



London Borough of Enfield

Report Title	Future Approach to Controlled Parking Zones
Report to:	Cllr Rick Jewell, Cabinet Member for Environment
Date of Report:	January 2024
Directors:	<i>Doug Wilkinson, Director of Environment & Street Scene</i> <i>Simon Pollock, Executive Director of Environment & Communities</i>
Report Author:	David Taylor, david.b.taylor@enfield.gov.uk
Ward(s) affected:	All
Key Decision Number	<i>KD 5545</i>
Implementation date, if not called in:	January 2024
Classification:	Part I

Purpose of Report

1. The report sets out the Council's current approach as a Highway and Traffic Authority to Controlled Parking Zones (CPZs), summarises the latest policy context, considers the role that CPZs could play in helping to meet both transport and growth objectives; and sets out a new approach to CPZ delivery in the Borough to achieve this.

Recommendations

The Cabinet Member for Environment:

- I. Approves the new approach to Controlled Parking Zones across the borough as set out in this report.
- II. Delegates authority to the Director of Environment and Street Scene, in consultation with the Cabinet Member for Environment, to finalise and adjust the programme of CPZ schemes in 2023/24 and future years, taking into account the criteria set out in paragraph 18 of the report.
- III. Approves to the tender for specialist consultancy support to assist with the delivery of the programme of CPZ schemes and delegates the award of the contract to the Director of Environment and Street Scene following evaluation of the tenders in line with procurement procedures.

Background and Options

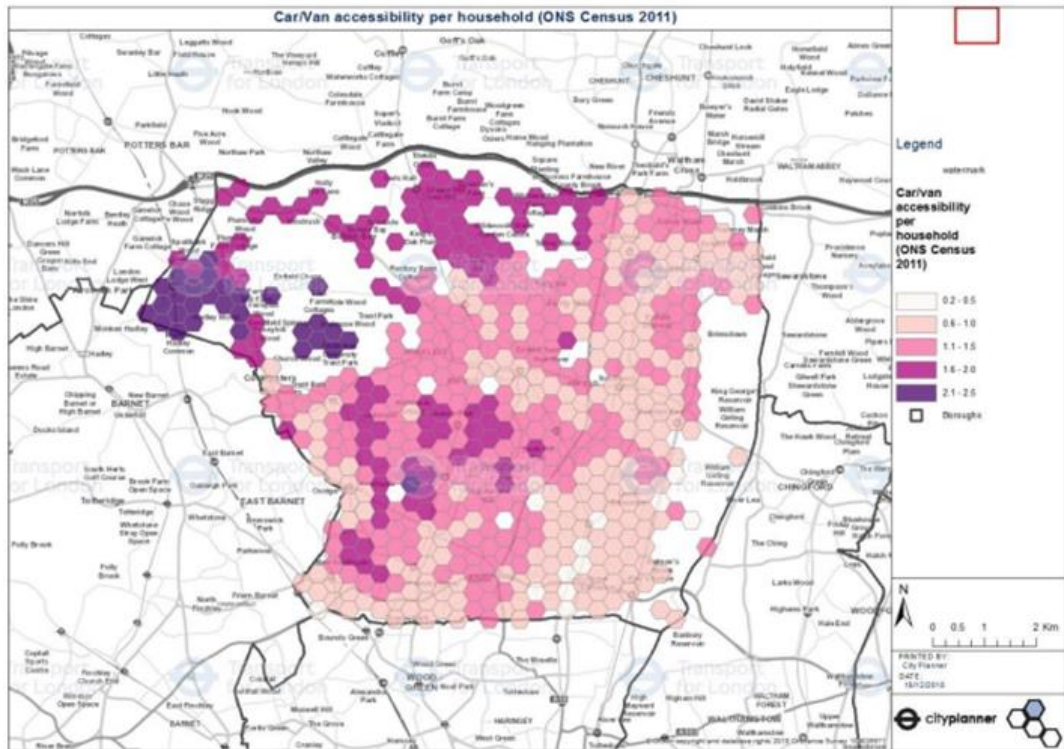
Car Ownership

2. The 2021 Census data on cars available to households indicates that car ownership levels in Enfield are similar to those found elsewhere in Outer London:

Number of households with:	LBE No.	LBE %	Outer London %	London %	England %
No cars or vans	37,517	31.0	31.7	42.1	23.3
1 car or van	53,617	44.3	44.2	40.3	41.3
2 cars or vans	22,358	18.5	18.3	13.6	26.2
3 or more cars or vans	7,432	6.1	5.8	4.0	9.2

