

Report of: Executive Member for Environment and Transport

Executive	Date: 26 11 15	Ward(s): All
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SUBJECT: CPZ Review

1. Synopsis

- 1.1 In 2007, the Council completed the programme of consultation and implementation of Controlled Parking Zones (CPZ) throughout the borough. No reviews of the CPZ's have been carried out since 2007.
- 1.2 This report sets out the results of the CPZ review consultation that the Council carried out between July and September 2015 across the following areas:

Whittington Hospital area (Zone K),
Angel area (Zone B),
Matchday area,
Archway Regeneration area (Zone Z), and
Farringdon Station & Finsbury Square area (Zone C)

It recommends proceeding with proposals in respect of Zones C and K.

2. Recommendations

- 2.1 To note the results of the public consultation that took place on the CPZ review between July and September 2015.
- 2.2 To agree to implement the changes to CPZ C as set out in para 3.26 of this report.
- 2.3 To agree to implement the changes to CPZ K as set out in para 3.27 of this report.
- 2.4 To note that the Council will investigate and potentially increase cycle parking provision, as well as installing Electric Vehicle Charging Points where possible in CPZ C, as set out in paragraph 3.29.

- 2.5 To agree to delegate to the Corporate Director of Environment and Regeneration the consideration of objections to the statutory traffic management order (TMO) consultations.

3. Background

- 3.1 CPZ's were introduced by the Council to discourage commuter parking and manage parking demand. However, no reviews of CPZ's in Islington have been undertaken since 2007.
- 3.2 Parking needs have changed since 2007, and new pressures have put a growing strain on the existing on-street parking places. These include additional matches being played at the Emirates stadium outside of the matchday enforcement hours, parking pressure from Whittington Hospital, night time establishments causing parking issues when the enforcement hours cease, and potential issues as a result of the regeneration of Archway Gyratory.
- 3.3 As a result of these pressures, the Council identified five areas in which to review the current parking controls and to develop proposals to make it easier for residents to park near their homes. The proposed changes were designed to benefit resident permit holders by providing additional protection for parking, without any extra cost or action needed.

Original Proposals

- 3.4 A series of proposals were put forward to deal with the issues highlighted above. These are detailed below (and see proposals map in **Appendix A**):

3.5 Match Day CPZ

It was proposed to remove the current matchday CPZ controls that overlay normal hours of control when matches and concerts are being held at the Emirates Stadium, and replace these with one set of hours of control extended to 9pm. This proposal would have provided enhanced protection for residents in this area whilst also addressing the related car-free development issues

- 3.6 This proposal would have also addressed the changes in TV scheduling of matches and assisted in reducing confusion through simplifying and rationalising signs, as well as removing the need to flip the current zone entry signs.

3.7 Night Time Economy and localised issues in Zones C and B

For the zone B in the south of the borough, it was proposed to extend the enforcement hours to 11pm. This area has seen a rapid rise of bars, cafés, clubs, cinemas, theatres and other night-time economic activities. The extended hours would have provided a measure of protection to the residents of these zones who at present suffer significantly as a result. For Zone C, which suffers similar issues to Zone B, the proposals were to increase the enforcement hours to 24 hours Monday to Saturday and 12 Midnight to 6am on Sunday.

3.8 Archway Regeneration Area

There was also an opportunity to pre-empt potential parking issues as a result of the proposed Archway Regeneration. The Council's Archway Development Framework will be facilitating an ambitious and much needed regeneration of Archway and Transport for London (TfL) has undertaken a consultation for major changes to the Archway Gyratory. The changes are designed to provide a modal shift away from the use of the car and make the environment more pleasant and less intimidating for vulnerable road users. If the proposals proceed, the section between Holloway Road and Highgate Hill would be closed to traffic (cyclists will have an exemption) and it was therefore considered important that the parking zones supports this major initiative by providing a robust 'journey end restraint' to influence driver behaviour. The proposal for this affected zone (Z) was to extend the short hours zone to Monday-Friday 8.30-6.30 pm and Saturday 8.30am-1.30pm.

