

**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 Willoughby Lane near the junction with Willoughby Park Road, N17

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**Ward(s) affected:** Northumberland Park

**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 Willoughby Lane, N17 near the junction with Willoughby Park Road should be implemented. This is following statutory consultation undertaken on the proposals, for which all objections need to be considered.

**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, including objections to the statutory consultation carried out from 17 July to 21 August 2024 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 of this report.

3.3 Approve the implementation of the proposed zebra crossing on Willoughby Lane near the junction with Willoughby Park Road, N17 as set out on the plan in Appendix A and the making of 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 motor traffic, enabling them to cross the road safely, which will assist in reducing personal injury collisions.

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 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 collisions and to improve 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 for three years up to 31/01/2024 on Willoughby Lane near the junction with Willoughby Park Road, N17 which revealed that there were two slight personal injury collisions (PICs).

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 Willoughby Lane near the junction with Willoughby Park Road, N17 as detailed on the plan in Appendix A. The proposals include the following:

- Introduce a zebra crossing on Willoughby Lane near the junction with Willoughby Park Road, including associated lighting equipment and road markings.
- Build out the eastern footway outside no.70a Willoughby Lane and relocate the existing guardrail onto the footway build out.
- Provide high skid resistant surface treatment on the approach to the zebra crossing.
- Remove approximately 36.7metres of Double Yellow Lines/Double Kerb Blips on both sides side of Willoughby Lane N17 from outside the common boundary of No.83/85 to the northern side of the junction with Willoughby Park Road.
- Adjust 12 metres of the existing Double Yellow Lines on the east side of Willoughby Lane N17 outside No.68a/70. This is to accommodate removal of the lay-by area outside Said Nursi Mosque whereby the lay-by will be replaced by extending the adjacent footway whilst the carriageway and adjacent Double Yellow Lines will be straightened in accordance with the new layout.

The above changes are required to facilitate the installation of the proposed zebra crossing and associated zig-zag markings on Willoughby Lane N17, on which vehicles would be prohibited from stopping at all times. The centre of the crossing will be located opposite the centre of No.72a and No.73 Willoughby Lane N17, north of the junction with Willoughby Park Road N17.

- 6.5 The proposed zebra crossing will improve the walking route for school children travelling to and from Harris Primary Academy.
- 6.6 The proposed zebra 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, which will assist in reducing the number of PIC's.
- 6.7 The total cost of the scheme is £80k, which will be funded via the Local Implementation Plan (LIP) settlement for 2024/25. 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 05 July 2024 and no comments were received.
- 7.2 Notification documents were distributed to properties in the vicinity of the proposals on 17 July 2024. A copy of the statutory consultation document is attached as Appendix A and 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 and London Gazette. 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"). The statutory consultation process was extended by 14 days due to the summer holiday period, giving parties 35 days in total to make representations. A copy of the legal notice and draft order together with the statement of reasons explaining why the Council has proposed to make the order was made available at its offices as required under LATOR.
- 7.4 As part of the statutory process, the following statutory bodies were also notified, some as required by LATOR:
- 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, is attached as Appendix D.

**Table 1 –Statutory Consultation Analysis**

		Count	%
Support?	Support	25	86%
	Object	2	7%
	Other / Don't know	2	7%
	Total	29	100%

8.2 The Council received 29 responses during the statutory consultation period, 25 (86%) in support, 2 (7%) objections and 2 (7%) who had other views on the proposal.

8.2.1 Objection 1 – The zebra crossing should be repositioned

*'The zebra crossing needs to be in between the 2 bus stops. So children can cross safely to go to power league. And both bus stops have a safe crossing. It makes no sense to stick it on the corner of the road no one is going to walk all the way up to cross over and walk all the way back down again especially a child. This road is so incredibly dangerous people speeding all day and night no regards for anyone at all. People park where they are not supposed to. I have had lorries crash into my wall and garden on a few occasions also. We need this road to be made as safe as can be as soon as possible.'*

Officer Response

The zebra crossing has been proposed following requests from the local community for a formal crossing point on Willoughby Lane near the junction with Willoughby Park Road.

