

**Report for:** Cabinet Member for Climate Action, Environment, and Transport and Deputy Leader of the Council

**Item number:** 6

**Title:** Proposed zebra crossings on Adams Road near The Willow and The Brook Primary Schools, N17

**Report**

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**Ward(s) affected:** West Green and Bruce Castle

**Report for Key/**

**Non-Key Decision:** Non-key decision

**1 Describe the issue under consideration**

- 1.1 Determine whether two zebra crossings and speed reducing measures on Adams Road near The Willow and Brook Primary Schools, N17 should be implemented.
- 1.2 To request approval to proceed to implementation, after considering objections and officer response to those objections.

**2 Cabinet Member Introduction**

- 2.1 N/A

**3 Recommendations**

Cabinet Member for Climate Action, Environment, and Transport and Deputy Leader of the Council is asked to:

- 3.1 Consider all feedback to the public and statutory consultation carried out from 11 October to 1 November 2023, set out in Appendix D, on the proposals outlined in Appendix A together with officer's views regarding that feedback set out in section 8 of this report.
- 3.2 Agree that the Council shall exercise its discretion to not cause a public inquiry to be held (see paragraph 8.3) in respect of the TMO referred to in recommendation 3.3 below.
- 3.3 Approve the implementation of the zebra crossings and speed reduction measures on Adams Road near The Willow and Brook Primary Schools, as set out on the plan in Appendix A, except that the zebra crossing on the eastern end of Adams Road to be relocated by 3m west.
- 3.4 Authorise the Head of Highways and Parking to make all necessary traffic management orders (TMOs) to give effect to the measures approved.

**4 Reasons for decision**

- 4.1 The Council as a local authority has a duty under Section 39 of the Road Traffic Act 1988 to improve safety and reduce road traffic collisions. The proposals recommended for approval are aimed at reducing speeds of motor vehicles and improving road safety and pedestrian accessibility especially for children attending The Willow and The Brook Primary Schools.

## **5 Alternative options considered**

- 5.1 Do nothing: This option was rejected as it would not deliver an improvement to road safety and so the Council would not be discharging its duty under section 39 of the Road Traffic Act 1988 to “take steps to prevent accidents”.

## **6 Background Information**

- 6.1 Haringey Council regards road safety, particularly pedestrian safety, as a high priority and actively promotes road safety measures across the borough to reduce vehicle speeds, the number of road traffic accidents and to enhance the environment for all road users.
- 6.2 The Road Danger Reduction Action Plan and Investment Plan supports the Mayor's London-wide ambition to reach 'Vision Zero', by having no killed or seriously injured (KSI) casualties on Haringey's roads by 2041; and supports the Council's own ambition to reduce all casualty types (KSIs and 'slight' injuries) with specific attention to vulnerable road users, including motor cyclists.
- 6.3 Following requests from the local community, as part of this year's Road Danger Reduction Investment Plan, the Council is proposing to introduce two zebra crossings and speed reducing measures on Adams Road near The Willow and Brook Primary Schools, as detailed on the plan in Appendix A. The proposals include the following:
- Implement 2x zebra crossings on Adams Road N17 under Section 23 Road Traffic Regulation Act 1984.
  - Implement a raised speed table on Adams Road N17 under section 90a and 90c of the Highways Act 1980 and the Highways (Road Humps) Regulations 1999.
  - Introduce double yellow lines on south side of Adams Road N17 from a point 48 metres west of the western kerb of Moira Close, west for 28.4 metres.
  - Introduce double kerb blips on south side of Adams Road N17 from a point 48.3 metres west of the western kerb of Moira Close, west for 31.5 metres.
  - Introduce double yellow lines/double kerb blips on both side of Adams Road N17 outside Manston and The Willow Primary School and The Brook on Broadwaters Primary school a length of 21.2 metres.
  - Remove the existing “school keep clear” restrictions and double yellow lines on both side of Adams Road N17 from a point 79.8 metres west of the western kerb of Moira Close to a point 32.4 metres east of the eastern kerb of Gloucester Road.
- 6.4 The zebra crossings and speed reduction measures will improve the walking route for school children travelling to and from The Willow and The Brook Primary Schools.
- 6.5 Officers investigated the collision data 5 years up to 1/12/22 along Adams Road and can confirm that there were 2 recorded road traffic collisions, classified as 1 serious and 1 slight, involving injury to 2 pedestrians.
- 6.6 The proposed zebra crossings will provide clearly defined crossing points where pedestrians are 'expected' to cross the road and will give pedestrians the right of way

over motor traffic, enabling them to cross the road safely, helping reduce future collisions.

