

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 Palace Gates Road, N22

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Ward(s) affected: Alexandra 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 Palace Gates Road, between Crescent Road and Bedford Road N22, 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 10 July to 14 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 Palace Gates Road, between Crescent Road and Bedford Road N22, 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 5 years up to 30/11/2023 on Palace Gates Road, between Crescent Road and Bedford Road which revealed that there were 4 recorded road traffic collisions, which resulted in slight injury to 2 motorcyclists, 1 pedal cyclist and serious injury to 1 pedestrian.
- 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 Palace Gates Road, between Crescent Road and Bedford Road, as detailed on the plan in Appendix A. The proposals include the following:
- Implement a Zebra Crossing on Palace Gates Road N22 under Section 23 Road Traffic Regulation Act 1984.
 - Revoke approximately 40.7 metres the existing of Single Yellow Line and Double Yellow Lines on the north side of Palace Gates Road N22, from outside No.14 eastwards to outside No.2.
 - Relocate the existing bikehangar on the north side of Palace Gates Road N22 outside No.16, approximately 7.5 metres west to outside No.18 and revoke approximately 7.5 metres of Pay by Phone parking at the same location.
 - Revoke approximately 4.5 metres of Permit Holders Only parking on the South Side of Palace Gates Road N22 outside No.9
 - Revoke approximately 27 metres of the existing Double Yellow Lines on the south side of Palace Gates Road N22 from outside No.9/7, east to a point outside No.1 (flats 1 to 3).

The above changes are required to facilitate the installation of the proposed Zebra Crossing and associated zig-zag markings on Palace Gates Road N22, on which vehicles would be prohibited from stopping at all times. These will be placed on the carriageway either side of the crossing; the southern set will be approximately 4.4 metres on the west side and 16.8 metres on the east side of the carriageway. The northern set will be approximately 21.1 metres on the west side and 16.8 metres on the

east side of the carriageway. The centre of the crossing will be located on the centre of the existing raised table outside No.7 Palace Gates Road N22 and the width between the crossing give way lines will be approximately 10.2 metres

6.5 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 personal injury collisions.

6.6 The total cost of the scheme is £50k, which will be funded via the Strategic Community Infrastructure Levy (SCIL) settlement. It may be helpful to explain that the SCIL is derived from contributions from developers to support the delivery of local infrastructure and development for the benefit of residents and businesses in the borough.

7 Consultation

7.1 Ward Councillors were informed about the proposals on 26 June 2024 and no comments were received.

7.2 Notification documents were distributed to properties in the vicinity of the proposals on 9 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 or object	Support	44	72%
	Object*	16	26%
	Other view	1	2%
	Total	61	100%

8.2 The Council received 61 responses during the statutory consultation period, 44 (72%) in support, 16 (26%) objections and 1 (2%) who had other views on the proposal. The objections have been analysed and aggregated into groups. The group themes have been summarised below together with officer's recommended response.

8.2.1 Objection – Lack of infrastructure, road closures and gridlocked traffic

Five respondents felt that the area was already disrupted with constant road closures and noise, in addition to gridlocked traffic. Therefore, concerns were raised whether there was sufficient infrastructure to support the introduction of a zebra crossing.

Officer Response

The zebra crossing has been proposed following requests from the local community for a formal crossing point to be introduced on Palace Gates Road, in the vicinity of the parade of shops, where there is currently an uncontrolled crossing. The zebra crossing will also improve the walking route to and from Alexandra Palace Station.

The proposed zebra crossing is unlikely to have a significant impact on traffic flows as it is proposed to be sited away from the nearest roundabout but will give pedestrians the right of way over traffic, enabling them to cross the road safely, thereby helping to reduce future collisions. The proposed zebra crossing will not increase road closures or noise in the area, although a road closure is likely to be required to implement the scheme.

All infrastructure associated with the zebra crossing will be provided to ensure that it is safe and complies with Chapter 6 of the Traffic Signs Manual and the Traffic Signs Regulations and General Directions 2016.

8.2.2 Objection – Light pollution concerns

One respondent was concerned about light pollution from the intermittent flashing of the beacons of the zebra crossing.