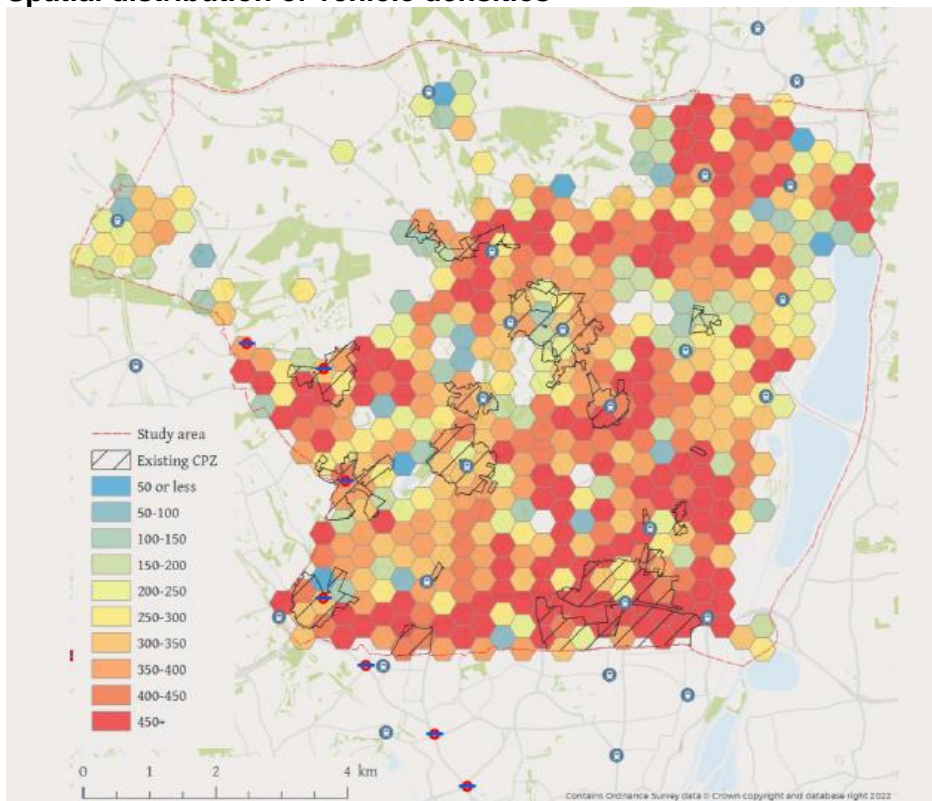
3. The spatial distribution of access to cars/vans varies across the borough, these being generally higher on the western and northern parts of the Borough, as shown in the image below:

Spatial distribution of access to cars/vans



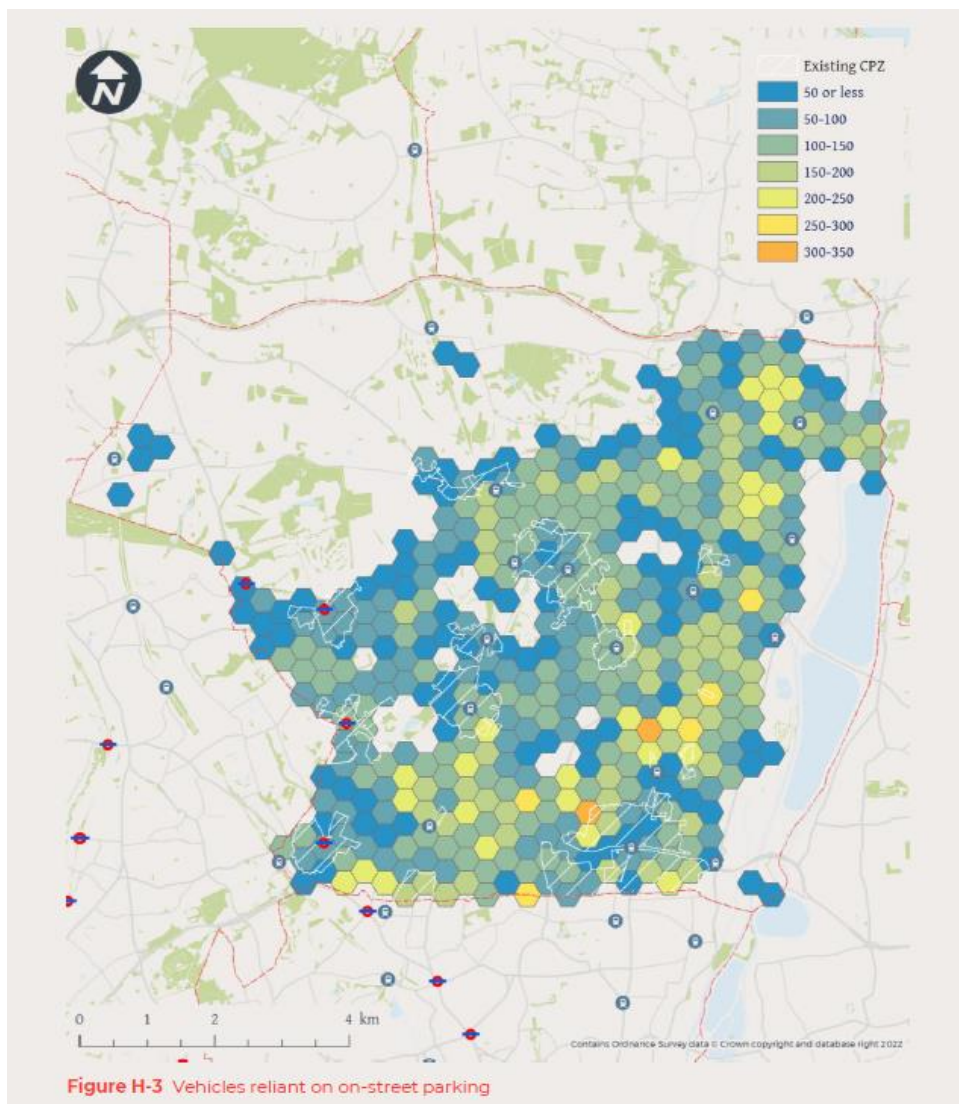
- However, because population densities are generally higher on the eastern side of the borough, the actual number of cars in each specified area (or 'hex cell') can be higher in the east and southern of the borough, as illustrated on the image below.