Section 15.4.1 of Chapter 6 of the Traffic Signs Manual states that “any crossing should be located as near as possible to the desire line – that is, the route pedestrians actually want to, and do, take, which is not always the same as where a designer may wish to place it. Providing a crossing on the desire line will reduce the risk of pedestrians crossing near or in the “shadow” of the crossing, which may be dangerous”.

The proposed location of the zebra crossing reflects where people actually cross the road, ensuring the highest level of safety and convenience for pedestrians, including children traveling to Power League. Moving the crossing elsewhere would likely lead to increased risks, as pedestrians may continue to cross at this natural desire line, regardless of where the crossing is placed.

The installation of the zebra crossing will also support the delivery of the Council’s Road Danger Reduction Action Plan, by introducing a safe crossing point for pedestrians, in particular vulnerable road users. It will also support the delivery of the Council’s wider [Transport Strategy](#), encouraging walking, as pedestrians will feel more confident and safe when needing to cross the road.

8.2.2 Objection 2 – The zebra crossing should be repositioned

*'Crossing should be where many residents and children cross the road - near the bus stops.'*

Officer Response

*Please refer to the officer response under section 8.2.1.*

8.3 The order does not prohibit loading or unloading at any time on the zebra crossing including the zig zag area or restrict the passage of public service vehicles. However,

the lengths of road proposed to prohibit loading or unloading – along with any existing restriction – do not exceed 30 metres out of 50 metres on one side of any length of road.

This report does not include a recommendation to hold a public inquiry as 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 zebra crossing include:

- The opportunity for pedestrians to safely cross Willoughby Lane.
- The safe and convenient movement of pedestrians on the Council’s road network including children travelling to and from nearby schools.
- not restricting 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 [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 way:

- 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 seeks the approval for the implementation of the proposed zebra crossing on Willoughby Lane near the junction with Willoughby Park Road, N17, for a total cost of £80k. The full cost of this proposal will be met from the current Council's capital programme plan, under capital scheme 309 – TfL LIP Programme.

## **12 Comments of the Assistant Director for Legal 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 and for controlling or regulating traffic (including pedestrian) under Sections 6 and 124 of the Road Traffic Regulation Act 1984.
- 12.2 Before establishing a controlled pedestrian crossing, the Council must consult with the parties described in paragraph 7.4 above and place/publish notice of the proposal(s) and make the draft order/notice available for inspection at its offices as described in paragraph 7.3.
- 12.3 A consultation will not be lawful unless it is (1) undertaken at a time when proposals are still at a formative stage; (2) sufficient reasons are given for any proposal to enable people who are interested in the same to consider the proposals and make representations; (3) adequate time has been given for such consideration and response; and (4) all representations have been conscientiously taken into account when finalising the proposals. When a consultation has been undertaken, the Council must take into account the representations received in response to that consultation before taking 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 which must be taken into account before the decision whether to implement the zebra crossing/make the necessary TMOs is taken. A judgment is to be exercised 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 favor of introducing a controlled pedestrian crossing are set out in paragraph 8.4 of this report.
- 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 TMOs will not prohibit loading or unloading at any time nor prohibit or restrict the passage of public service vehicles as stated in paragraph 8.3 above and so there is no obligation on the Council to hold a public inquiry. 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 8.3-8.4 of this report.
- 12.8 The decision to approve the highway works/alter/install 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 Experience in the 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 introduction of a zebra crossing would benefit, allow greater accessibility and safety of those in wheelchairs, and/or with buggies, including children (especially school children) and the elderly, thereby advancing equality of opportunity for groups with protected characteristics such as disability as well as pregnancy and maternity.

### **14 Use of Appendices**

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