Officer Response

As the proposed zebra crossing will be located in close proximity to adjacent properties, cover shields will be provided on the beacons, to ensure that the flashing beacons do not impact negatively on the adjacent properties. In addition, the integrated floodlights will be focussed on the crossing area on the carriageway.

8.2.3 Objection – Concerns about location of zebra crossing

One respondent was concerned about safety of the zebra crossing being so close to the front door of 'The Park Inn', as customers occasionally spill out of the pub.

Officer Response

The proposed zebra crossing includes formalising the existing uncontrolled crossing point and will be located on the boundary of numbers 8 and 10 Palace Gates Road. 'The Park Inn' is located outside number 12 Palace Gates Road and therefore is unlikely to cause a safety issue.

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 new zebra crossing schemes introduced on the public highway, 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.

8.2.4 Objection – Zebra crossing not justified

Two respondents felt that the four personal injury collision statistics in five years, did not warrant a zebra crossing. They also felt that the introduction of a zebra crossing will introduce other traffic problems.

Officer Response

The zebra crossing has been proposed following requests from the local community for a formal crossing point to be introduced on Palace Gates Road, in the vicinity of the parade of shops, where there is currently an uncontrolled crossing. The zebra crossing will also improve the walking route to and from Alexandra Palace Station.

A formal crossing assessment was undertaken, which determined that a zebra crossing was justified. The assessment takes into account the level of personal injury collisions involving pedestrians.

The installation of the zebra crossing will 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, thereby further reducing the risk of road traffic collisions. 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.

8.2.5 Objection – Loss of parking

Nine respondents were concerned about the effect the proposal would have on the limited parking in the area and its impact on the local businesses.

Officer Response

To ensure that the zebra crossing is in accordance with Chapter 6 of the Traffic Signs Manual and the Traffic Signs Regulations and General Directions 2016, zig zag road markings are required to ensure that adequate visibility for both pedestrians and motorists is provided.

The provision of the zig zag markings results in a 4.5m reduction of the permit holder parking on the southern side of Palace Gates Road and a 7.5m reduction of the pay by phone parking on the northern side of Palace Gates Road, where the relocation of a Bike hangar is also necessary.

Businesses located on Palace Gates Road have the benefit of a level of off-street parking and loading provision via the use of Crescent Mews to the rear of their premises.

8.2.6 Objection – Location of zebra crossing

One respondent stated that they did not want the zebra crossing being positioned directly outside of their house.

Officer Response

The proposed zebra crossing is located where the existing informal pedestrian crossing is situated. As such, the existing pedestrian desire line is already established and the formal crossing assessment, which was undertaken, confirms that a zebra crossing at this location is justified.

The installation of the zebra crossing will 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, thereby further reducing the risk of road traffic collisions. 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.

8.2.7 Objection – Low Traffic Neighbourhood (LTN) better alternative

Two respondents stated that introducing a LTN in Palace Gates Road to prevent rat running traffic, may be a better alternative.

Officer Response

An online survey through CommonPlace platform was recently undertaken for this area to understand the traffic and transport issues residents were facing. The feedback from this traffic and transport review for the Alexandra Park ward is currently being analysed and proposals to address issues may come forward subject to feasibility and funding.

8.2.8 Objection – No additional bike storage

One respondent stated that they did not want further bike racks or sheds as they adversely affect businesses as a result of a reduction in available parking.

Officer Response

The proposals do not include additional storage for bikes. To ensure adequate visibility for the proposed zebra crossing, the existing Bikehangar outside number 16 will be relocated to outside 18 Palace Gates Road.

8.2.9 Objection – Existing informal crossing sufficient

Four respondents felt that the existing informal pedestrian was good enough and that the zebra crossing was not required due to low footfall.

Officer Response

The zebra crossing was proposed as result of requests from the local community for a formal pedestrian crossing in the area. The proposal includes formulating the existing informal crossing facility to a formal zebra crossing.

A formal crossing assessment was undertaken, which determined that a zebra crossing was justified. The assessment takes into account the number of pedestrians crossing the road, traffic flows, carriageway widths and personal injury collisions involving pedestrians.

The installation of the zebra crossing will 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, thereby further reducing the risk of road traffic collisions. 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.