Spatial distribution of vehicle densities



5. With the housing stock being different across the Borough, there are also some areas much more dependent on on-street parking than others, as illustrated in the image below. As would be expected, those areas with a greater proportion of terraced housing and flats are more reliant on on-street parking than more suburban parts of the borough.

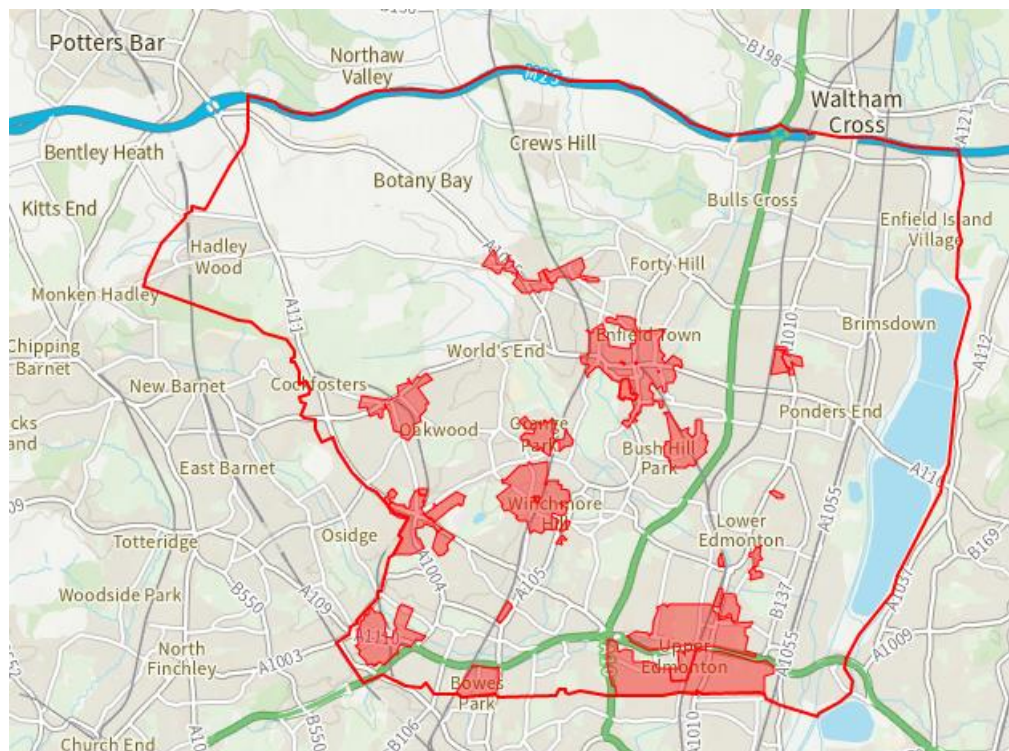
Reliance on On-Street Parking



Controlled Parking Zones

6. A controlled parking zone is an area where on-street parking is restricted during specified times. The controlled hours are shown on entry signs, with bays marked within the zone to show where parking is permitted and yellow lines to show where it is not. Permits are required to park within the designated bays and are available for residents within the zone, as well as their visitors and carers. In some cases, permits are also available for businesses with the zone.
7. There are a number of variations to CPZs, including Restricted Parking Zones and Permit Parking Areas. All are based on some form of zonal control, with a permit needed to park during the restricted hours.

8. Currently, approximately 15% of the borough is covered by a CPZ, as shown on the image below. These are mainly focussed around town centres and other major trip attractors (such as hospitals) and rail and underground stations.



