

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

Title: Proposed Road Safety Improvements on Shelbourne Road, N17

Report authorised by: Simi Shah, Group Engineer Traffic and Parking
Simi.Shah@haringey.gov.uk

Report Author: Danny Gayle, Traffic Engineering Manager
Danny.Gayle@haringey.gov.uk

Ni Ibadapo-Obe, Project Engineer
Ni.Ibadapo-Obe@haringey.gov.uk

Ward(s) affected: Northumberland Park

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

1 Describe the issue under consideration

- 1.1 To determine whether the proposed road safety improvements along Shelbourne Road 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

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 14 December 2022 to 18 January 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 for the reasons set out in paragraph 8.3 of this report.
- 3.3 Approve the implementation of new speed humps on Shelbourne Road, including associated road markings, as well as raising the existing zebra crossing outside 128 Shelbourne Road, as set out in Appendix A.

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 improving road safety for all road users by reducing vehicular speeds.

4.2 The decision does not result in a contract being awarded or expenditure in excess of £500,000 being incurred nor any virements, so it is not a key decision for that reason. The decision also relates to only one ward and so it is not a key decision for that reason as the effects of the decision will not have a significant impact on communities living or working in an area comprising two or more wards or electoral divisions in the area of the local authority.

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 regards road safety, particularly pedestrian safety, as a high priority and are keen to improve conditions ensuring that all pedestrians, including vulnerable road users, have safe crossing points and feel confident and safe in using them.

6.2 The Road Danger Reduction Action Plan and Investment Plan support 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 support the Council’s own ambition to reduce all casualty types (KSIs and ‘slight’ injuries).

6.3 The Council has investigated the latest 36 months’ collision data (01/01/2020 - 31/12/2022) along Shelbourne Road which revealed there have been 8 slight recorded road traffic collisions, two of which have resulted in injuries to 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 speed reducing measures on Shelbourne Road N17, as set out on the plan in Appendix A and detailed below:

- Provision of new speed humps outside Nos. 38, 60, 84, 128 and 174 Shelbourne Road, including associated road markings.
- Raising the existing zebra crossing outside 128 Shelborne Road.
- Provision of new slow markings and signage in various locations.

6.5 The proposal, which underwent statutory consultation are aimed at reducing vehicular speeds, thus reducing collisions and improving safety.

6.6 The total cost of the scheme is £59k and funding is assigned through the agreed Council capital programme for Road Danger Reduction.

7 Consultation

7.1 Ward Councillors were informed about proposals on 5 December 2022. Councillor Ajda Ovat welcomed the proposals.

7.2 Notification documents were distributed to properties in the vicinity of the proposals on 14 December 2022. 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 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 section 90c of the Highways Act 1980 and regulation 3 of the Highways (Road Humps) Regulations 1999.

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 was extracted, can be found in Appendix D.

Table 1 – Public and Statutory Consultation Analysis

		Count	%
Support or object	Support	20	74%
	Object	6	22%
	Other view	1	4%
	Total	27	100%

8.2 The Council received 27 responses during the statutory consultation period, 20 (74%) in support, 6 (22%) who objected to the proposal and 1 (4%) with other views. Responses in support were made on the basis that the measures would help address speeding issues. Objections have been summarised below together with the **officer's** view and Council response. It is acknowledged that there has been a delay in bringing this report for a decision, given that a year has passed since the consultation has ended. This is mainly due to heavy workload for the team involved and awaiting confirmation of funding, following a review of Council capital budgets. It is also acknowledged that this may have resulted in some households, who may have moved in the area since January 2023, not to have had the opportunity to make a representation. However, given the wide support for the proposals and their safety benefits, officers do not consider this would have had any material impact on the recommendations.

8.2.1 Objection 1 – Concerns regarding HGV movement, sound pollution and vibration

'Hi - I've just seen the proposal for speed bumps along Shelbourne Road, and while I appreciate the efforts by the council to make some headway in dealing with the traffic that currently blights the road, I have to object in the strongest terms to the proposal to install speed bumps. The amount of heavy goods vehicles that use this road daily is well documented, if the council install speed bumps it is inevitable that the HGV's that pass over them will create more sound pollution and vibrations that will have a profound effect on the quality of life of those who live near them. The last two years I have campaigned for a sunken manhole to be replaced on Shelbourne that was causing utter misery with the sound and vibration of vehicles that passed over it, a speed bump will

be even more problematic. This is a long straight stretch of road, cars, buses and HGV's pass at speed up and down it all day and night. Speed bumps will not prevent people from driving at speed, they will just add to the noise pollution. I cannot bear the idea of heavy vehicles passing over a speed bump and causing more misery to our daily lives. One of the proposed bumps will be a matter of yards away from my flat and I know from experience how much of a problem this will be. The weight of a bus going over a speed bump will cause structural damage to surrounding properties, and I dread to imagine the sound of a HGV with an empty cargo container travelling at speed in the night hitting an unexpected bump. It would be far more effective to remove parking bays and install periodic traffic islands to slow the flow. Please reconsider this idea, we've only just had the road resurfaced after years of uneven tarmac causing sound and vibration problems that have made living here an utter misery! This is not the solution!