- 6.7 The total cost of the scheme is £181k, which includes £85k from the Strategic Community Infrastructure Levy (SCIL) and £96k from the Housing Regeneration Programme Budget.

## 7 Consultation

- 7.1 Ward Councillors were informed about the proposals on 29 September 2023. Councillor Sara Williams welcomed the proposals.

- 7.2 Notification documents were distributed to properties in the vicinity of the proposals on 11 October 2023. A copy of the statutory consultation document is shown in Appendix A and a copy of the consultation boundary can be found in Appendix B.

- 7.3 The notification documents were uploaded on the Council's website. Legal notices were placed on-street and in the local newspaper. A copy of the legal notice is shown in Appendix C.

- 7.4 The Headteachers of The Willow and The Brook Primary Schools also welcomed the proposals, as it will improve road safety and pedestrian accessibility for school children and the local community.

- 7.5 As part of the statutory process, the following statutory bodies were also notified:

- AA
- London Transport
- Police (local)
- Fire Brigade
- London Ambulance Service
- Freight Transport Association
- Road Haulage Association
- RAC
- Metropolitan Police (traffic)
- London Travel Watch
- Haringey Cycling Campaign

## 8 Responses to consultation

- 8.1 The full consultation report from which Table 1 below was extracted, can be found in Appendix D.

**Table 1 – Public and statutory consultation analysis**

	Response	Count	%
Support or Object	Support	23	74%
	Objection	3	10%
	Other views	5	16%
	<b>Total:</b>	<b>31</b>	<b>100%</b>

- 8.2 The Council received 31 responses during the public and statutory consultation period, 23 (74%) in support, 3 (10%) who objected and 5 (16%) who had other views on the proposal. Objections have been summarised below together with an officer response.

### 8.2.1 **Objection 1 – Obstructive parking is the main road safety issue**

There is already a zebra crossing, also the parents who are picking up or dropping off the children always park on the double yellow lines, making it difficult for residents of Broadwater Farm to exit the estate. The corner of Gloucester Road and Adams Road is very narrow, when there are cars parked on both sides of the road.

#### **Officer response**

The zebra crossings are being proposed following requests from the local community and The Willow and Brook Primary Schools to help improve the walking route for school children travelling to and from the schools as well as the wider community.

Whilst it is acknowledged that the white stripe road markings by the uncontrolled crossing point outside of the schools on Adams Road may be perceived as a zebra crossing, it is not. This crossing point does not conform with section 16 of Chapter 6 of the Traffic Signs Manual and the Traffic Signs Regulations and General Directions 2016 and therefore does not adhere to the relevant safety regulations. It is also unclear who introduced the white stripe road markings at this uncontrolled crossing point.

Formalising the existing uncontrolled crossing was not considered viable, given the existing arrangements on Adams Road such as school entrances and parking configuration and behaviours.. Providing alternative crossing points (one for each school) will provide clearly defined crossing points and will give pedestrians the formal right of way over traffic, enabling them to cross the road safely, thereby addressing a need identified whilst reducing the chance of similar road traffic collisions occurring.

With regards to motorists parking obstructively, the introduction of the zebra crossings will include zig-zag road markings, which prohibit motorists from parking, therefore helping increase forward visibility and improve road safety for all road users. This arrangement will also help to enforce any parking violations.

The new zebra crossings will also assist in conforming to the Mayor of London's 'Healthy Street Approach' on creating streets that are pleasant, safe and attractive where accessibility is not a barrier that prevents people, particularly the most vulnerable from getting out and about.

### 8.2.2 **Objection 2 – Parking concern for Blue Badge holder**

'My child attends The Willow Primary School, and as our child is disabled we have a blue badge. We drive our child to school every day and are currently able to park on the double yellows with the blue badge. The pick and drop off as it is currently works for our child. It creates minimal distress meaning that our child can arrive in the safest way and our child enjoys going to school. If the new layout won't impact children/parents/carers who are disabled like my child, then I wouldn't be so concerned about the new layout'.

#### **Officer response**

The proposed reduction in parking will provide adequate intervisibility between all road users, which will assist in tackling road danger and helping the Council on the journey to achieve Vision Zero, which is to eliminate all deaths and serious injuries on our roads by 2041.

However, it is acknowledged that the Blue Badge holders may need to park close to the schools, as such two disabled parking bays are proposed to be implemented in close

proximity to the scheme, therefore there is minimal extra distance to cover to what they might be used to.