3.9 Whittington Hospital area, Zone K

The zone in which Whittington hospital is located (Zone K) has long suffered from parking generated by the hospital. The increased parking is caused by day patients, visitors and staff (including shift staff) which causes issues both day and night. The proposal put forward for this zone was 24 parking controls Monday to Sunday.

3.10 **Mitigation**

It was acknowledged that the proposed changes may have caused concern for residents and businesses and the Council understood that there was a need to strike a balance between the many competing demands for on-street parking. Various mitigation measures were therefore proposed (see **Appendix B** for a summary of reasons, current controls, original proposals and proposed mitigations).

3.11 It was proposed to provide free of charge, e-visitor vouchers for the evening hours. This new paperless form of visitor voucher would effectively be for the period from the end of the current enforcement hours to the proposed new end of enforcement hours, and will complement the existing visitor voucher system used during the daylight hours. For the proposed 24 hour zones, the evening e-visitor vouchers would start from 6.30pm and run to 8.30am the following day (6am on Sundays for Zone C). This is a way of catering for residents visitors, whilst the enforcement hours proposed will assist in spaces actually being available.

3.12 It was also accepted that extended hours may impact on visitors to restaurants, cinemas etc. Although the Council wished to free up resident bays to allow residents to be able to park nearer their homes, the Council also wishes to provide a good service for short-stay visitors in the pay and display bays provided across the borough. To avoid any confusion and reduce the need for visitors to constantly top-up for a pay and display space, it was proposed to introduce a total flat fee of £2.40 after 6.30pm for all pay and display bays in CPZs where hours are extended. In Zone C, this flat fee will apply from 6.30pm up to midnight on Monday to Saturday, and in Zone K from 6.30pm to midnight every day. This flat fee offers good value in comparison to the regular business hours tariff.

3.13 **Appendix C** highlights the existing services the Council already provides to vulnerable and other residents, such as vouchers for faith organisations or carer permits. The mitigations above are on top of these existing services.

Consultation

3.14 The Consultation took place between 6 July and 7 September 2015. This extended consultation period was partly due to the summer holidays and the need to ensure we gave all residents and business an opportunity to comments on the proposals. The consultation was open to the whole of the borough, not just the 5 study areas.

3.15 The consultation was one of the biggest and longest the Council has carried out. In total over 67,000 A5 notification leaflets were distributed in the first week of the consultation and they were bespoke to each particular consultation area. The leaflet provided details of the headline proposals, but also provided a web link to the Councils website which hosted detailed information about the suggested changes. Contained within the website consultation pages was the link to the external website which hosted the questionnaire itself. A similar number of leaflets were delivered in the last week of July as a reminder to all affected residents and businesses. The statutory notice of proposals was advertised on 17 July 2015 and, in accordance with The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996, there was an objection period of 21 days. No objections were received during this period.

3.16 Officer level meetings also took place with the adjoining boroughs prior to the start of the consultation. At the start of the consultation the Executive Member for Environment and Transport wrote to her counterparts in the London Boroughs of Hackney, Camden, Haringey and the City of London providing details of the proposed changes, the consultation period and inviting them to make comments if they wished.

3.17 Door knocking was also carried during the consultation phase to increase the response rate across all the affected areas. This started in the third week of August and continued until the close of the consultation.

Consultation results

3.18 **Appendix D** shows the results of the consultation. From those who live and work in the respective areas, there was overwhelming support for the Whittington (**Zone K**) proposals, a narrow majority for the Finsbury (**Zone C**) proposals, and clear majorities against the proposals in the other areas.

3.19 **Table 1** shows the results from those who are in the affected area only and are thus most affected. **Table 2** shows the total responses irrespective of where the respondents reside. As can be seen, there is a clear distinction between Tables 1 and Tables 2. The results of Table 1 are also shown in pie chart form.

3.20 **Zone K** had a high response rate at 32%, the average response rate for this type of consultation is usually between 8-12%. The permit to bay ratio for resident only spaces in **Zone K** is 97% which is reflective of the on street parking provision being close to capacity. Whilst there will be some who will be away with their cars, it does mean on any given day there is the potential for only 3% capacity to be available.