9. Generally, the existing CPZs fall into one of two broad categories, either 'all-day' controls around town centres or hospitals etc, or 'part-day' controls, typically designed to deter commuter parking around stations. The zones have grown organically over a number of years, driven in large part by requests from residents. As a result, the restrictions cover a wide variety of different days and time periods.
10. CPZs can be seen to offer a number of advantages and disadvantages which have to be taken into account along with wider strategic objectives with our duty as a traffic authority and managing both network and kerbside space:

Advantages of CPZ:

- Prevents all-day commuter parking.
- Reduces the number of abandoned vehicles.
- Improves access for vehicles especially emergency service and refuse vehicles.
- Improves highway safety and reduces inconsiderate and indiscriminate parking.
- Reduces number of vehicles circulating the area looking for parking space, leading to a reduction in congestion, noise and air pollution.
- Generally, improves parking conditions for the community.
- Encourages the use of vehicles that produce lower emissions.
- Can facilitate higher density 'car lite' or car free housing whilst protecting the amenity of existing residents.

Disadvantages of CPZ:

- Possible displacement of parking to nearby uncontrolled roads.
- Having to pay for a parking permit.
- Additional post and signs can add to 'street clutter'.
- Can nominally reduce on-street parking space by removing parking from corners and pinch-points.
- Does not guarantee a parking space to permit holders.

- Might encourage more to convert front gardens to parking areas.

Current Approach to CPZs

11. The current CPZs in the borough have been implemented organically over many years, largely in response to requests from residents. This has resulted in a haphazard range of schemes, operating different days and hours. The current CPZs in the Borough are listed in Appendix 2, together with their hours of operation.
12. In 2015, the Council reviewed its process for implementing CPZs and put in place a 3 stage approach to consultation, normally triggered by a petition signed by at least 50% of the affected properties. A copy of the consultation 'charter' is included at Appendix 3.
13. The approach was intended to ensure that schemes were only taken forward where there was clear local support. However, this approach has proved cumbersome, often taking over 12-18 months from start to finish. It is also resource intensive due to the repeated public engagement involved. In many cases, it has also proved difficult for residents to achieve the desired outcome due to poor or low numbers of response rates.
14. Additionally, this approach to introducing new CPZs gave only limited weight to the Council's Network Management Duty and, in particular, our duty as the local Highway and Traffic Authority to actively manage kerb space in the interests of all road users.

Policy Context

15. Historically, most boroughs (including Enfield) have treated parking provision mainly as an amenity for residents rather than a policy tool to help achieve wider strategic goals. However, Boroughs have an obligation to produce local transport strategies demonstrating how they will deliver the strategic objectives of the Mayor's Transport Strategy, including mode shift targets, improved air quality, Healthy Streets and carbon reduction targets.
16. Whilst residents' amenity is still an important consideration, it is clear that CPZs can play a part in managing car ownership and usage where roadside space is limited as well as supporting the delivery of healthy, quality public places. In addition, the effective management of kerb-side parking can also play any important part in supporting growth by ensuring that the impact of new, higher density residential development can be supported.
17. As summarised below, there have been significant developments in respect of the approach to private vehicle ownership in London as set out in local, regional and national planning and transport policies:

London Plan (2021)	The current London Plan includes policies relating to the management of car parking demand to encourage a shift to more sustainable modes. The Plan goes on to set out how private vehicle ownership should be addressed in spatial planning, by making it clear that low or car free development should be the norm and setting lower maximum car parking standards (fewer if any spaces) for new developments.
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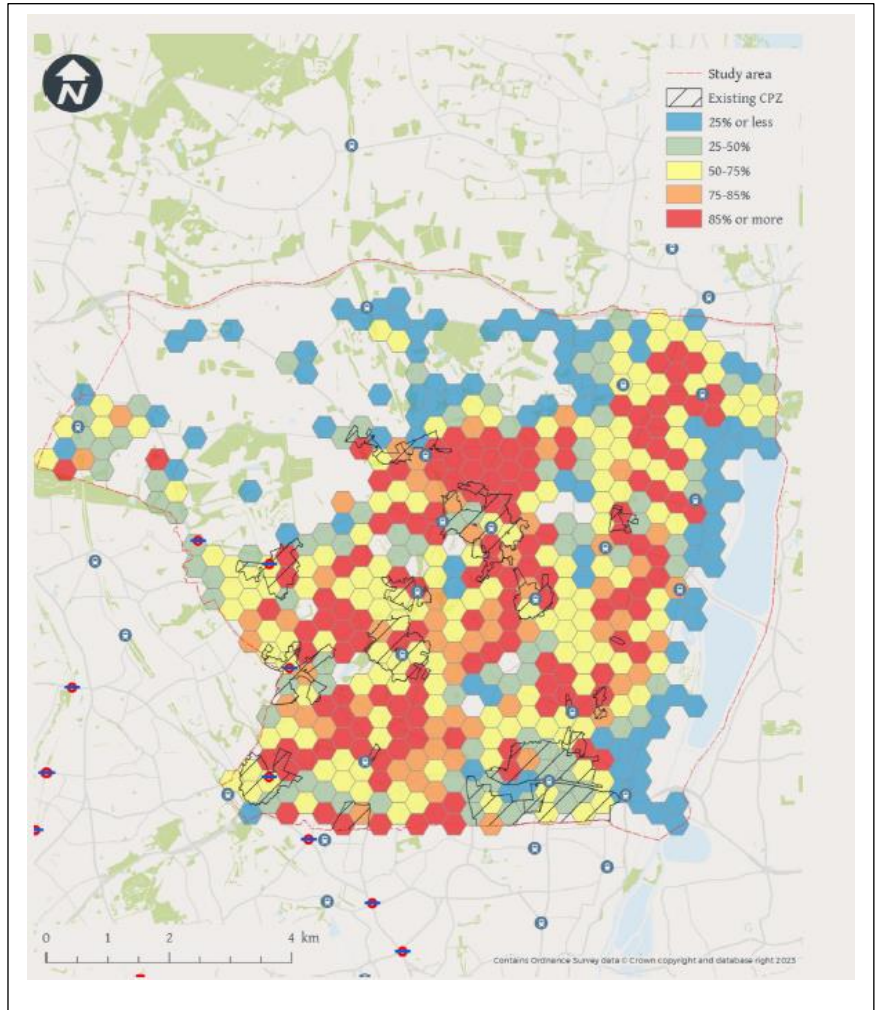
<p>Mayor of London's Transport Strategy (2018)</p>	<p>Given London's forecast population and employment growth, the Mayor's Transport Strategy makes it clear that, in order to deliver this sustainably, the use of active and sustainable transport must be increased and overdependence on private vehicles reduced. One of the measures to achieve this is the prioritising of finite road and kerbside space for the most space efficient modes of transport (with private vehicles being the least efficient). CPZs therefore have an important part to play in contributing to the Mayor's overarching target for 80% of trips to be made by walking, cycling or public transport by 2041.</p>
<p>Enfield Transport Plan (2019)</p>	<p>The policies, programmes and initiatives within the plan aim to improve the ease in which we travel in the borough, encouraging sustainable and active travel to help manage environmental problems related to congestion, local air quality, reduce our impact on climate change and improve health, safety and accessibility. The plan identifies how we will work towards achieving this through the seven transport objectives, including:</p> <ul style="list-style-type: none"> • Manage growing demand for on-street parking, recognising that there is simply not enough road space to safely and efficiently accommodate everyone who wishes to park or drive in Enfield today or in the future.
<p>Climate Action Plan (2020)</p>	<p>The need for urgent action to address climate change has been recognised, with Enfield declaring a Climate Change Emergency in July 2019 and adopting a Climate Action Plan in September 2020. Given that transport contributes around 39% of the Enfield's borough wide energy emissions, taking action in this area must be part of the Council's response.</p> <p>The plan sets out a number of actions including:</p> <ul style="list-style-type: none"> • Limit the provision of car parking spaces on new developments in line with the New London Plan and better manage existing kerbside space.
<p>Air Quality Action Plan (2022)</p>	<p>A number of air quality priorities are identified:</p> <ul style="list-style-type: none"> • make active travel the natural choice, particularly for those trips less than 2km (1.2 miles) • make more school trips safe, sustainable and healthy • reduce the impact of private vehicles on our streets (through a reduction in emissions) • make the public transport network more accessible and the natural choice for longer trips • reduce emissions from both existing buildings and new development.

These priorities are supported by a number of actions, including by **managing growing demand for on-street parking.**

Proposed Future Approach to CPZs

18. In view of the strong policy support for CPZs and the wider benefits that they can deliver, it is proposed to put in place a more strategic approach with new criteria to help guide and manage the prioritising of finite road and kerbside space and the delivery of future CPZs. Rather than solely responding to requests from residents, it is instead proposed that a CPZ would be positively considered in any of the following circumstances:

- a) Where there is an outstanding commitment to take forward a CPZ, as listed in Appendix 1.
- b) Where a CPZ would help achieve a mode shift in favour of active travel and/or public transport, either on its own or as part of a wider package of measures
- c) Where a CPZ would facilitate the delivery of new housing or employment.
- d) Where a CPZ would help address an existing parking problem, where on-street parking stress exceeds 85%. This is assessed by calculating the demand for kerbside space as a percentage of supply and is indicated in red on the plan above.



19. Based on the policy context within this report and the data and information already available, Appendix 1 sets out a draft programme of CPZ implementation for 24/25, reflecting schemes already in development, where commitments have been given, or where one or more of the new criteria are met. It is recommended that finalisation of the 24/25 CPZ programme be delegated to the Director of Environment and Street Scene taking into account both the level of funding available and the resources available to deliver the programme.

