Committee: Cabinet Member Report  
Date: 07th April 2016  
Agenda item:  
Wards: Dundonald Ward  
Subject: Proposed A1 CPZ ext (Lower Downs Road) Merton Park – formal consultation  
Lead officer: Chris Lee, Director of Environment & Regeneration  
Lead member: Councillor Andrew Judge, Cabinet Member for Environmental Sustainability and Regeneration  
Forward Plan reference number: N/A  
Contact Officer: Paul Atie, Tel: 020 8545 3214  
Email: mailto:paul.atie@merton.gov.uk  

Recommendations:  
That the Cabinet Member considers the issues detailed in this report and  
A) Notes the result of the statutory consultation carried out between 21 January and 8 February 2016 on the proposals to extend the existing Controlled Parking Zone (CPZ) A1 to include Lower Downs Road operational Monday to Friday between 8.30am and 6.30pm.  
B) Notes and considers the objections received in respect of the proposals as detailed in Appendix 2.  
C) Agrees to proceed with the making of the relevant Traffic Management Orders (TMOs) and the implementation of a proposed ‘CPZ’ A1 to include Lower Downs Road operational Monday to Friday between 8.30am and 6.30pm as shown in Drawing No. Z78-226-01 and attached in Appendix 1.  
D) Agrees to the making of an Exemption Order to allow partial footway parking (two wheels) on the footway in Lower Downs Road.  
E) Agrees to exercise his discretion not to hold a public inquiry on the consultation process.  

1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY  
1.1 This report presents the results of the statutory consultation carried on the Councils’ proposals to extend ‘CPZ’ MP1 to include Lower Downs Road operational Monday to Friday between 8.30am and 6.30pm.  
1.2 It seeks approval to proceed with the making of the relevant Traffic Management Orders (TMOs) for the proposed A1 CPZ extension to include Lower Downs Road operational Monday to Friday between 8.30am and 6.30pm as shown in Drawing No. Z78-226-01 and attached in Appendix 1.  
1.3 It seeks approval to the making of an Exemption Order to allow partial footway parking (two wheels) on the footway in Lower Downs Road.
2. DETAILS

2.1 The key objectives of parking management include:

- Tackling of congestion by reducing the level and impact of traffic in town centres and residential areas.
- Making the borough’s streets safer and more secure, particularly for pedestrians and other vulnerable road users through traffic management measures.
- Managing better use of street spaces for people, goods and services, ensuring that priority is allocated to meet the objectives of the strategy.
- Improving the attractiveness and amenity of the borough’s streets, particularly in town centres and residential areas.
- Encouraging the use of more sustainable modes of transport.

2.2 Controlled parking zones aim to provide safe parking arrangements, whilst giving residents and businesses priority access to available kerbside parking space. It is a way of controlling the parking whilst improving and maintaining access and safety for all road users. A CPZ comprises of yellow line waiting restrictions and various types of parking bays operational during the controlled times. These types of bays include the following:

**Permit holder bays:** For use by resident permit holders, business permit holders and those with visitor permits.

**Pay and display shared use/permit holder bays:** For use by pay and display customers and permit holders.

2.3 A CPZ includes double yellow lines (no waiting ‘At Any Time’) restrictions at key locations such as at junctions, bends and along certain lengths of roads (passing gaps) where parking impedes the flow of traffic or would create an unacceptable safety risk e.g. obstructive sightlines or unsafe areas where pedestrians cross. These restrictions will improve access for emergency services; refuse vehicles and the overall safety for all road users, especially those pedestrians with disabilities and parents with prams. Any existing double yellow lines at junctions will remain unchanged.

2.4 The CPZ design comprises mainly of permit holder bays to be used by residents, their visitors or business permit holders and a limited number of pay and display shared use bays, which are mainly located near businesses. The layout of the parking bays are arranged in a manner that provides the maximum number of suitable parking spaces without jeopardising road safety and the free movement of traffic.

2.5 Within any proposed CPZ or review, the Council aims to reach a balance between the needs of the residents, businesses, visitors and all other users of the highway. It is normal practice to introduce appropriate measures if and when there is a sufficient majority of support or there is an overriding need to ensure access and safety. In addition the Council would also take into account the impact of introducing the proposed changes in assessing the extent of those controls and whether or not they should be implemented.
Since the introduction of the A1 CPZ in neighbouring roads the Council have received numerous emails from residents of Lower Downs Road complaining about parking congestion on this road and requesting for the road to be include into the A1 CPZ. The residents were informed of the Council process of a petition to be instigated and forward to the Council by the residents in order to add the road to the Council’s CPZ programme of works. In February 2015 a resident forwarded a petition requesting A1 CPZ to be extended to include Lower Downs Road.