On the 18 September 2015 the Council received comments from Whittington Hospital expressing concerns about the effect of the proposals during the 'normal' day and querying whether they were entitled to parking e-vouchers. However, the proposals will not affect parking during the normal working day and are only to extend the hours of operation. The e-vouchers are only intended for residents to ensure that they and their visitors do not incur any additional cost as a result of the proposals, and would not be available to hospital visitors or workers.

3.21 In **Zone C**, the response rate was lower than the norm at only 5%. Although the response rate is low, this Zone does have a high number of housing estates, making up approximately 47% of the total number of properties. Many of the estates have their own estate parking provision and responses are normally lower in these areas as a result, which would mask the response rate from those most directly affected by the proposals. Taking this into account the effective response rate could be considered to be around 11%. The permit to bay ratio in **Zone C** is also very high at 96%, which clearly shows that resident bay capacity is very nearly at maximum.

3.22 The table below shows the breakdown, by percentage, of responses for the study areas by whether residents or business owners. The area which had the highest proportion of business owners amongst those responding was in **Zone C** (Farringdon Square and Farringdon Station). The zone/area with the lowest proportion was the **matchday area**.

Zone/Area	Resident	Business
Matchday area	95%	5%
Zone C (Farringdon Station and Finsbury Square area)	33%	67%
Zone B (Angel area)	48%	52%
Zone Z (Archway regeneration area)	75%	25%
Zone K (Whittington Hospital area)	45%	55%

Petitions

3.23 In total the Council received 7 petitions against the proposals. **Appendix E** shows the organisations submitting these, the number of signatories, the area they came from and the petition statement.

3.24 None of these petitions were specifically in relation to either of the Zones where there is a now a recommendation to implement, although the general comments made about the proposals have still been noted. In the petition areas, the concerns were that the proposals would have a negative impact on businesses and their customers, that the matchday proposals were too draconian and disproportionate to the problem as perceived by the respondents. There were also concerns that they would have a negative impact on resident's freedom to have visitors, reservations about the use of e-vouchers (data protection, convenience and reliability of system used) and would make life more difficult for some carers who need access to on-street parking in the area.

Supported proposals

3.25 As a majority of local residents have supported the proposals in each **of zones K and C**, it is recommended to proceed with the proposed changes in these two zones.

3.26 In **Zone C**, the current controls of Monday to Friday 8.30am to 6.30pm, with Saturday 8.30am to 1.30pm will be extended to 24 hours, Monday to Saturday and then 12am to 6am on Sunday. The mitigation measures will be free evening e-vouchers for resident's visitors (from 6.30pm to 8.30am the following

day, and to 6am on Sundays) and a flat rate charge of £2.40 pay and display for evening parking (Monday to Saturday) after 6.30pm up to midnight. The changes are planned to take effect in summer or autumn of 2016 and residents will be updated.

3.27 In **Zone K**, the current controls of Monday to Friday 8.30am to 7pm will be extended to 24 hours, Monday to Sunday (everyday). The mitigation measures will also be free evening e-vouchers for resident's visitors (from 6.30pm to 8.30am the following day) and a flat rate charge of £2.40 pay and display for evening parking (everyday) from 6.30pm up to midnight. The changes are planned to take effect in summer or autumn of 2016 and residents will be updated.

3.28 The table below gives a summary of the proposed changes in the two zones with majority local resident support.

Area	Current Controls	Proposed Controls (as consulted)
Finsbury Sq & Farringdon Station area, Zone C	Mon to Fri 8.30am to 6.30pm , with Sat 8.30am to 1.30pm	Monday to Saturday 24 hours , and then Sunday 12.00am to 6.00am
Whittington Hospital area, Zone K	Mon to Fri 8.30am to 7pm	Monday to Sunday 24 hours , (everyday).