20. To drive forward the delivery of the programme, external support will be required to assist with the design and consultation of the various schemes. The ESPO Framework has been identified as a suitable procurement route and work is underway with both the Council's Procurement and Legal Teams so that the framework can be used to deliver best value.
21. A future programme of schemes for 2025/26 and beyond would be delegated to the Director of Environment and Street Scene, in consultation with the Cabinet Member for Environment and again, taking into account the criteria set out in paragraph 18 above.
22. Consultation with residents and businesses will remain a key part of the process, helping to inform the development of schemes and to shape detailed designs. As schemes progress, further engagement will also take place as part of the statutory traffic order making process.

Preferred Option and Reasons For Preferred Option

23. A number of options have been considered relating to future CPZs, including maintaining the current reactive, resident-led approach. Whilst this approach has been reasonably effective in addressing residents' concerns about parking in their local area, the haphazard approach has only partially enabled the Council to deliver on the more strategic objectives of wider policies.
24. The preferred option is therefore to take a more pro-active strategic and coordinated approach to future CPZs, recognising that the Council has a duty as a Highway and Traffic Authority to effectively manage kerbside space and a responsibility to deliver longer-term local, regional and national policy objectives.

Relevance to Council Plans and Strategies

25. The proposals will support the following Council priorities:
 - Clean and Green Spaces – by helping to reduce harmful emissions and encourage walking, cycling and public transport.
 - Strong, healthy and safe communities – by helping to encourage active travel, particularly for short journeys.
 - More and Better Homes – by helping to enable higher density, low car generating development.
26. Improved management of the kerbside parking also supports the following Council strategies:
 - Climate Action Plan.
 - Air Quality Action Plan.
 - Local Plan.
 - Enfield Transport Plan.
 - Healthy Streets.
 - Vision Zero.

Financial Implications

27. The proposed schemes are wholly funded from existing funding sources as set out in the table below.

28. The actual scope and financial implications of each scheme will be subject to the review/adjustments/approval by the Director of Environment and Street Scene in consultation with the Cabinet Member for Environment, taking into account the criteria set out in paragraph 18 of the report.

Cashflow (incl. risk and inflation)				
Phase	Scheme Name	2023/24 £000s	2024/25 £000s	Net 2023/24 & 2024/25 £000s
1	Arnos Grove CPZ	-£68	£8	-£60
1	Bounds Green CPZ	£0	£31	£31
1	Bowes East CPZ	-£20	-£43	-£63
1	Windsor & Osborne CPZ	£0	£49	£49
1	Meridian Water CPZ	-£70	£131	£61
1	Edmonton Green Extension	-£75	£342	£267
1	Alma CPZ	-£68	£14	-£54
1	Electric Quarter CPZ	-£70	£16	-£54
1	Bush Hill CPZ Extension	£0	£67	£67
1	Enfield Town CPZ Extension	£0	£46	£46
1	Cockfosters CPZ	£0	£17	£17
1	New Avenue CPZ	-£75	-£10	-£85
1	Winchmore Hill CPZ Extension	-£20	£15	-£5
2	Silver St / Joyce Ave CPZ	£0	£0	£0
2	Brimsgate CPZ	£0	£0	£0
2	Chase Side CPZ	£0	£0	£0
2	Palmers Green CPZ	£0	£0	£0
2	Hadley Wood CPZ	£0	£0	£0
2	Enfield Lock CPZ	£0	£0	£0
2	Turkey Street CPZ	£0	£0	£0
Total		-£465	£683	£217
		Includes £460k income (S106)		Funding gap £217k

Other Funding Sources (to meet the £217k budget gap)				
1) Parking Development Fund Reserve	£102k			-£103
2) TFL Grant Claim	TBC £100k			-£100
3) Revenue (Parking Services)				-£14
Total				-£217

Funding gap				£0
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Legal Implications

29. By virtue of the Road Traffic Regulation Act 1984 Section 122 the Council has a duty to secure the provision of suitable and adequate parking facilities on and off the highway.
30. Using powers provided by Section 45(1) and (2) (b) a local authority may by order make and prescribe charges for vehicles left in designated parking places and in connection with the issue of a permit. Section 46 prescribes that charges shall be made by an order of the Council and Section 46A allows such charges may be varied by notice. The procedure for varying charges pursuant to Section 46A is set out in Regulation 25 of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996.
31. The recommendations set out in this report aim to assist with the Council's network management duty under section 16 of the Traffic Management Act 2004 ("the 2004 Act") mentioned already elsewhere in this report
32. The making of charging tariffs must be concerned with the expeditious, convenient and safe movement of traffic and the provision of suitable and adequate parking facilities on and off the highway. The permit charges will generate revenue, but the charging level must not be set with a view to making a surplus. Any surplus that is generated can only be used for the specific purposes set out in Section 55 of the Road Traffic Regulation Act 1984.
33. Regard must be had to the Council's public sector equality duty and the impact of the proposals on those with different protected characteristics.
34. The recommendations set out in this report are within the Council's powers and duties.