Council Response

Vertical deflections in the carriageway such as speed humps are one of the most effective, reliable and cost-effective speed reduction measures currently available. The principle is that the proposed traffic calming measures will slow vehicles down to speeds below or at the limit, and in this way the 20mph limit becomes 'self-enforcing'.

When considering the use speed humps, the Council relies on data provided by the Department of Transport, who commissioned the Transport Research Laboratory (TRL) to carry out track trials to assess the effects which road humps might have in generating ground-borne vibrations when vehicles are driven over them for a sustained period. The results were used to calculate minimum distances, which would be desirable for road humps to be sited from dwellings, according to different soil types. This study showed that even very minor hairline cracking should not occur unless the road humps are placed less than 2m from the dwelling (for London Clay soils type). The speed humps proposed for this scheme adhere to the recommendations from this study.

The proposed speed humps will also be spaced to comply with the Highways (Road Humps) Regulations 1999 and Traffic Advisory Leaflet (TAL 2/96). The scheme design includes introducing more regular and lower traffic calming features to achieve uniformity of speed, thus reducing disturbance caused by braking and accelerating, which will also reduce noise and air pollution.

Moreover, the type of speed humps proposed, will have a sinusoidal profile which has a gentler than usual incline (providing a smoother ride for those cycling), which assists in reducing noise and vibrations whilst effectively reducing traffic speeds.

The installation of periodic traffic islands would be less effective at reducing vehicular speeds compared to vertical deflection measures, because drivers have no choice but to slow down when they approach a hump in the road as speeding over a speed hump, will damage vehicles via more than traffic islands. This suggestion will also result in a loss of on-street parking, which may be objectionable to residents who live in the road/area, as this may cause additional parking pressure in the area. Traffic islands width create pinch points which depending on the road may make it difficult for cyclists travelling along the road as they suddenly have to deflect from their position of travel.

8.2.2 Objection 2 – Removal of island near Halefield Road and installation of Zebra Crossing

'The island crossing by Halefield Rd needs to be removed, and a zebra crossing should be put in instead. Please check out how many times the island crossing has been repaired since its initial installation! I believe its location has caused many accidents / collisions'.

Council Response

Haringey regards road safety, particularly pedestrian safety, as a high priority and are keen to provide safeguarding measures to ensure vulnerable road users maintain accessibility throughout the borough.

Further work will need to be undertaken to assess the viability of replacing the island crossing with a zebra crossing in addition to the proposed traffic calming measures as the island crossing is located between two bus stops and changing the island crossing to a zebra crossing would require the bus stops to be moved. The collision data indicates that there have been no road traffic collisions in the past five years in the location of this island crossing.

8.2.3 Objection 3 – Concerns regarding HGV movement, sound pollution and vibration

'I appreciate and am in favour of the council's efforts to improve the traffic and rat run situation that currently affect this road, not to mention the incredibly high levels of pollution. I have however to object in the strongest terms to the proposal to install these speed bumps. There is an incredible amount of HGV's, large vans and buses that use this road daily, if the council install speed bumps it is inevitable that them passing over will create a lot more disturbance, sound pollution and vibrations that will have a profound effect on the quality of life of those who live near them. We live on Shelbourne Road and whenever a heavy vehicle or delivery van hits a pothole or a manhole the sound and vibrations are seriously felt in the house and already cracks in the plaster and paint are noticeable from the impact on the structure of the house. Shelbourne is a long straight stretch of road with constant traffic day and night cars and speed bumps will not prevent people from driving at speed, they will just add to the problem. The Council has recently had the road resurfaced after years of uneven tarmac causing sound and vibration problems that has improved substantially our lives. Please consider other alternatives, like speed traffic lights, or implementing a new one way system. The problem along this residential road is fundamentally the amount of traffic we need to put up with'.

Council Response

Please see response in paragraph 8.2.1 to objection regarding speed bumps creating more disturbance, sound pollution and vibrations.

Changing the road to one-way is likely to lead to increased vehicle speeds as there will be no opposing traffic for motorists to contend with, which would also require speed humps to be installed to reduce vehicle speeds.

Transport for London (TfL) is responsible for installing, maintaining and monitoring speed cameras in London, but are currently not installing any speed cameras whilst it undertakes a review of its process for assessing speed camera infringements and have not indicated when this will change.

