council will publish more detailed information about any voluntary payments, Frequently Asked Questions (FAQs) and provide a support resource in due course.
- 6.12. To reiterate, the Council is unlikely to be legally liable to pay compensation to those affected by any street name change but the Council considers that it may be appropriate to make a payment in recognition of potential disruption and considers that the proposed approach is a fair and equitable contribution.

Consultation #2 (Statutory), next steps and timescales

- 6.13. The next steps for the potential renaming of Black Boy Lane and the approximate timescales are set out below (subject to change):
- **December 2020 / January 2021 – At least 1 month Consultation #2 (Statutory) 'notice of intention' / consultation on the proposal to rename Black Boy Lane to La Rose Lane. We will simultaneously seek residents/organisations' feedback and views on support needed for them to make the adjustments and the level of voluntary payments**
 - January/February 2021 – Consultation responses analysed
 - 4 February 2021 or later meeting – Corporate Committee to consider the outcome of consultation and make a decision on whether to change the street name to La Rose Lane or not, with a later effect date to be determined
 - Notify residents and organisations of the decision and the next steps
 - Spring 2021 TBC – Continued information provided to residents and organisations regarding any voluntary payments, Frequently Asked Questions (FAQs) and a support resource
 - Spring 2021 TBC – Effect date

7. Contribution to strategic outcomes

- 7.1. The Borough Plan's Equality Principles state "Haringey Council is committed to the principles of equality of opportunity, fairness and quality of life for all, both in terms of how we work with the community and in our role as an employer".

- 7.2. The Borough Plan's People Priority has a vision for "a Haringey where strong families, strong networks and strong communities nurture all residents to live well and achieve their potential". The People Priority states we will "tackle the barriers that disproportionately affect the independence, health and wellbeing of some residents, using a social model to tackling disadvantage that looks at the systemic and other barriers that can prevent people from, achieving their potential". The Priority also states "we will work alongside local communities in confronting challenges early and in building cohesive, supportive and connected communities which nurture, project and support all residents".
- 7.3. Outcome 5 of the People Priority is for "Happy childhood: all children across the borough will be happy and healthy as they grow up, feeling safe and secure in their family and in our community". Objective 5d) states "Children will grow up free from violence and fear of violence in the community wherever they live in the borough".
- 7.4. Outcome 8 of the People Priority is for "Strong communities where people look out and care for one another". Objective 8c) "Caring and cohesive communities which can offer support" states we will "Develop multi-agency approaches to tackle and reduce Hate Crime based on a zero tolerance approach: crime targeted at people because of their race, religion, disability, sexual orientation or gender identity".
- 7.5. Outcome 11 of the Place Priority is for "A culturally engaged place" includes objective a/b) to "Foster a strong and diverse cultural offer". It states we will "Celebrate what is distinctive about Haringey so that our residents are inspired to take part in the great culture on their doorstep and attract visitors from across London and beyond to join us".

8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

Finance

- 8.1. The report seeks approval to the Council undertaking a 'notice of intention' to allow a Consultation #2 (Statutory) on renaming Black Boy Lane to La Rose Lane.
- 8.2. Subject to a positive outcome of this consultation, there will be further cost implications such as cost of replacing street name plates and bus stop changes which the Council estimates to be approximately £5k. These costs will be met from existing budgets.
- 8.3. The proposed voluntary payment of £300 per household payable to up to 182 households will cost £ 55k which will be met from provision set aside within Corporate Budgets.

Procurement

N/A

Legal

- 8.4. The Council has the power to rename streets and roads in the borough. Under Part II Section 6 of the London Building Acts (Amendment) 1939, the Council may by order substitute the name of any street, way, place, row of houses or block of buildings with any name they think fit. The 1939 Act is a Local Act and a local choice function. Under the Council's constitution, the function is a non-executive function allocated to the Corporate Committee.
- 8.5. The Council is required to consult on the proposed change. Before making an order, the Council shall (at their option) either: post notice of their intention in some conspicuous position in the street way or place or adjacent to the row of houses or block of buildings; or give notice of their intention by circular delivered at every building situated in the street way or place or forming part of the row of houses or block of buildings (s.6(2) 1939 Act).
- 8.6. Every notice must state how and when (allowing at least 1 month) objections to the intended order may be sent to the Council (s.6(3) 1939 Act).
- 8.7. The Council must consider any objections before making the order. The Council may amend any name they propose to assign having regard to any objection (s.6(3) 1939 Act).

Equality

- 8.8. The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:
- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
 - Advance equality of opportunity between people who share those protected characteristics and people who do not
 - Foster good relations between people who share those characteristics and people who do not
- 8.9. The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.
- 8.10. The report recommends the Council undertakes a statutory 'notice of intention' to allow a Consultation #2 (Statutory) on renaming Black Boy Lane to La Rose Lane in St Ann's ward. The reasons for the proposed approach to rename the road reflect the Council's commitment to equality, diversity, and inclusion, and arise from an anti-racist social movement. A renaming that results from the proposed approach may be considered a measure to foster a community that shares these values. As such, a renaming may be a step towards fostering good relations within the community between people who share the protected characteristic of race and ethnicity and white British residents.

8.11. The approach includes extensive consultation. In order to meet the Council's public sector equality duty this consultation will be inclusive of all residents and reasonable adjustments will be made to this end. These may include, but will not be limited to, publication of information in a range of formats, use of multiple channels to gather views of residents, and making translation available on request. If consultation reveals any potential for indirect discrimination based on any of the protected characteristics, the Council is obliged to consider measures that may prevent or mitigate any such impact. The results of Consultation #1 (Non-Statutory) are provided above, and the Council's response, show how the Council is mitigating the impacts identified.

8.12. The Council also collected diversity monitoring information from those who responded to Consultation #1. A summary of that diversity monitoring information and how it compares to Haringey / St Ann's ward as a whole is outlined in the EqIA (Appendix 3).

Use of Appendices

Appendix 1 - Guidelines for street and building naming and numbering

Appendix 2 - Letter to Residents, including FAQs, October 2020

Appendix 3 - Equality Impact Assessment (EqIA)

9. Local Government (Access to Information) Act 1985