### 8.2.3 Other View – Concern from the Metropolitan Police

- 'It appears that the car parking bays have been retained 'behind' the zig zags and DYL's. Zig zags need to follow the kerb line and no parking is allowed within the controlled area, I would suggest the DYLs are a bit pointless too and they also are supposed to be effective up to the building line'.
- 'There appears to be quite a large entry/exit to a car park within the narrow area that is being retained. There is no signage telling those using it that, if turning right, they are entering a narrow road and that they have right of way. This is potentially very confusing'.
- 'This isn't a very long road and with two sections of narrow carriageway, it isn't clear exactly how far those at each end are giving way. So, if cars were to arrive simultaneously at both ends, and are told to give way by the signs, do they sit there indefinitely?'.
- 'The signage for priority needs to be placed at the start of the restriction, but obviously it can't in this design because they can't be placed in the control area correctly. Overall, this is very confusing and I'm not sure what problem it is trying to address?'

#### Officer response

- The car parking bays, and the footpath are located on private housing land. Therefore, the proposed zigzag road markings and double yellow line parking restrictions associated with the proposed zebra crossing, can only be introduced on Adams Road, which is adopted public highway. The zebra crossing has been designed in accordance with Chapter 6 of the Traffic Signs Manual and the Traffic Signs Regulations and General Directions 2016 and therefore conforms to the relevant safety regulations.
- A large entry/exit to a car park is located off Adams Road near the proposed zebra crossing on the eastern end. Existing car park access has a give way road marking at its junction with Adams Road. Additional signs indicating the existence of two-way traffic flow and road narrowing ahead will be included at the detailed design stage of this scheme.
- Although, Adams Road is not a long road, the section of road by the schools and the proposed zebra crossings, permits two-way traffic. This two-way traffic section is approximately 55m in length and has a road width of approximately 6m. This is adequate for accommodating the volume of vehicles using this section of road. The proposed priority arrangement will also assist in regulating traffic flow and improving road safety by this section of road.
- An independent road safety audit (stage 1 and 2) was conducted on the proposed signing arrangement, which did not identify any safety concerns. However, the safety audit did request careful consideration for the placement of the Priority "Give way arrangement". Officers have carefully considered this recommendation and intend to place the signage and road markings in such a way that it does not result in further safety issues to this location. The proposed arrangement will be subject to a further safety audit, post-implementation, should the scheme be approved for implementation. This would help to identify any road safety issues, following the introduction the scheme.

#### 8.2.4 Other View – Broadwater Farm estate housing service

'The council received a request from Broadwater Farm estate housing service, to slightly relocate one of the zebra crossings away from Manston carpark access point, due to a future proposed development'.

##### Officer response

In view of this request, officers are now recommending that the zebra crossing is implemented by 3m west of where it is proposed. This will require an amendment to the T47 Traffic Order.

8.3 It is noted that The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 ("LATOR) provides local authorities in Regulation 9(1) with the discretion of whether or not to hold a public inquiry prior to the making of the TMO which is the subject of this report. The order does prohibit loading/unloading from a small section of the road and the total reduction in loading is within 9(4)(b) LATOR and therefore there is no obligation on the Council to hold a public inquiry. However, the proposals have received a high level of support with a small number of objections. In addition, the proposals are located in close proximity to The Willow and The Brook Primary Schools and therefore having dedicated crossing points will benefit the children and parents/careers on the journey to and from school. The order does not prohibit or restrict the passage of public service vehicles.

8.4 This report does not include the recommendation to hold a public inquiry on account of above, and that the project will contribute towards improved safety and road danger reduction and that holding a public inquiry would lead to expense and delay while being unlikely to alter the ultimate decision.

8.5 The Council has a duty under section 122 of the Road Traffic Regulation Act (RTRA) 1984 to (in summary) *"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 having regard to securing and maintaining access to premises, preserving or improving the amenities of the areas, national air quality, facilitating the passage of public service vehicles and safety and convenience of people using such vehicles as far as practicable."*

Officers consider that the following are of particular relevance, given the objectives of the proposed zebra crossing:

- To address road danger by providing a dedicated crossing point allowing pedestrians to utilise the zebra crossing to safely get from one side of the road to the other.
- To provide a safe and convenient movement of pedestrians. This will also benefit child pedestrians travelling to and from the nearby schools.
- To not restrict the passage of public service vehicles.

## 9 Contribution to strategic outcomes

9.1 The installation of the new formal crossing at this location will support the delivery of the Council's Road Danger Reduction Action Plan action, by improving road safety. It supports the following high-level strategic priority outcomes contained within the Corporate Delivery Plan:

Theme 1: Resident experience, participation and collaboration

- Positive Resident Experience
- Inclusive Public Participation

## Theme 2: Responding to the Climate Emergency

- A Greener and Climate Resilient Haringey
- A Just Transition
- A Low Carbon Place

It will also support the delivery of the Council's wider [TransportStrategy](#), encouraging walking as road users will feel more confident and safe.