Procurement Implications

35. Any procurement must be undertaken in accordance with the Councils Contract Procedure Rules (CPR's) and the Public Contracts Regulations (PCRs) (2015).
36. The service is proposing on undertaking a "call-off" via a mini-competition from the ESPO Framework 664_21 - Consultancy Services.
37. Due Diligence has been undertaken by Procurement Services on the proposed Framework Agreement.
38. The service must ensure by accessing this framework agreement, that the contract is compliant with the defined rules and procedures of the Framework Agreement.
39. The service must ensure that authority to procure has been obtained and must be uploaded onto the London Tenders Portal.
40. The award of the contract, including evidence of authority to award, promoting to the Councils Contract Register, and the uploading of executed contracts must be undertaken on the London Tenders Portal including future management of the contract.
41. The awarded contract must be promoted to Contracts Finder to comply with the Government's transparency requirements.

Equalities Implications

42. An equality impact assessment of the proposed changes has been carried out and is appended as Appendix 4.

HR and Workforce Implications

43. Additional CPZs have the potential to impact some Council staff who have no alternative but to use a vehicle to carry out their duties. However, staff permits are available for essential car users to mitigate this risk. In addition, the Council is investing in walking and cycling improvements to provide a safe and attractive alternative to car use for some trips.
44. In addition, an increase in the number of CPZs will have impact on the resources needed in Parking Services and their enforcement contractor. However, these additional costs will be off-set by the sale of additional permits.

Environmental and Climate Change Implications

45. In terms of the proposals, the need for urgent action to address climate change has been recognised, with Enfield declaring a Climate Change Emergency in July 2019 and adopting a Climate Action Plan in September 2020. Given that transport contributes around 39% of the Enfield's borough wide energy emissions (442 Kilo tonnes of Carbon Dioxide equivalent), taking action in this area must be part of the Council's response.
46. Implementing the CPZ proposals will help achieve a number of benefits:
 - a) Will directly encourage private vehicle owners to move to vehicles with smaller engine sizes, emitting lower levels of carbon.
 - b) It could reduce the number of private vehicles owned per household and associated vehicle use, encouraging low or zero carbon modes instead.
 - c) Controlled Parking Zones can also ensure a fairer use of the public realm.

Public Health Implications

47. Transport is one of the fundamental determinants of health; it may be health-damaging or health promoting. The proposals as outlined here will make transport in Enfield much more health-promoting by reducing transport emissions and the use of private vehicles. This will reduce the health costs of motorised transport and support people to use active travel modes.
48. Achieving a modal shift towards active travel will also reduce the health damaging effects of motorised transport e.g. road traffic injuries, air pollution, community segregation and noise. Such is the effect of physical activity upon health that it has been calculated that a modal shift to levels of active transport in The Netherlands would save the NHS £17 billion per year. This would be achieved through savings in treating Type 2 diabetes, heart disease, stroke, some cancers, musculo-skeletal disease and dementia. Improving the walking and cycle infrastructure would also be

likely to positively impact upon health inequalities as income or wealth would become a less significant factor in a person's ability to travel within the borough e.g. access to employment, healthcare, social networks etc.

49. Reducing obesity is a priority for Enfield, as outlined in the Borough's Health and Wellbeing Strategy. 61.4% of adults are classified as overweight or obese (ALS, 2016). Data for academic years 2014/15 to 2016/17 shows that the average prevalence of excess weight in year 6 pupils is 41.5%. This is higher than London (37.9%) and England (33.87%) averages. If left unchanged, this will lead to serious health complications later in life, such as diabetes, heart disease and cancers.
50. Creating an environment where people actively choose to walk and cycle as part of everyday life can have a significant impact on public health and has the potential to reduce health inequalities. It is an essential component of a strategic approach to increasing physical activity and may be more cost-effective than other initiatives that promote exercise, sport and active leisure pursuits.
51. Shifting trips to active and sustainable transport also has the potential to achieve related policy objectives:
 - Supports local businesses and promotes vibrant town centres
 - Provides a high-quality, appealing public realm
 - Reduces road danger and noise
 - Increases the number of people of all ages out on the streets, making public spaces seem more welcoming and providing opportunities for social interaction and children's play
 - Provides an opportunity for everyone, including people with impairments, to exercise and enjoy the outdoor environment.
52. Overall, the proposals will encourage sustainable and active travel, helping us to manage environmental problems related to congestion and local air quality, while also reducing our impact on climate change and improve health, safety and accessibility for all in our communities. This supports Public Health's efforts to embed Health in all Policies across the Council.

Property Implications

53. There are no direct property implications arising from the proposals in this report.

Crime and Disorder Implications

54. The additional patrols by civil enforcement officers associated with CPZs may provide additional reassurance to the public.