Cycle parking and electric vehicle charging points

3.29 There have been calls to increase cycle parking provision in Zone C. Very often bicycles can be seen chained to pedestrian guard railing, lamp columns and other convenient street furniture. This will be investigated and acted upon where there is demand. In addition, there were also calls for Electric Vehicle charging points (EVCP) in Zone C. Subject to any relevant policy changes, the Council will look to see where these could be installed.

4. Implications

Financial implications:

4.1 Proposed changes to Zones C and K will cost £0.504m and capital funding has already been secured. The changes will result in £0.200m revenue savings 2016/17, plus £0.200m revenue savings 2017/18.

The cycle parking/electric vehicle charging points are also funded and will cost £0.024m/£0.240m respectively. These works will not result in any revenue savings.

Legal Implications:

4.2 The Council has power to vary existing controls in the Controlled Parking Zones (CPZs) pursuant to sections 6, 9 and 45 of and paragraph 27 of Schedule 9 to the Road Traffic Regulation Act 1984. In exercising this power, section 122 of the 1984 Act imposes a duty on the council to have regard (so far as practicable) 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'. The Council must also have regard to such matters as the desirability of securing and maintaining reasonable access to the premises and the effect on the amenities of any locality affected.

In deciding whether to proceed with the proposed changes to CPZ C and K, the Executive must also have due and proper regard to the outcome of the consultation and the petitions received.

The designation of additional electric vehicle charging points on the public highway requires the making

of a traffic management order by the relevant local authority under sections 45, 46 and 49 of the Road Traffic Regulation Act 1984

Parking provision for cycles on the public carriageway will require the making of a Traffic Management Order under section 6 of the 1984 Act.

Environmental Implications

- 4.3 It is considered that the proposals we are seeking approval for will have a positive environmental impact. The active and effective management of parking discourages car trips which has a positive impact on air quality within the borough and supports several Council initiatives to achieve improved local air quality. In terms of the known activities that can have a major impact on the environment, the proposals do not involve any property procurement and/or disposal. There will be no construction involved, only the removal and replacement of signs. The replaced signs will be recycled.

The move to using e-vouchers will have a positive environmental impact, as it will reduce paper usage and printing.

The investigation of increased cycle parking provision and new electric vehicle charging points is also likely to have a positive environmental impact.

Resident Impact Assessment:

- 4.4 The Council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The Council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The Council must have due regard to the need to tackle prejudice and promote understanding.

A Residents Impact Assessment for the proposals has been completed and is available on request. The Council already provides substantial measures to support vulnerable and other residents, such as vouchers for faith organisations or carer permits (see Appendix C for full details). It is considered that any adverse impacts on residents, businesses and local charities arising specifically from these new changes are mitigated by the proposals discussed in paragraphs 3.10 - 3.12 above. The proposals do not prevent anyone from parking in the evening, although there is small charge of £2.40. This is not considered to be cost prohibitive and unlikely to prevent those wishing to visit night time establishments.

The impact in terms of residents' visitors has been mitigated by the e-vouchers which the Council will be introducing. The longer enforcement hours for both Zones C and K will mean that when this change to the yellow line waiting restrictions has its greatest impact, the parking bays will be effectively managed and will free more parking spaces for the residents.

The provision of e-vouchers will also mitigate the impact on older residents, though an e-account will need to be set up. Contact Islington will be able to do this for any residents who either are not confident using the technology to enable this, or have limited or no access to a computer. The Council also has computer terminals at the Municipal Offices where this can be done with assistance if necessary.

We will monitor and if necessary review the number of vouchers that are provided to faith organisations to ensure they are not adversely affected by the proposed changes to enforcement hours. The situation is similar to ad-hoc carers, particularly those carers who may reside in a different zone from the person they care for. If necessary we will review the current criteria.

For blue badge users, none of the proposals will change their ability to use the badge and there will be a better chance of finding a parking place as the enforcement hours are longer.

The RIA identified no safeguarding risks.