3. INFORMAL CONSULTATION

3.1 Due to the fact that the proposal is for the unrestricted part of this road to become an extension of the existing A1 CPZ, it was agreed to proceed to a statutory consultation.

4. Statutory Consultation

4.1 The statutory consultation on the Council’s intention to extend A1 CPZ to include Lower Downs Road commenced on 21 January and concluded on 12 February 2016. The consultation included the erection of street Notices on lamp columns in the vicinity of the proposals and the publication of the Council’s intentions in the Local Guardian and the London Gazette. Consultation documents were made available at the Link, Merton Civic Centre and on the Council’s website. A newsletter with a plan, attached as Appendix 3, was also circulated to all those properties included within the consultation area.

4.2 The newsletter and a plan detailing the following:
   o partial footway parking
   o extent of double yellow lines operating “At any time’ without loading restrictions
   o Single yellow lines (mainly between parking bays and across dropped kerbs)
   o various types parking bays
   o Zone boundaries

4.3 The statutory consultation resulted in a total of 2 representations received against the proposal. These representations are detailed in Appendix 2. A representation was also received from the Metropolitan Police with no comment or observation.

4.4 Following the consultation period we received 2 representations from the same household. The representations objected to the proposal saying that there is no parking issues to be resolved by a CPZ. However, the situation is parking places in this road being fully utilised with no available space. The Council is aware of this situation and this proposal aims at addressing this issue by prioritising parking for residents in this road. This would remove non-essential parking and prioritise parking spaces for residents and the residents would have more opportunity of finding a parking space within reasonable proximity to their homes. Also as permit holders residents would be able to park in any road within A1 particularly in Abbotts Road. See representations in Appendix 2 of this report.

Footway exemption

4.5 In accordance with the Greater London Council (General Powers) Act 1974, parking on any part of a footway is illegal; although there are occasions where provided there is sufficient footway width (minimum 1.5m) parking on footway can be permitted via an Exemption Order. This exemption, however, does not apply where the footway comprises of a grass verge. Lower Downs Road have sufficient footway
width to allow partial footway parking (two wheels on the footway). See section 5.2 of this for recommendation.

**Ward Councillor Comments**

4.6 My only concern is the CPZs are too large, meaning cars that belong to owners quite far away dump their spare vehicles a few roads away. A good example is Merton Hall Gardens, resident like leaving their cars in cul de sacs. Smaller zones will reduce this issue.

It would be helpful to know whether the only reason that this CPZ has been requested is that the lady that lives right next to the bridge is not able to get a space (on Toynbee Road) for her disabled husband. If so, putting in a CPZ on Lower Downs Road does seem to be a sledgehammer to crack a nut. Surely there is another way that this lady can be given "special dispensation" for a disabled space.

We have asked the residents of Lower Downs Road numerous times whether they want a CPZ and have generally always said no because they mostly have off-road parking. What has now changed?

**Officer comments**

Controlled Parking Zone is an area created for permit holders of that zone. A1 CPZ is relatively a small zone and permit holders would be able to find a parking space within a short distance of their home.

This road was added to our programme of works after receiving a petition last year from some residents of this road. The petition contained 7 signatures. Unlike the previous consultations where we received a few objections against the scheme, this time around we only received two objections from one household who have a crossover.

5. **PROPOSED MEASURES**

5.1 Based on the statutory consultation responses, it is recommended that the Traffic Management Orders TMOs be made to implement A1 CPZ extension to include Lower Downs Road with the hours of operation Monday to Friday between 8.30am and 6.30pm as shown in Drawing No. Z78-226-01 in Appendix 1

5.2 It is recommended that the footway parking exemption be approved to maximise parking for residents and also to create sufficient access for all road users including the emergency services.

5.3 The CPZ design comprises of mainly permit holder bays to be used by residents, businesses and their visitors with some pay and display and shared use facilities made available for pay & display customers. The layout of the parking bays are arranged in a manner that provides the maximum number of suitable parking spaces without jeopardising road safety and the free movement of traffic.

5.4 **Hours of operation**

The operational hours of the proposed A1 extension will remain the same as they have been in the existing A1 CPZ, Monday – Friday between 8.30am and 6.30pm.

5.5 **Permit issue criteria**
It is proposed that the residents’ permit parking provision should be identical to that offered in other controlled parking zones in Merton at the time of consultation. The cost of the first permit in each household is £65 per annum; the second permit is £110 and the third permit cost is £140 plus £25 set up fee. An annual Visitor permit cost is £140.