8.2.10 Objection – Keep existing block paved raised table

One respondent stated that changing the existing blocked paved raised table construction, was not required and that keeping the blocks would maintain streetscape consistency with the other nearby table, save cost and reduce the carbon footprint of the work.

Officer Response

The proposal includes the reconstruction of the existing raised table in a bituminous material as the existing blocked paved table is not level and is therefore unsuitable for a zebra crossing. Whilst blocked paved features on the carriageway may be attractive, road markings do not adequately adhere to block paving.

Whilst officers do consider the streetscape, the existing table in Palace Gates Road is not in good condition and therefore, a decision had to be made on whether to repair or replace it. Considering the long-term maintenance liabilities, including the more frequent requirement to renew the road markings, the decision to replace it was made.

8.2.11 Objection – Waste of money

Two respondents cited that the proposals were a waste of tax-payers money.

Officer Response

The zebra crossing has been proposed following requests from the local community for a formal crossing point to be introduced on Palace Gates Road, in the vicinity of the parade of shops, where there is currently an uncontrolled crossing. The zebra crossing will also improve the walking route to and from Alexandra Palace Station.

The proposed zebra crossing will 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, thereby further reducing the risk of road traffic collisions. 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.

The proposed zebra 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.

8.3 The order does not prohibit loading or unloading at any time nor prohibit or restrict the passage of public service vehicles and so there is no obligation to hold a public inquiry.

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 Palace Gates Road.
- The safe and convenient movement of pedestrians on the Council’s road network.
- Not restricting the passage of public service vehicles.

9 Contribution to the Corporate Delivery Plan 2022-2024 high-level 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 issues 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 Palace Gates Road, between Crescent Road and Bedford Road N22 for a total cost of £50k. The full cost of this proposal will be met from the current Council's capital programme plan, under capital scheme 309 – SCIL Programme.

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 and varying no parking restrictions 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 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 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 favour 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 this 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 decision outlined in this report is to implement the proposed zebra crossing (see Appendix A) on Palace Gates Road, between Crescent Road and Bedford Road N22.

13.3 A statutory notification period commenced on 9th July 2024, lasting for 35 days until 13th August 2024. Notification documents were distributed to all properties in the vicinity of the proposed crossing (see Appendix B for boundary) to ensure that all stakeholders were made aware of the Council's proposals. Legal notices were also placed on-street and in the local newspaper and London Gazette.

- Out of a total of 61 responses, 44 were in support of the proposal with 16 objections and one other response.
- None of the objections raised were related to the potential impacts of the crossing on groups with protected characteristics.
- Amongst the responses received in support of the proposal, groups mentioned as being positively impacted by the proposal were school-age children, the elderly and disabled people, owing to the increased level of pedestrian safety the crossing would bring about.

13.4 Due consideration has been given to the impacts the decision will have on groups with protected characteristics:

- **Age:** The decision will have a positive impact on the safety of certain age groups, namely children and the elderly, by providing a formal crossing point and thereby ensuring that drivers stop to allow pedestrians to cross the road. For the 15% of Alexandra Park residents who are aged 65+ (Haringey Ward Profiles, 2024), this will ensure that their potentially slower mobility (e.g. if they use a walking stick) will not prevent them from being able to cross the road safely. Likewise, by ensuring that drivers slow down and stop at the crossing, children are at less risk of harm. The responses to the consultation highlighting the number of children who cross this road on their journey to school makes this an important impact to note.
- **Disability:** The proposed crossing will have a positive impact on the 11% of Alexandra Park ward residents who are disabled (Haringey Ward Profiles, 2024). Disabled residents will benefit from having an accessible and wheelchair-friendly

crossing, increasing their safety when crossing the road and reducing the likelihood of a traffic accident.

- **Sex:** On average, women spend a higher proportion of their time caregiving to children than men (ONS Census, 2021). Therefore, the positive effect of the crossing on children's road safety will have positive implications for women.

13.5 For young children, elderly residents, the disabled and mothers with buggies, the decision will have clear positive implications. A road safety audit will be carried out to provide an independent evaluation of the crossing's effectiveness at improving safety and highlight any issues which need to be addressed. For other groups with protected characteristics, this decision will have a neutral impact.

14 Use of Appendices

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

15 Background Papers

- None