The RIA provides a list of mitigating measures and monitoring tasks to encompass all the impacts which

may result from the proposals. These are listed below:

Issue to be monitored	Responsible person or team
Parking stress levels in the affected zones (K and C)	Traffic and Parking Services
Monitoring of e-voucher use, particularly in the matchday area	Traffic and Parking Services

The above monitoring will be carried as and when needed.

Set up e-vouchers via contact Islington	Traffic and Parking services	01/07/2016
Review carer criteria (if necessary)	As above	As above
Review amount of worship vouchers provided to faith organisations	As above	As above
Review if particular BME communities present in affected areas and review if translated information is required.	As above	As above
Link with HASS to ensure information is circulated to carers of disabled people and how to access visitor permits.	As above	As above

5. Reasons for the recommendations / decision:

- 5.1 In both Zone K (Whittington hospital) and Zone C (Finsbury Square and Farringdon), there is support for the proposals. The overwhelming support in Zone K is reflective of the parking pressure caused by the local parking generators which have led to call for additional protection. Zone C has a narrow majority, but nevertheless those who live/work in the area have also been in favour of the proposals.
- 5.2 The parking bays/ratio levels in both of these zones are very high, 97% for Zone K and 96% for Zone C. It is important to provide protection for the residents of these two areas given the limited parking spaces available and which are close to complete saturation.
- 5.3 It is therefore recommended that the Executive agrees to implement the proposals for both Zone K and Zone C, to take effect in the summer or autumn of 2016.

Signed by:



13.11.15

Executive Member for Environment and Transport Date

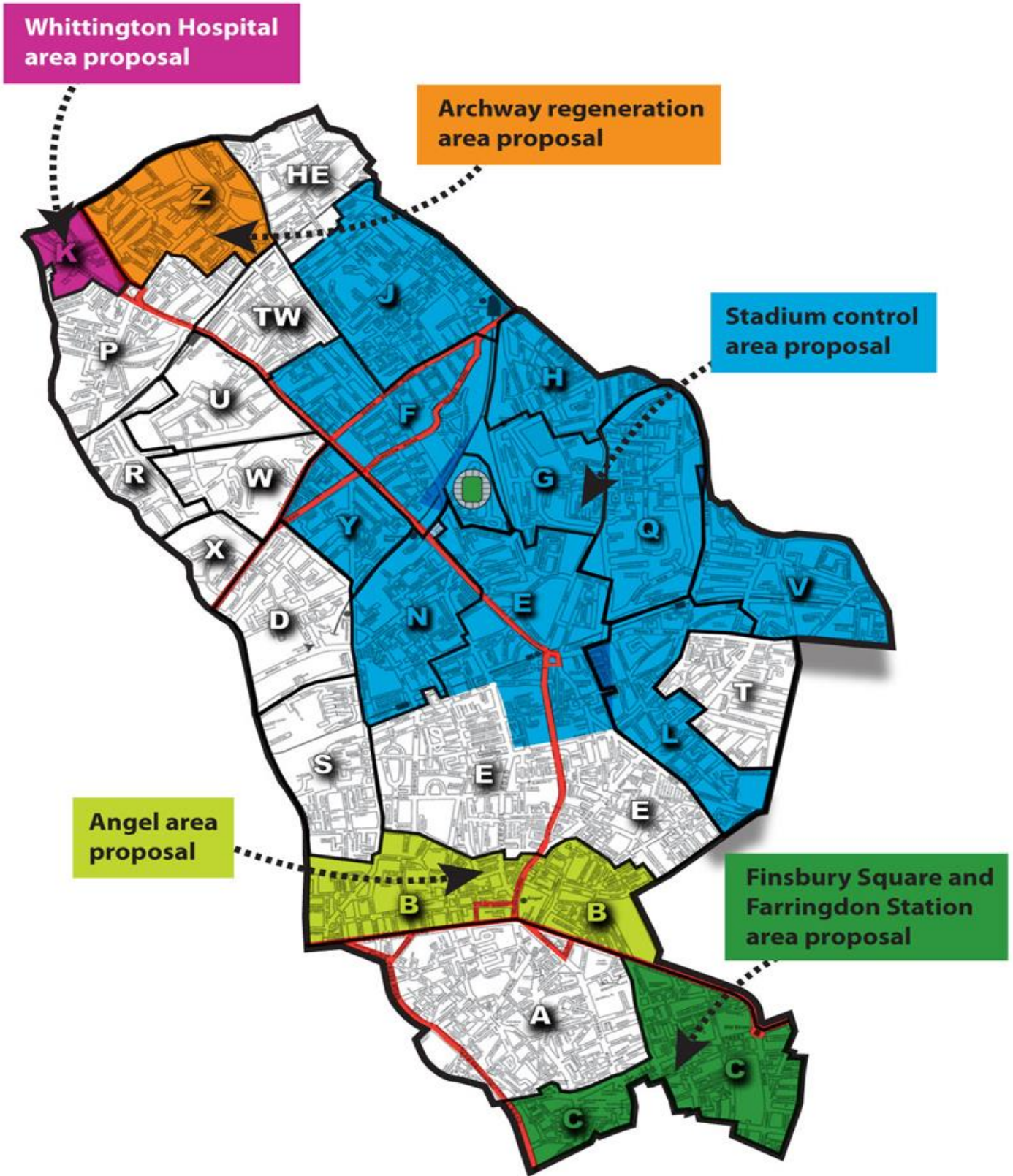
Appendices

- Appendix A, CPZ Proposals map
- Appendix B, Table of existing controls, proposals and mitigation
- Appendix C, Measures for vulnerable and other residents, and businesses
- Appendix D, Consultation Results
- Appendix E, Petitions.

Background papers: None

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Appendix A – CPZ Proposals map



Area	Reason	Current Controls	Proposals	Mitigation
Stadium control area, Zones E, F, G, H, J, L, N, Q, V and Y	To address concerns around events at the Emirates Stadium and car free developments.	Currently most are Mon - Fri 8.30am - 6.30pm, Sat 8.30am - 1.30pm Matchday Controls: Mon - Fri 8.30am - 8.30pm, Sat 8.30am - 4.30pm Sun & Public Hols Noon - 4.30pm Zone G operates: Mon - Fri 10am - 2pm Matchday Controls: Mon - Fri 2pm - 8.30pm Sat, Sun & Public Hols Noon - 4.30pm	Extending normal controls to 9pm, Monday to Sunday (everyday). Making the times across all zones in the stadium area the same for consistency	<ul style="list-style-type: none"> 1. Free evening e-vouchers for residents' visitors and; 2. Flat rate of £2.40 pay and display charge for evening parking, after 6.30pm.
Angel area, Zone B	To assist residents with parking nearer their homes in the evening due to the night time economy.	Currently Mon to Fri 8.30am to 6.30pm, with Sat 8.30am to 1.30pm	Extending controls to 11pm, Monday to Sunday (everyday).	
Finsbury Sq & Farringdon Station area, Zone C	To assist residents with parking nearer their homes in the evening due to the night time economy.	Currently Mon to Fri 8.30am to 6.30pm, with Sat 8.30am to 1.30pm	Extending controls to 24hours, Monday to Saturday and then 12am - 6am on Sunday	
Whittington Hospital area, Zone K	To assist residents with parking nearer their homes in the evening due to the vicinity of the Whittington Hospital.	Currently Mon to Fri 8.30am to 7pm	Extending controls to 24 hours, Monday to Sunday (everyday).	
Archway regeneration area, Zone Z	To pre-empt future parking pressures, which may arise from the Archway Regeneration proposals.	Currently Mon to Fri 10am to 2pm	Extending controls to 8.30am - 6.30pm, Monday to Friday and then 8.30am - 1.30pm on Saturday.	

Appendix C – Measures for vulnerable and other residents, and business

Carers Permits,

- allows those carers who meet the eligibility criteria to purchase permits despite not being resident in the CPZ of the cared-for person.

