

Report for: Head of Service for Highways and Parking following consultation with the Cabinet Member for Tackling Inequality and Resident Services

Title: Proposed Zebra crossing on West Green Road near Langham Road, N15

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

**Report for Key/
Non-Key Decision:** Non-key decision

1 Describe the issue under consideration

- 1.1 To determine if the proposed zebra crossing on West Green Road near Langham Road, N15 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

The Head of Highways and Parking following consultation with the Cabinet Member for Tackling Inequality and Resident Services is asked to:

- 3.1 Consider all feedback to the public and statutory consultation carried out from 25 October to 15 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 paragraph 8.2 of this report.**
- 3.2 Agree that the Council shall exercise its discretion to not cause a public inquiry to be held for the reasons set out in paragraph 8.3 – 8.5 of this report.
- 3.3 Approves the implementation of the proposed zebra crossing on West Green Road near Langham Road N15, as set out on the plan in Appendix A and the making all necessary traffic management orders (TMOs) to enable the proposed zebra crossing to be implemented.

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 consulted on will provide a clearly defined crossing point and will give pedestrians the right of way over traffic, enabling them to cross the road safely, which will assist in reducing personal injury collisions.
- 4.2 The reason that this is a non-key decision is because, although it discusses the implementation of proposals which cover more than two wards, it will not result in expenditure of £500,000 or more. It also will not be significant in terms of its effects on communities living or working in an area covering two or more wards or electoral divisions in the area of the local authority, hence is unlikely to result in substantial public interest or social, economic or environmental risk.

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 Officers investigated the collision data 3 years up to 01/12/2022 in the vicinity of West Green Road and Langham Road and can confirm that there were 8 recorded traffic collisions, 2 Serious, 6 Slight and 3 involved pedestrians.
- 6.4 **Following requests from the local community, as part of this year’s Road Danger Reduction Investment Plan, the Council is proposing to introduce a zebra crossing on West Green Road near Langham Road, which fronts a busy shopping parade, used by the local and wider community, as detailed on the plan in Appendix A. The proposals include the following:**
- Implement a zebra crossing on West Green Road N15 under Section 23 Road Traffic Regulation Act 1984.
 - The centre of the proposed zebra crossing on West Green Road is to be located outside property No.311 West Green Road N15, located 10.3 metres west of the western kerb of Langham Road.
 - To reduce the length of the double yellow lines on the north side of West Green Road N15 outside No.306 by 1.8 metres.

- To extend the length of the Pay to Park bays on the south side of West Green Road N15 outside No.319/317 by 4 metres in westerly direction thereby reducing the length of the loading bay.
- To extend the length of the Pay to Park bays on the south side of West Green Road N15 outside No.319/317 by 4 metres in an easterly direction thereby replacing the existing double yellow lines.
- To remove the double yellow lines/double kerb blips on the north side of West Green Road N15 from its junction with Langham Road, west to a point opposite No.319/317 (a length of 22.6 metres).
- To remove the single yellow line/single kerb blips on the north side of West Green Road opposite No.319/317 to a point opposite No.321 (a length of 7.7 metres).
- To remove the Pay to Park bays on the south side of West Green Road N15 outside No.309 to a point outside No.303/305 (a length of 15 metres).

The above parking changes are required to facilitate the installation of a proposed zebra crossing and associated zig-zag markings on West Green Road N15, on which vehicles would be prohibited from stopping at all times. These will be placed on the carriageway either side of the crossing; no more than 17 metres in both directions.

- 6.5 The zebra crossing will also improve the walking route for school children travelling to and from Parkview School and West Green Primary School as well as improving road safety for all pedestrians.
- 6.6 The proposed zebra crossing on West Green Road near Langham Road, will provide a clearly defined crossing point and will give pedestrians the right of way over traffic, enabling them to cross the road safely, which will assist in reducing PIAs.
- 6.7 The construction cost of the scheme is £99k, which will be funded via the Local Implementation Plan (LIP) settlement for 2023/24. It may be helpful to explain that the LIP is the process through which TfL provides funding to boroughs for schemes to improve their **transport networks, in line with the Mayor for London's** Transport objectives.

7 Consultation

- 7.1 Ward Councillors were informed about the proposals on 11 October 2023. Councillor Tammy Hymas supports the scheme, however, has other views. These are detailed in section 8.2.6.
- 7.2 Notification documents were distributed to properties in the vicinity of the proposals on 25 October 2023. A copy of the public and 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 letter was uploaded on the Council's website. Legal notices were placed on-street and in the local newspaper. A copy of the legal notice is attached as Appendix C which gave parties 21 days to make representations**

regarding the proposals in Appendix A as required by the Local Authorities' Traffic Orders (Procedure)(England and Wales) Regulations 1996 ("LATOR").