5.6 Visitors’ permits
All-day Visitor permits are £2.50 and half-day permits at £1.50. Half-day permits can be used between 8.30am & 2pm or 12pm & 6.30pm. The allowance of visitor permits per adult in a household shall be 50 full-day permits, 100 half-day permits or a combination of the two.

5.7 Trades permits
Trade Permits are priced at £900 per annum. Trades permits can also be purchased for 6 months at £600, 3 months at £375, 1 month at £150 and Weekly at £50.

6. TIMETABLE
6.1 If a decision is made to proceed with the implementation of the proposed CPZ, Traffic Management Orders could be made within six weeks after the made decision. This will include the erection of the Notices on lamp columns in the area, the publication of the made Orders in the Local Guardian and the London Gazette. The documents will be made available at the Link, Civic Centre and on the Council’s website. A newsletter will be distributed to all the premises within the consulted area informing them of the decision. The measures will be introduced soon after.

7. ALTERNATIVE OPTIONS
7.1 Do nothing. This would not address the current parking demands of the residents in respect of their views expressed during the informal consultation, as well as the Council’s duty to provide a safe environment for all road users.

8. FINANCIAL RESOURCE AND PROPERTY IMPLICATIONS
8.1 The cost of implementing the proposed measures is estimated at £7k. This includes the publication of the made Traffic Management Orders, the road markings and the signs. This can be met by the Environment and Regeneration revenue budget for Parking Management schemes.

9. LEGAL AND STATUTORY IMPLICATIONS
9.1 The Traffic Management Orders would be made under Section 6 and Section 45 of the Road Traffic Regulation Act 1984 (as amended). The Council is required by the Local Authorities Traffic Order (Procedure) (England and Wales) Regulations 1996 to give notice of its intention to make a Traffic Order (by publishing a draft traffic order). These regulations also require the Council to consider any representations received as a result of publishing the draft order.
9.2 The Council has discretion as to whether or not to hold a public inquiry before deciding whether or not to make a traffic management order or to modify the published draft order. A public inquiry should be held where it would provide further information, which would assist the Council in reaching a decision.

9.3 The Council’s powers to make Traffic Management Orders arise mainly under sections 6, 45, 46, 122 and 124 and schedules 1 and 9 of the RTRA 1984.

10. HUMAN RIGHTS & EQUALITIES AND COMMUNITY COHESION IMPLICATIONS

10.1 The implementation of new CPZs and the subsequent changes to the original design affects all sections of the community especially the young and the elderly and assists in improving safety for all road users and achieves the transport planning policies of the government, the Mayor for London and the Borough.

10.2 By maintaining clear junctions, access and sightlines will improve, thereby improving the safety at junctions by reducing potential accidents.

10.3 The Council carries out careful consultation to ensure that all road users are given a fair opportunity to air their views and express their needs. The design of the scheme includes special consideration for the needs of people with blue badges, local residents, businesses as well as charitable and religious facilities. The needs of commuters are also given consideration but generally carry less weight than those of residents and local businesses.

10.4 Bodies representing motorists, including commuters are included in the statutory consultation required for draft traffic management and similar orders published in the local paper and London Gazette.

110. CRIME AND DISORDER IMPLICATIONS

11.1 N/A

12. RISK MANAGEMENT IMPLICATIONS

12.1 The risk of not introducing the proposed parking arrangements is that the existing parking difficulties would continue and it would do nothing to assist the residents and the local business community.

12.2 The risk in not addressing the issues from the consultation exercise would be the loss of confidence in the Council. The proposed measures may cause some dissatisfaction from those who have requested status quo or other changes that cannot be implemented but it is considered that the benefits of introducing the measures outweigh the risk of doing nothing.

13. ENVIRONMENTAL IMPLICATIONS

13.1 When determining the type of 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.

13.2 By virtue of section 122, the Council must exercise its powers under the RTRA 1984 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.

14. APPENDICES

14.1 The following documents are to be published with this report and form part of the report.

Appendix 1 – Drawing No. Z78-224-02
Appendix 2 – Representations
Appendix 3 – Statutory Consultation Documents
**Representations and officers’ comments**

<table>
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<th>Lower Down Road</th>
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| I would like to register my objection to the proposed CPZ in Lower Downs Road. I don’t think that a CPZ is required for this road as I don’t think that there are problems in parking in this road that would be resolved by a CPZ. I have tried to review the document supplied but as it does not contain sufficient detail to inform any decent review. Based on the information supplied, I don’t believe that a CPZ will work that has that has no Pay and Display facilities as indicated by a lack of Pay and Display bays or Pay and Display ticket machines. I am not sure that any yellow lines across the entrances to drives will be any more valuable that the single white lines employed elsewhere. However, the fines associated with yellow lines may deter delivery vehicles from temporarily parking adjacent to my house. The impact of this will be that deliveries may be missed or delivery drivers having to park far away from my house and having to carry items from an extended distance and fearing parking fines, choosing not to deliver. All of which is an unnecessary inconvenience caused by the imposition of these yellow lines.  

