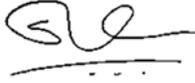
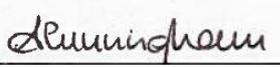


Haringey Council

Written Statement/Record of a decision made by an officer under delegated authority

Decision Maker (Post Title)	Head of Highways and Parking following consultation with the Cabinet Member for Tackling Inequality and Resident Services
Subject of the decision	To determine whether the proposed zebra crossing on Dukes Avenue near the junction with Muswell Hill Roundabout should be implemented.
Title of scheme	Proposed Zebra Crossing on Dukes Avenue, N10
Reasons for the decision	The proposed zebra crossing will help improve pedestrian accessibility and road safety.
Cabinet Member consultation	<p>Cabinet Member for Tackling Inequality and Resident Services has been consulted on the recommendations:</p> <p style="text-align: center;"> Signature: _____</p> <p>Date: 06/03/2026</p>
Decision	<p>To approve recommendations as set out in Section 3 of this report.</p> <p>Approval by Ann Cunningham, Head of Service for Highways and Parking</p> <p style="text-align: center;"> Signature: _____</p> <p>Date: 06/03/2026</p>
Details of any alternative options considered and rejected by the officer when making the decision	Do nothing. This option was not progressed as road safety at this location would not be addressed.
<u>Details of any exemptions</u>	None

<p><u>Conflicts of interest – Executive decisions</u> Details of any conflict of interest declared by a Cabinet Member who is consulted by the officer which relates to the decision and details of dispensation granted by the Council’s Head of Paid Service</p>	None
<p><u>Conflicts of interest – Non executive decisions</u> Where the decision is taken under an express delegation e.g. by a Committee, the name of any Member who declared a conflict of interest in relation to this matter at the committee meeting</p>	None
<p>*Legal Comments Provided by:</p>	Justin Farley, Senior Planning Lawyer
<p>*Financial Comments Provided by:</p>	Emmanuel Atuanya, Principal Accountant
<p>*Equalities Comments Provided by:</p>	Yasmin Jama, Equalities Officer
<p>*Procurement Comments Provided by:</p>	N/A
<p>Number of Appendices included</p>	4

Exempt Information

Local Government Act 1972 Schedule 12A

Part 1: Descriptions of Exempt Information

1. Information relating to any individual.
2. Information which is likely to reveal the identity of an individual.
3. Information relating to the financial or business affairs of any person (including the authority holding that information).
4. Information relating to any consultations or negotiations or contemplated consultations or negotiations in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority.
5. Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.
6. Information which reveals that the authority proposes -
 - (a) To give under any enactment a notice under or by virtue of which requirements are imposed on a person; or
 - (b) To make an order or direction under any enactment.
7. Information relating to any action taken or to be taken in connection with the prevention, investigation, or prosecution of crime.

Note: It is insufficient to simply identify a category of exemption, you must also conduct a public interest test on the basis specified in the Act as follows:

Information falling within categories 1-7 is exempt if and so long as in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Confidential Decisions

1. The decision contains information provided by a Government department on a non-disclosure basis
2. There is a Court order against disclosure

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 Dukes Avenue, N10

Report authorised by: Simi Shah, Group Manager Traffic and Parking
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Report Author: Danny Gayle, Traffic Engineering Manager
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Yathav Gunaseelan, Senior Engineer
Yathav.Gunaseelan@haringey.gov.uk

Ward(s) affected: Muswell Hill

**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 Dukes Avenue near the junction with Muswell Hill Roundabout, should proceed to implementation, following the completion of the statutory consultation exercise.

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 received regarding the statutory consultation exercise carried out from 10 December 2025 to 14 January 2026 set out in Appendix D, on the proposals outlined in Appendix A, together with officers' 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 Dukes Avenue near the junction with Muswell Hill Roundabout, 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 “promote road safety”.

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 Programme 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 have reviewed the collision data for the most recent 36-month period (1 April 2021 to 31 March 2024) on Dukes Avenue near the junction with Muswell Hill Roundabout. During this period, 6 personal injury collisions (PICs) were recorded. Of these, three involved Powered Two-wheelers.
- 6.4 As part of this year’s Road Danger Reduction Programme, the Council is proposing to introduce a zebra crossing on Dukes Avenue near the junction with Muswell Hill Roundabout, as detailed on the public notice attached to this report at appendix 3 and shown on the plan in Appendix A. The proposals include the following:
- Introduce a zebra crossing on Dukes Avenue near the junction with Muswell Hill Roundabout, including associated lighting equipment and road markings.
 - Introduce kerb-buildouts outside 296/300 and 346 Muswell Hill Broadway to improve pedestrian and vehicle intervisibility.
 - Upgrade the existing pedestrian island.
 - Relocate the existing disabled parking bay outside property No. 338 on Dukes Avenue by 1.6m north-east to accommodate the new zebra crossing.
 - Extend the existing bus stop by 2m outside the properties 174/176 Muswell Hill Broadway.
 - Relocate the existing taxi parking bays from outside property No. 304-308 on Dukes Avenue to outside 188/190 Muswell Hill Broadway.
 - Relocate the existing 2 x ‘Pay by Phone’ parking bays from outside property No. 338 on Dukes Avenue to outside 1 and 3/4 Dukes Avenue.
 - Relocate the existing motorcycle parking bay from outside property No. 310 to property 332 on Dukes Avenue.
 - Introduce ‘At Any Time’ waiting restriction in front of the crossover located outside 1/3 Dukes Avenue.
 - Introduce ‘At Any Time’ waiting restriction outside 1a Dukes Avenue near the junction of Dukes Mews.
 - Introduce high friction surfacing on the approach to the zebra crossing.