7.4 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

| Scheme | Response | Count | % |
|---|---------------|-----------|-------------|
| Proposed Zebra Crossing on West Green Road near Langham Road, N15 | Support | 61 | 91% |
| | Objection | 5 | 7.5% |
| | Other views | 1 | 1.5% |
| | Total: | 67 | 100% |

8.2 The Council received 67 responses during the public and statutory consultation period, 61 (91%) in support, 5 (7.5%) who objected and 1 (1.5%) who had other views on the proposal. Objections have been summarised below together with an officer response.

8.2.1 Objection – Proposed zebra crossing not required

'There are enough crossing points already. Adding this will just add more confusion. There are plenty of places along St Ann's Road that should be considered for a crossing point'.

Officer response

The zebra crossing has been proposed following requests from the local community for a formal crossing point to be introduced on West Green Road near Langham Road, outside a busy parade of shops, where there is currently an uncontrolled crossing. The zebra crossing will also improve the walking route for school children travelling to and from Parkview School and West Green Primary School.

Officers investigated the collision data 3 years up to 01/12/2022 in the vicinity of the West Green Road/Langham Road junction and can confirm that there were 8 recorded road traffic collisions; 2 Serious and 6 Slight of which 3 involved pedestrians.

The formalising of the existing uncontrolled crossing will provide a clearly defined crossing point and will give pedestrians the right of way over traffic, enabling them to cross the road safely, helping to improve safety and reduce the chance of a collision occurring.

In terms of the proposed zebra crossing causing confusion, 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. Nevertheless, as with all schemes of this nature, if approved, officers will be arranging for a road safety audit to be carried out, prior to progressing with the scheme and any issues highlighted will be considered and responded to accordingly.

The suggestion to introduce a zebra crossing on St Anns Road is out of the scope of this scheme. However, a zebra crossing near La Rose Lane was **consulted upon and approved as part of the St Ann's Low Traffic Neighbourhood scheme (LTN)**. Due to the **construction of the changes at the St Ann's hospital site**, the zebra crossing has been paused and will be delivered at an appropriate location once the construction work has completed.

8.2.2 Objection - Proposed zebra crossing not required

'Not necessary, Cars only drive at 20mph so no danger'.

Officer response

Please refer to officer response under section 8.2.1

8.2.3 Objection – Proposed zebra crossing will reduce parking

'There's already traffic lights 50yds before the proposed zebra. We already have parking problems because of the LTN. Reducing parking bays will cause more problems. A zebra crossing can be installed further away without affecting parking bays'.

Officer response

Whilst it is noted that there is an existing pelican crossing on West Green Road in close proximity to the proposed zebra crossing, site assessment indicated that pedestrians are crossing at the proposed location, and this can also be evidenced by the number of road traffic collisions involving pedestrians.

The proposed zebra crossing will be introduced on a section of road, where double yellow line parking restrictions are in place, due to an uncontrolled crossing point being present. Therefore, only one designated parking space will be removed to accommodate the proposed zebra crossing. It is acknowledged

that the double yellow line section may be used for parking for a limited time by disabled blue badge holders, however there are paid for parking bays in the vicinity which can be used by blue badge holders.

8.2.4 Objection – Proposed zebra crossing is a waste of money

‘Because there is a regulated lights crossing a minute away from the proposed crossing what makes sense, just pointless money spending on unnecessary disruption’.

Officer response

Please refer to officer response under section 8.2.1.

8.2.5 Objection – Proposed zebra crossing will increase noise and air pollution

‘I am reaching out as I would like to vehemently object to the proposed building of the zebra crossing at West Green Road near Langham Road. I am living in Strawbridge Court on West Green Road right above where the proposed zebra crossing is to be built. I have been concerned about the level of pollution since the LTN was introduced in the area. Since moving into the flat in March 2022 I have seen a significant increase in traffic buildup, noise pollution, and air pollution in my flat evidenced by the very high pollution level numbers which I am seeing on my app which is connected to the 2 air purifiers I have purchased for £500 because of my extreme concern with the increase in air pollution on my road. I am aware I live on a main road, however, when buying **the flat I wasn't** aware of the LTN being introduced which as I have already mentioned, has led to an increase of air and noise pollution. But I firmly believe that the zebra crossing will only add and worsen the levels of air and noise pollution for me and multiple other inhabitants of my flat and the local area. Furthermore, I work from home and so do a lot of other people since Covid. As you can imagine the noise and air pollution increases at certain points in the day, i.e. when children leave for home from the local school, during rush-hour, and these periods will only worsen if a zebra crossing was to be built directly under this flat. West Green Road is already relatively narrow and after 7 pm cars are allowed to park on single yellow line. inevitably, this means there is a further buildup of traffic because cars are having to drive around the parked cars which if there is a zebra crossing will only add more build-up of traffic - and as a result, an increase in noise and air pollution’.

Officer response

The Bruce Grove West Green Low Traffic Neighbourhood (LTN) scheme was introduced in November 2022, on an experimental basis. This scheme was designed to encourage the use of walking, cycling and public transport, with the reduction in car use leading to safer streets, lower carbon dioxide emissions and **better air quality**. Further information on LTN's can be found on the council website - [Streets for People in Bruce Grove West Green | Haringey Council](#)

It is unlikely that the introduction of a zebra crossing on West Green Road, will have a significant impact on pollution levels.