### **10 Carbon and Climate Change**

10.1 The scheme will help contribute positively to carbon emission reduction and mitigate climate change in the following ways:

10.1.1 Improving road safety: Improving road safety through reduction in motor vehicle speeds and provision of safer crossing points, will encourage more people to seek active transportation modes such as walking. This not only reduces greenhouse gas emissions but also promotes a healthier lifestyle, which, in the long run, can reduce healthcare-related emissions linked to sedentary lifestyles.

#### **Statutory Officers' comments**

### **11 Comments of the Chief Financial Officer**

11.1 This report seeks the approval for the implementation of the proposed zebra crossings and the speed reducing measures on Adams Road outside The Willow and Brook Primary Schools, N17 for a total cost of circa £181k. This proposal will be funded by a combination of (i) £85k from the Strategic Community Infrastructure Levy (SCIL) and (ii) £96k from the Housing Regeneration Programme Budget.

### **12 Comments of the Head of Legal Services and Governance**

12.1 The Council must in accordance with section 39 of the Road Traffic Act 1988 prepare and carry out a programme of measures designed to promote road safety. It must also carry out studies into accidents arising out of the use of vehicles and must, in the light of those studies, take such measures as appear to the Council to be appropriate to prevent such accidents, including the construction, improvement, maintenance or repair of roads for the maintenance of which it is responsible and other measures taken in the exercise of their powers for controlling, protecting or assisting the movement of traffic on roads.

12.2 The Council has power under the Highways Act 1980 to carry out works for the improvement of highways, and for promoting safety on and around highways. Traffic calming measures in the Highways Act 1980 and must comply with the Highways (Traffic Calming) Regulations 1999. Road hump installations are authorised by sections 90A – 90B of the Highways Act 1980 and must comply with the Highways (Road Humps) Regulations 1999. No road hump shall be within 30 metres from the imaginary line along the centre of the pattern of the black and white stripes of a zebra crossing.

12.3 Pedestrian crossing facilities are provided under powers contained in Section 23 of the Road Traffic Regulation Act (RTRA) 1984, subject to Regulations made by the Secretary of State.

12.4 It shall be the duty of a local traffic authority to execute any works (including the placing, erection, maintenance, alteration and removal of marks and traffic signs) required in connection with the establishment, alteration or removal of crossings in accordance with regulations having effect under section 25 of the Road Traffic Regulation Act 1984, or in connection with the indication of crossings in accordance with such regulations.

- 12.5 Section 66 of the Highways Act permits highway authorities to provide objects or structures on a highway for the purposes of safeguarding persons using the highway.
- 12.6 The Highways Act 1980 permits local authorities to place objects or structures on a highway for the purposes of providing a service for the benefit of the public or a section of the public.
- 12.7 For the most part, the measures proposed can only be implemented after a statutory consultation process and after proper and meaningful consideration of any formal representations. The report sets out the effect of the representations received, Appendix D setting out the detail of those representations. Officer views are included in the report, but Members must exercise a judgment as to how much weight each representation should carry and whether or not to approve or further any measure in the light of those representations.
- 12.8 Regulation 9(1) of LATOR sets out when an authority must hold a public inquiry before making an order and when it has a discretion to hold one. The TMO which is the subject of this report is one where the Council has a discretion and having considered the objections to the proposal, it would be lawful for the Council to decide not to hold a public inquiry for the reasons explained in paragraph 8.3 of this report.
- 12.9 What is being proposed and recommended within this report is in accordance with the law, as set out in this section.

### **13 Equality Comments**

- 13.1 The Council has a Public Sector Equality Duty (PSED) 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 protected characteristics and people who do not
  - Foster good relations between people who share those characteristics and people who do not

The three parts of the duty apply 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.

Although it is not enforced in legislation as a protected characteristic, Haringey Council treats socioeconomic status as a local protected characteristic.

- 13.2 The consultation documents were distributed to all households / businesses within the agreed consultation area to ensure that all stakeholders were made aware of the council's proposals.
- 13.3 New zebra crossings and the associated measures installed will be of benefit to all sections of the community. It will improve the local environment and road safety for all road users particularly vulnerable groups such as children, the elderly and pregnant women and those with young children. 'Age' is a protected characteristic, by increasing the safety of children, it will have positive equalities impact.

Safe journeys to/from school and cycling will be encouraged with reduction in the number and severity of injuries to road users due to reduction in accident levels.

## **14 Use of Appendices**

- Appendix A – Public and Statutory consultation letter and plan
- Appendix B – Consultation Boundary
- Appendix C – Legal Notice
- Appendix D – Full consultation report