Vouchers for faith organisations,

- faith organisations in Islington are entitled to apply for 200 hours of free visitor vouchers per year to facilitate parking for visitors to places of worship.
- a place of worship will be defined as a building that has a long established use as a place of worship, or have planning consent for use as a place of worship.
- these vouchers can be used to park vehicles in resident, or resident/shared use bays in the controlled parking zone in which the place of worship is located.

Visitor Vouchers,

- purchases to all are unlimited, but for those over 65, and those on Disability Living Allowance, we offer vouchers at a 50% price discount.

Blue Badges,

- one of the first Councils to use an independent mobility assessment service (which is now recommended nationally), to ensure that only those who are entitled to the Badge get one.
- also allow those residents with Blue Badges to apply for a free residents permit, which then allows them to park outside their home without having to display the Blue Badge, deterring (and distressing) casual car crime.

New Parents,

- can receive 40 hours of free vouchers when they register the birth of their child, to cover the burst of parking activity that comes from having a new baby.

Suspensions,

- offer a residents discount to the standard suspension admin charge (£90 as opposed to £184), when suspensions are chargeable.

Funerals,

- offer a free waiver service for funerals, to assist in the bereavement process.

Universal permit,

- annual permit aimed at businesses that have a requirement to park across the borough on a regular basis.

PCNs,

- the Council has created a corporate team that will consider debts of the less well-off. This includes residents who run up huge PCN debts and face enforcement agent action, where we try and manage their debt according to their means.