I am worried that on road parking as opposed to half on road and half on pavement parking, will cause traffic jams during the peak periods and this will lead to a reduction in safety as drivers vie for priority as they approach parked vehicles. I can see more accidents arising from this arrangement both from collisions with moving and parked vehicles. |

<table>
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<th>Appendix 2</th>
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<td>I would like to register my objection to the proposed CPZ in Lower Downs Road. I don’t think that a CPZ is required for this road as I do not believe that there are problems in parking in this road that would be resolved by a CPZ. I don’t believe that the design of the CPZ will improve the flow of traffic in the road. I believe that creating gaps will lead to greater traffic jams as the traffic during rush hours will overwhelm the capacity for these to be effective. I believe that this scheme will lead to traffic jams that will cause tailbacks to the railway bridge at one end and Kingston road at the other end. I also believe that these traffic jams will create a safety problem at the Kingston Road/Lower Downs Road to enter and exit Burstow Road are in greater conflict caused by stationary traffic. I also fear for damage caused to wing mirrors of parked vehicles as passing vehicles try to squeeze through reduced widths. I also object to the placing of single yellow lines at crossover/dropped kerb for the drive adjacent to my house. In most areas a single white line will be sufficient to discourage unwanted parking across crossovers. Should I or my neighbour want to park across the drive we would now be subject to a parking fine. This will cause for those who drop off elderly relatives, make deliveries to my house or those service vehicles that can park across the drive with our permission. We do not have problem that yellow lines are designed to solve and they are not needed. If you really want to discourage parking over crossovers a single white line as used effectively elsewhere will suffice.</td>
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**Officers comment**

A CPZ is an area where, during the operational hours of the zone, parking activity is regulated along every inch of kerb space. The kerb space may have

- Yellow lines where parking must not take place e.g. around junctions, at crossovers which give access to property, bends etc
- Parking spaces for permit holders e.g. residents, residents’ visitors, businesses with an essential need to use a vehicle, doctors
- Pay and display parking spaces for people visiting the area e.g. shoppers.

As part of a Single yellow lines must be placed across dropped kerbs which is only operational during the CPZ hours of operation. The use of white lines across crossovers only apply in areas outside CPZ to indicate to other drivers that there is across over and white line cannot be enforced. In some places such white road marking is put across crossovers (paid for by the resident) where parking becomes an issue outside the hours of operation.

The Council do not believe placing bays would cause traffic tailback. The average width of the carriageway is 7.2 metres. The parking bays would have a width of 2 metres and this would leave traffic running width of 5.2 metres. This is sufficient width for 2 opposing vehicles to pass each other. Due to the height restrictions at the bridge the size of vehicles using this road is regulated with majority being domestic vehicles. Those bays that are located almost opposite each other, carriageway width is maintained by formally allowing partial footway parking.

It is important to note that without restrictions, currently vehicles are parked on the footway. As with any parking management the proposed measures gives priority to safety and access and residents are given priority to the remaining available space.
the proposals and the Council’s Statement of Reasons can be inspected at Merton Link, Merton Civic Centre, London Road, Morden, Surrey, SM4 5DX during the Council’s normal office hours Monday to Friday, 9am to 5pm. This information is also available on Merton Council’s website www.merton.gov.uk/cpzA1ex.

All representations along with Officers’ comments and recommendations will be presented in a report to the Cabinet Member for Environmental Sustainability and Regeneration. Please note that responses to any representations received will not be made until a final decision is made by the Cabinet Member.

The Council is required to give weight to the nature and content of your representations and not necessarily the quantity. Your reasons are, therefore, important to us.

WHAT HAPPENS NEXT

The purpose of this leaflet is to advise you that following letters, emails and a petition received from residents of your road complaining about parking difficulties, the Council is now carrying out a statutory consultation on its intention to introduce a Controlled Parking Zone (CPZ) in Lower Downs Road. This will be an extension to the existing A1 CPZ in Raynes Park. The controls will operate Monday to Friday between 8.30am and 6.30pm.

HOW WILL IT WORK?