8.2.4 Objection 4 – Concerns regarding raised zebra crossing

'A resident has expressed objections to a proposed raised pedestrian crossing, citing concerns under the disability section of the Equality Act 2010. The resident faces challenges in parking due to impatience from waiting vehicles and near misses. They

express concern that the raised crossing, as planned, would cover a significant portion of their driveway, resulting in difficulty in manoeuvring.

Council Response

Although the council proposes to raise the existing zebra crossing, residents who currently have a crossover, will still be able to gain access onto their driveways.

If approved, the design of the table, will extend beyond the crossover leading to the **resident's** driveway, bringing the highway level up to the same level as the driveway so that there is a level surface to manoeuvre in and out of the driveway making access easier and more comfortable. Officers will contact the resident regarding the exact detail and dimensions of the traffic calming measures to be introduced in front of their property, should these measures be approved.

8.2.5 Objection 5 – Concerns regarding HGV movement, sound pollution and vibration

'I support traffic calming measures on Shelbourne Road. However, I have concerns that I would like to be addressed: I am very concerned that speed humps will increase the cracking appearing in my house due to the vibrations caused by too many enormous HGV's on this narrow residential road. What assurances can the council give that speed humps will not just make the problem worse? I would also like to see the Council restricting the size of vehicles using Rosebery Industrial Estate - to small vehicles more suitable to a road this size. Currently HGV's accessing the estate are enormous and cause many environmental and health issues on a road this size - noise, vibrations, pollution and safety concerns due to their scale. Traffic calming measures of some sort - such as pinch points where trees can be planted - should be extended up Willoughby Lane and down Shelbourne. A traffic filter needs to be installed at the corner of Rosebery and Shelbourne to stop the rat run traffic that clogs our roads'.

Council Response

With regards to the **residents' concerns about the proposed** speed humps causing noise and structural damage to residential properties, please refer to section 8.2.1.

In response to concerns raised by residents regarding the impact of Heavy Goods Vehicles (HGVs) on Shelbourne Road, the council has recently installed "Not Suitable for HGVs" signs at strategic points throughout the area. These signs are intended to deter HGVs and improve traffic flow in the area. The council will continue to closely monitor the situation, and if needed, additional measures will be implemented which will be communicated with local businesses and residents.

Moreover, if HGVs through-movements are considered to be a problem on Shelbourne Road and Willoughby Lane, there is the London Lorry Control Scheme (LLCS) that aims to minimise noise pollution in residential areas by controlling the movement of heavy goods vehicles over 18 tonnes maximum gross weight during the prescribed hours of:

- Monday - Friday: 9pm - 7am (including 9pm Friday night to 7am Saturday morning)
- Saturday: 1pm - 7am Monday morning
- Normal restrictions apply during public and bank holidays

If vehicles are over 18 tonnes (maximum gross weight), then residents can report this to London Councils, who enforce the LLCS. Further information is available on London Councils website: <https://www.londoncouncils.gov.uk/services/london-lorry-control>

The installation of periodic pinch points would be less effective at reducing vehicular speeds compared to vertical deflection measures for the reason stated in the response in paragraph 8.2.1 above. It will also result in a loss of on-street parking adding to the parking pressure already in the area leading to congestion. Pinch points may make it difficult for cyclists travelling along the road as they suddenly have to deflect from their position of travel. The introduction of a traffic filter is likely to have wider implications for traffic flow and so needs to be assessed fully, which the Council is trialling on an experimental basis elsewhere in the Borough.

8.2.6 Objection 6 – The proposals are not necessary

‘Road is fine as it is. There are adequate crossing spaces, and humps are not required’.

Council Response

The proposed speed reduction measures in Shelbourne Road were initiated as a result of concerns raised by the local community, specifically about speeding traffic and the high number of road traffic collisions, which were then investigated and included as part of the Road Danger Reduction Investment Plan.

8.3 This report does not include a recommendation to hold a public inquiry. The implementation of the measures described in paragraph 6.4 above 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.

8.4 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 factors which have pointed in favour of implementing the proposed speed reduction measures, include the safe and convenient movement of all traffic including pedestrians and addressing road danger reduction by improving road safety.

9 Contribution to strategic outcomes

9.1 The proposed road safety improvements along Shelbourne Road N17, 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 [Transport Strategy](#), 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 provision of a safe crossing point, 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 seek approval for the implementation of new speed humps on Shelbourne Road, including associated road markings, as well as raising the existing zebra crossing outside 128 Shelbourne Road, as set out in Appendix A.

11.2 This proposal is estimated to cost £59k and will be fully met from the Councils capital programme plan under capital scheme 338 – Road Casualty Reduction.