Other Implications

a) Network Management

55. The Traffic Management Act 2004 places a duty on the Council to manage its roads. This is partly about dealing efficiently with traffic presented on the network – both now and in the future – and the various activities that are causing or have the potential to cause congestion or disruption to the movement of traffic. However, there are various other ways that this duty can be met, including by the regulation of parking and the introduction of demand management measures to encourage walking, cycling and public transport rather than car use. As part of a package of

measures, the proposed strategic approach to CPZ's is consistent with this network management duty.

b) Council Housing

56. Council Housing has historically not enforced parking restrictions on estates, resulting in a range of problems, including parking that obstructs access by emergency and service vehicles, parking on footways and grassed areas and parking being taken up by people not living on the estates.
57. The Protection of Freedoms Act 2012 (the PoFA) came into force in October 2012 and made it illegal for landowners (including local authorities) to clamp or tow-away unauthorised vehicles parked on their private land. Whilst the Act gave powers to other landowners to impose conditions (such as time limits and charges) for parking on their land and to have recourse to the keeper of the vehicle for payment of a penalty if the driver cannot be found, this was not extended to local authorities. This prevents local authorities from using the provisions of the PoFA and instead, encourages them enforce parking controls by the issue of Penalty Charge Notices (PCNs) under the Traffic Management Act 2004.
58. The Government's position on the need for local authorities to enforce parking controls using the provisions of the Traffic Management Act was further reinforced by Robert Goodwill in September 2014, the then Under Secretary of State for Transport.
59. In short, it's only the enforcement, under the Traffic Management Act 2004 of restrictions introduced by a traffic management order, that allows the Council access to DVLA records so that non-payment of a PCN can be recovered from the registered keeper of a vehicle.
60. Additional on-street parking controls are likely to affect parking on Council Housing estates and vice-versa. Where impacted, Council Housing estates will therefore be included in proposals for CPZs and estate residents consulted accordingly.

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Appendices

- 1: Draft CPZ delivery programme 2023/24
- 2: Existing CPZs
- 3: CPZ Consultation Charter
- 4: Equality Impact Assessment

Background Papers

No background papers have been used in preparation of this report.

Departmental reference number: PL2223_26
Appendix 1

Schedule 1: Outstanding CPZ Schemes

Scheme	Reason
Bowes East	Resident request - complete
Windsor & Osborne	Resident request
Elm Park Road	Resident request
Electric Quarter	Housing growth
Alma Road	Housing growth
Arnos Grove	Housing growth

Schedule 2: New CPZ Schemes

Scheme	Reason
Cockfosters Station	Commuter parking + housing growth + events in Park
Lea Valley Stations	Commuter parking (Enfield Lock, Brimsdown, Ponders End, Meridian Water)
London Overground Stations	Commuter parking (Turkey Street, Southbury, Silver Street + review of existing CPZs)
Great Northern Stations	Commuter parking (Hadley Wood, New Southgate, Palmers Green + review of existing CPZs)
Bounds Green Station	Commuter parking
Enfield Town Extension	Resident request
Bush Hill Park Extension	Resident request
Angel Edmonton (including Joyce & Snells & Raynham Road area)	Town Centre + housing growth
Palmers Green	Town Centre
Edmonton Green	Town Centre + housing growth

Schedule 3 – Draft Programme

2024/25	2025/26
Arnos Grove	Silver Street/Joyce Avenue
Bounds Green	Brimsdown
Windsor and Osborne	Chase Side
Meridian Water	Palmers Green
Edmonton Green Extension*	Hadley Wood
Alma Estate	Enfield Lock
Electric Quarter	Turkey Street
Bush Hill Extension	
Enfield Town Extension	
Cockfosters*	
New Avenue	
Winchmore Hill Extension	

*Subject to receipt of s106 funding

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London Borough of Enfield LA 086363 2013

X-Reference None

CPZ - Phase 1	CPZ - Phase 2
ALMA (review-extension)	BRIMSDOWN
ARNOS GROVE CPZ (review-extension)	CHASE SIDE
BOUNDS GREEN	ENFIELD LOCK
BUSH HILL CPZ EXTENSION	HADLEY WOOD
COCKFOSTERS CPZ (subject to planning permission)	PALMERS GREEN
EDMONTON GREEN (CPZ Extension(part of QN))	SILVER STREET
ELECTRIC QUARTER	TURKEY STREET
ENFIELD TOWN CPZ EXTENSION	
MERIDIAN WATER	
NEW AVENUE	
WINDSOR & OSBORNE	
WINCHMORE HILL (CPZ Extension)	
	BOWES EAST CPZ To be implemented 2023/24

Rev	Drwn	Chkd	Revision	Details	Date

Job Title
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Drawing Title
Phasing of Possible Future CPZs



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Tel: 020 8379 1000 / Fax: 020 8379 3475

Date	Drawn	Checked
03/01/24	TS	

Scale	Scheme/File No.	Frame Size
NTS		A3L

Drawing No.	Rev
LBE-TE/2123/01	



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