All road space in a CPZ is managed by the introduction of parking controls. Parking is only permitted where safety, access and sight lines are not compromised. It is, therefore, normal practice to introduce double yellow lines at key locations such as at junctions, bends, turning heads and at specific locations along lengths of roads where parking would impede the passing of vehicles. It is also necessary to provide yellow lines (effective during the CPZ hours of operation) or “At any time” restriction where the kerb is lowered, i.e. at crossovers for driveways.

The key objective of managing parking is to reduce and control non-essential parking and assist residents, short-term visitors and the local businesses. Within any CPZ, only those within the zone are entitled to permits. This means that long-term parking will not be permitted during the operational times. An incremental pricing structure for 2nd and subsequent permits also assists in minimising the number of permits issued to individual residents and help discourage multiple car ownerships. CPZs comprise of various types of parking bays such as permit holder bays (for use by resident or business permit holders and those with visitor permits); shared use bays (for permit holders and pay and display) and pay and display only bays (permits are not valid). Council appointed Civil Enforcement Officers will enforce the controls by issuing fines/Penalty Charge Notices (PCNs) to vehicles parked in contravention of the restrictions. Outside the controlled times the restrictions are not enforced. However, Civil Enforcement Officers will issue PCNs for any other parking contravention such as parking on double yellow lines, footways and parking across individual crossovers without the property owner’s consent.

The Council aims to reach a balance between the needs of the residents, businesses and the safety of all road users. In the event that the majority of those consulted do not support a CPZ in their road officers may recommend that only the proposed double yellow lines identified at key locations are introduced to improve safety and maintain access. This would be subject to the approval of the Cabinet Member for Environmental Sustainability and Regeneration.

PARKING CONTROLS - The following are incorporated within the proposed measures:

Double yellow lines at junctions, bends, ends of cul-de-sac and at strategic sections of the road to create passing gaps. (This will improve safety and access at all times by reducing obstructive parking that is currently taking place).

Shared Use Pay and Display bays are also proposed where it is necessary to allow non residents to pay for parking for a short period at specific locations such as near shops, schools, churches and also in areas for longer term parking where residents are not directly affected, to allow effective use of the bays. (This will increase the use of parking provisions in the area by pay and display customers whilst still maintaining parking.
Frequently Asked Questions

Where may I park in a CPZ?
Vehicles may only be parked in marked parking bays. These bays are located where it is safe to park and unlikely to cause a physical or visual obstruction. Each bay may be restricted by charge, length of stay or permit requirement. Permit holder bays will be undivided to ensure greater parking efficiency. ‘Pay & display’ bays and shared use bays will be marked individually.

What is a permit holder bay?
This is a bay in which only vehicles displaying a valid resident, business or visitor permit may be parked.

What is a ‘pay & display’ bay?
These are bays designed for short or long-term parking. Any vehicle parked in these bays must display a valid ‘pay & display’ ticket that may be purchased from a nearby ticket machine. Each of these bays will allow non-permit holders’ vehicles to park for a ‘maximum stay’. Parking will be free in these bays until they become operational. However, it will not be possible to purchase a ticket until the bays become operational. The operational times of the bays will be shown on parking signs.

What is a shared use bay?
These are bays designed for use by either permit holders (without additional charge) or by non-permit holders who must purchase a ‘pay & display’ ticket. These bays have a ‘maximum stay’ that only ‘pay & display’ users must adhere to.

How much will ‘pay & display’ cost?
Tariffs vary across the Borough from £1.00 per hour to £4.00 per hour.

Where may ‘blue badge’ holders park?
Disabled parking bays are available for use to all Blue Badge holders. Badge holders may park free of charge and without time limit at pay&display only and shared-use bays. Blue Badge holders may not park on resident parking bays. Check with the local authority’s Highways Department. However, in Merton, Blue Badge holders may park free of charge for an unlimited period on permit holder parking bays. Residents of Merton who possess a Blue Badge may apply for a resident permit free of charge. Resident visitor permit are charged at the current rate. All other national guidelines on the use of Blue Badges apply throughout the borough.

Where may motorcyclists park?
Solo motorcycles may be parked in permit holder bays and motorcycle bays free of charge.

Where can’t I park?
Yellow lines indicate where vehicles should not be parked. Single yellow lines operate only during the controlled hours of a zone unless signs indicate otherwise. Double yellow lines are operational at all times.

Can a CPZ be reviewed after implementation?
Newly implemented CPZs will be monitored and maybe reviewed within 12 to 18 months after implementation. If necessary earlier action maybe taken to improve the parking arrangements.

How are regulations enforced?
Uniformed parking attendants will regularly patrol the zone and issue a penalty charge notice (PCN) to any vehicle that is illegally parked.