12 Comments of the Assistant Director for Legal Services and Governance

12.1 The Council has power to carry out traffic calming measures involving road humps under section 90A of the Highways Act 1980 in accordance with the Highways (Traffic Calming) Regulations 1999 and to alter existing pedestrian crossings under section 23 of the Road Traffic Act 1984 in accordance with the Pelican Pedestrian Crossings Regulations and General Directions 1987.

12.2 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 the Pelican Pedestrian Crossings Regulations and General Directions 1987, or in connection with the indication of crossings in accordance with the same.

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 of this report. A judgment is to be exercised as to how much weight each representation should carry and whether or not to approve or further 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 as set out in paragraph 8.4 of this report.
- 12.7 Having considered the objections to the proposal, it would be lawful for the Council to exercise its discretion in section 90C of the Highways Act 1980 and decide not to hold a public inquiry for the reasons explained in paragraph 8.3 of this report.
- 12.8 Section 149 of the Equality Act 2010 requires the Council to have due regard to the factors set out in paragraph 13.1 of this report when deciding whether to approve the implementation of the traffic calming measures/altering the existing pedestrian crossing described in this report. **Officers' consideration** of those factors and the impact that the measures proposed in this report may have on the same are set out in section 13.3 of this report. A judgment is to be exercised as to how much weight each factor should carry and whether or not to approve the implementation of the measures in this report in light of those factors.
- 12.9 The decision to approve the implementation of the traffic calming measures and alteration to the existing 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 delegation dated 13 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 The installation of speed-reducing features is anticipated to benefit all sections of the community by enhancing the local environment and road safety, with a particular focus on protecting vulnerable groups such as children. However, it is important to consider the potential negative impacts on groups with protected characteristics, including the elderly, individuals with mobility issues, pregnant women, and children. These groups may experience increased challenges due to heightened noise and air pollution resulting from these features. For the elderly and those with mobility concerns, the physical barriers of speed humps or similar structures could pose difficulties in navigation. Pregnant women might find the increased noise levels stressful or unsettling, and children, while benefiting from reduced vehicle speeds, might also be sensitive to the increased noise and air quality changes. Therefore, while the primary goal of these

installations is to enhance safety, it is crucial to balance these benefits with the potential adverse effects on these specific groups. **'Age' is a protected characteristic**, by increasing the safety of children, it will have positive equalities impact.

- 13.4 The introduction of traffic calming measures is expected to make journeys to and from school safer, particularly for the 452 students of Harris Primary Academy Coleraine Park. This initiative aims to encourage walking and cycling by reducing the number and severity of road accidents. However, it's essential to consider the broader impact on the community. While we don't have exact figures on the number of schoolchildren using this street, feedback from residents during our engagement activities highlighted safety for children as a potential benefit.
- 13.5 With regards to the resident who has objected to the proposal to raise the existing zebra crossing, citing concerns under the disability section of the Equality Act 2010. It should be noted that the design of the raised table, will extend to go beyond the crossover and **beyond the resident's gate, so that they have a level surface to manoeuvre in and out of** their driveway. At present, there is a level difference between the driveway and the road. The proposal will bring the levels surface up to the same level of the driveway, therefore making access easier and more comfortable.
- 13.6 It's important to acknowledge the concerns about increased noise and air pollution. However, after careful consideration, it's our view that the safety benefits for the school children and other road users significantly outweigh the potential increase in noise and pollution. We are committed to maintaining a balance between enhanced safety and preserving a healthy environment for all community members, ensuring that these measures are both effective and considerate of the community's overall wellbeing.
- 13.7 The proposed speed humps will also be spaced to comply with the Highways (Road Humps) Regulations 1999 and Traffic Advisory Leaflet (TAL 2/96). The scheme design includes introducing more regular and lower traffic calming features to achieve uniformity of speed, thus reducing disturbance caused by braking and accelerating, which will also reduce noise and air pollution. Moreover, the type of speed humps proposed, will have a sinusoidal profile which has a gentler than usual incline, which also assists in reducing noise and vibrations whilst effectively reducing traffic speeds.
- 13.8 It should also be noted that Shelbourne Road is now within the Ultra Low Emission Zone (ULEZ), which was expanded on 29 August 2023. The aim of the ULEZ is to help improve air quality, benefiting public health and helping to combat climate change by reducing the number of vehicles in Haringey/London that do not meet emissions standards. For further information about the ULEZ, please click [here](#).

14 Use of Appendices

- Appendix A – Statutory consultation document which includes a plan showing the proposed road safety improvements
- Appendix B – Consultation boundary
- Appendix C – Legal notice
- Appendix D – Full consultation report