The zebra crossing has been proposed following requests from the local community for a formal crossing point to be introduced on West Green Road near Langham Road, which is in front of a busy parade of shops. The zebra crossing will also improve the walking route for school children travelling to and from Parkview School and West Green Primary School.

The formalising of the existing uncontrolled crossing will provide a clearly defined crossing point and will give pedestrians the right of way over traffic, enabling them to cross the road safely, helping to improve safety and reduce the chance of a collision occurring.

This crossing 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.

8.2.6 Other View - Councillor Tammy Hymas

The Councillor supports the scheme. However, has raised concerns that the current traffic island, which is being upgraded to form part of the zebra crossing, already suffers from buses getting stuck as a result of obstructive parking. The Councillor is also concerned about **cyclists'** safety by the traffic island and suggests removing the traffic island altogether.

Officer response

The introduction of a zebra crossing will consist of introducing zig-zag road markings on the approach to the crossing, which will prohibit motorists from parking in the vicinity of the proposal, thus improving accessibility for all vehicles including buses.

As part of the design process, a swept-path analysis was conducted to ensure **that the upgraded traffic island will not impede buses and HGV's from travelling** along the road.

LTN1/20 **states that 'widths between 3.2m and 3.9m may encourage close** overtaking by motor traffic at pinch points and should not be used. Therefore, the traffic island has been designed to satisfy these criteria.

Nevertheless, at the detailed design stage, the viability of removing the island can be explored and removed if deemed necessary.

The zebra crossing is 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. Nevertheless, as with all schemes of this nature, if approved, officers will be arranging for an independent road safety audit to be carried out, prior to progressing with the scheme and any issues highlighted will be considered and responded to accordingly.

8.3 It is noted that LATOR provides local authorities with the discretion of whether or not to hold a public inquiry prior to the making of a TMO. Whilst the order

does prohibit loading/unloading from a small section of the road, the total reduction in loading is still within 9(4)(b) LATOR. In addition, the order does not prohibit or restrict the passage of public service vehicles, therefore there is no *obligation* to hold a public inquiry, but the Council has a discretion whether or not to do so.

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 crossing on West Green Road near Langham Road, N15. The construction cost of the scheme is £99k. The cost of this proposal will be met from the current **Council's Capital Programme plan, under capital scheme number: 309 - TfL LIP programme** – funds for this are provided by TfL.

12 Comments of the Head of Legal Services and Governance

- 12.1 Pedestrian crossing facilities are provided under powers contained in Section 23 of the Road Traffic Regulation Act 1984, in accordance with the Pelican Pedestrian Crossings Regulations and General Directions 1987; raised tables under Sections 90A and 90C of the Highways Act 1980 in accordance with the Highways (Road Humps) Regulations 1999 and the provision of zig-zag road markings/varying no parking restrictions under Sections 6 and 124 of the Road Traffic Regulation Act 1984.

Before establishing, altering or removing a crossing a local traffic authority shall consult the chief officer of police about their proposal to do so and shall give public notice of that proposal.

- 12.3 When a consultation has been undertaken, the Council must take into account the representations received in response to that consultation when taking a decision. The consultation responses received are sent out in Appendix D to this report and **officers'** consideration of the same set out in section 8.2.1 of this report. A judgment must be made as to how much weight each representation should carry and whether or not to approve any of the measures in the proposals in light of those representations.
- 12.4 The Courts have held that a decision maker must consider consultation responses with 'a receptive mind' and be prepared to change course if persuaded by a response but is not under a duty to adopt the views of consultees.
- 12.5 Section 122 of the RTRA requires the Council to have regard to factors pointing in favour of imposing a restriction on the movement of traffic and those pointing in favour of securing the convenient and safe movement of such traffic, balancing the various considerations, and concluding that the restrictions represent an appropriate outcome.

- 12.6 The factors which have pointed in favour of introducing a controlled pedestrian crossing have included the objective of securing the safe movement of pedestrians.
- 12.7 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 traffic order to be made under sections 6 of the Road Traffic Regulation Act 1984 to varying no parking restrictions does not sufficiently prohibit loading or unloading at any time or to prohibit or restrict the passage of public service vehicles so as to *oblige* the Council to hold a public inquiry, but under Regulation 9(1) it could still decide to hold one, having considered the objections to the proposal. The recommendation is not to do so for the reasons set out in paragraph 8.3 of this report and it would be lawful for the Council to decide not to hold a public inquiry for those reasons.
- 12.8 The decision to approve the highway works/alter/implement highway infrastructure and make/vary an order to introduce a pedestrian crossing is an executive decision that can be exercised by the Head of Highways and Parking **in accordance with the Council's Constitution and delegation given by the Director of Environment and Resident's Experience** in his scheme of authorisation dated March 2023.

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 and the elderly, it will have positive equalities impact.

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