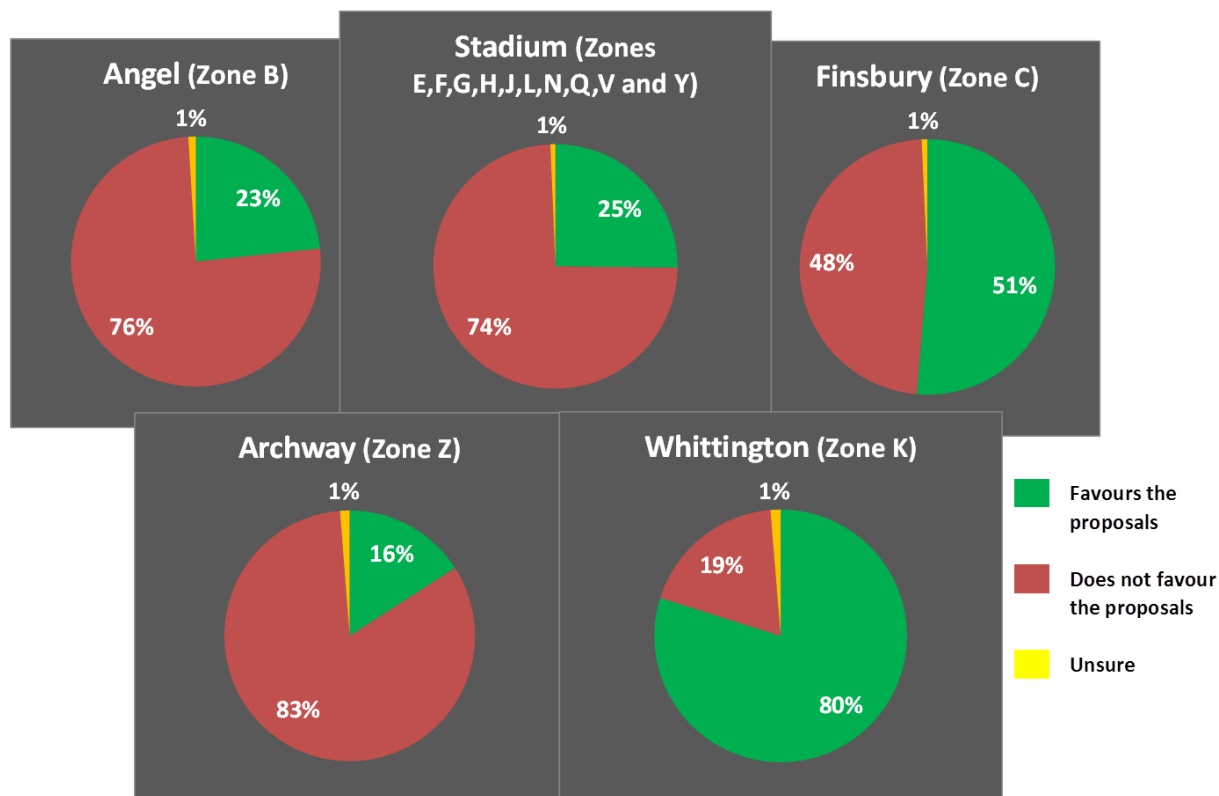
Appendix D – Consultation results

Table 1 below shows the responses from the affected areas only.

		Number YES	Number NO	Number Unsure	Overall Responses	% Yes	% No	% Unsure	% RR
Angel	Zone B	337	1093	14	1444	23%	76%	1%	15%
Whittington	Zone K	123	29	2	154	80%	19%	1%	32%
Finsbury	Zone C	212	198	3	413	51%	48%	1%	5%
Archway	Zone Z	116	605	9	730	16%	83%	1%	19%
Stadium	Zones E,F,G,H,J,L,N,Q,V and Y	1534	4520	41	6095	25%	74%	1%	13%
		2322	6445	69	8836				

Table 2 below shows the total responses, regardless whether they are from within the zone or outside.

		Number YES	Number NO	Number Unsure	Overall Responses	% Yes	% No	% Unsure
Angel	Zone B	458	1626	111	2195	21%	74%	5%
Whittington	Zone K	128	167	7	302	42%	55%	2%
Finsbury	Zone C	371	528	36	935	40%	56%	4%
Archway	Zone Z	150	709	42	901	17%	79%	5%
Stadium	Zones E,F,G,H,J,L,N,Q,V and Y	1615	5015	165	6795	24%	74%	2%
		2722	8045	361	11128			



Appendix E – Petitions

Organisation	Signatories	Area/zone	Petition statement
Canonbury Society	391	Matchday area	We urge you to sign our petition <u>against</u> these proposals on the grounds that they are wholly unnecessary and will seriously inconvenience both residents and local business.
Chapel Market Traders Association	2250	Zone B, Angel area	We the undersigned are objecting to Islington Council's proposed changes to parking in the Angel area. We feel that extending the controls from 8.30am-11pm seven days a week will have a detrimental effect on Chapel Market and all the businesses in the Angel town centre. We rely on people being able to park nearby at weekends to do their weekly/heavy shopping in the market.
Christ Church Highbury	315	Matchday area	We, the undersigned, believe that Islington Council's proposal to extend parking controls will harm church and other faith communities and increase isolation for vulnerable residents. We call on the council to abandon its proposals and to keep the present hours of operation of parking controls
Polish Church of our Lady Czestochowa	342	Zone B, Angel area	We oppose the introduction of controls on Sundays, especially those to be introduced during the day. This will cause a hardship to a large number of our parishioners and restrict the ability of some to attend at all. It would also, in effect, tax those parishioners who wish to come and worship and must do so by car.
Islington Chambers of Commerce	762	Borough wide	We the undersigned petition the council to Scrap the proposed changes to Islington's Controlled Parking Zones, which would see charged parking extended to seven days a week, and up to 9pm, 11pm and even 24 hours a day in some areas of the borough
Highbury Barn Traders	22	Matchday area	The Highbury Barn traders are opposed to the Council's parking proposals for the stadium control area, which covers ten different parking zones. If there are problems for some residents in some of these zones, these should be treated individually. It is entirely unnecessary to have blanket parking controls from 8.30am to 9pm seven days a week every day of the year over the whole area. They will severely damage our trade, particularly on weekends, and we genuinely fear for the future of our businesses if these plans are adopted
Liberal Democrats	5000+	Matchday area	We the undersigned residents object to plans by the London Borough of Islington to excessively expand parking control in our neighbourhood, particularly the plans to increase the hours of operation of our controlled parking zone to 9pm EVERYDAY , and to move to SEVEN DAY A WEEK parking control.