The above changes are required to facilitate the installation of the proposed zebra crossing and associated zig-zag markings on Dukes Avenue N10, on which vehicles would be prohibited from stopping at all times. The centre of the crossing will be approximately 6.5 metres northeast from the junction with the Muswell Hill Broadway roundabout.

- 6.5 The proposed zebra crossing will create a clearly defined point for pedestrians to cross, giving them priority over vehicles and allowing them to do so more safely. This measure is expected to help reduce the likelihood of personal injury collisions. In addition, the new crossing will greatly improve pedestrian connectivity by offering a safer and more convenient walking route to key local destinations, including 'The Muswell Hill Primary School', nearby shopping parades, and the bus stops in and around the Muswell Hill Roundabout area.
- 6.6 The total cost of the scheme is £126k, which will be funded via the Local Implementation Plan (LIP) settlement for 2025/26. 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 1 December 2025 and no comments were received.
- 7.2 Notification documents were distributed to properties in the vicinity of the proposals on 10 November 2025. 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 Christmas 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, can be found in Appendix D.

Table 1 – Statutory Consultation Analysis

	Count	%
Support or Object.		
Support	6	50%
Object	4	33%
Other	2	17%
Total	12	100%

- 8.2 The Council received 12 responses during the statutory consultation period, 6 (50%) in support, 4 (33%) in objection and 2 (17%) who had other views on the proposal. Objections have been summarised below together with officers' recommended response.

8.2.1 Objection 1 – Proposal will exacerbate existing congestion in the area

Some respondents expressed concerns that the proposals may exacerbate existing congestion in the area. They noted that traffic conditions around the two roundabouts are already challenging, with slow-moving and heavy traffic contributing to noise and frequent horn-sounding from frustrated drivers. It was also suggested that the introduction of a zebra crossing could further impede vehicle flow, potentially causing queues on Dukes Avenue and at the roundabout. Residents living in close proximity to the proposed crossing indicated that these impacts would particularly affect them due to their homes being only a few feet from the proposed location.

Council Response

The proposed zebra crossing on Dukes Avenue and its associated measures are positioned outside the circulatory carriageway of the roundabout; therefore, they are not expected to increase traffic congestion within the roundabout itself.

The roundabout has an approximate carriageway width of 9 metres circulatory carriageway width, which is considered sufficient to accommodate existing and projected traffic demands at this roundabout. Guidance in the Design Manual for Roads and Bridges (DMRB), indicates that normal urban roundabouts typically incorporate circulating widths within a general range of approximately 6–12 metres, depending on traffic composition, capacity needs, and geometric constraints. A 9-metre width therefore falls well within accepted design parameters for such junctions. Moreover, should the scheme be approved and implemented, the location will be monitored to assess both traffic congestion and road safety outcomes.

8.2.2 Objection 2 – No justification for proposed Zebra Crossing

Some respondents questioned the justification for installing a zebra crossing on Dukes Avenue near the Muswell Hill Roundabout. They stated that no evidence had been provided to demonstrate a specific need for a crossing at this location and reported that, based on their own observations as nearby residents, they had not seen indications of pedestrian demand or road safety issues warranting such an intervention. Concerns were also raised regarding the consultation process, with the view that undertaking a statutory consultation without presenting supporting evidence for the proposal was unreasonable. It was further suggested by some respondents that the scheme may have

been selected simply to align with the wider Road Danger Reduction Programme or to maintain consistency, given that other arms of the roundabout already have zebra crossings.

Council Response

An independent ADPV2 assessment was undertaken in accordance with the established criteria for the introduction of formal pedestrian crossings. The assessment concluded that conditions at this location did meet the threshold for implementing a zebra crossing. The installation of a zebra crossing is recognised as an effective measure to improve pedestrian accessibility by providing a clearly defined and prioritised crossing point, thereby reducing delays for pedestrians and supporting more direct and convenient walking routes. In addition, zebra crossings are proven to enhance road safety by increasing driver awareness of pedestrian movements, reducing vehicle speeds, and lowering the risk of pedestrian-vehicle conflicts. Based on these findings, the introduction of a formal pedestrian crossing at the proposed location is both justified and expected to deliver measurable safety and accessibility benefits for all road users.

8.2.3 Objection 3 – Concerns Regarding the Proposed Taxi Parking Bays Outside 188–190 Muswell Hill Broadway

Some respondents expressed concerns that the proposals may worsen congestion at the roundabout. It was noted that the presence of parked taxis could require buses to manoeuvre out of their designated alignment, effectively limiting their ability to utilise the bus lane at a critical point on the roundabout. This was perceived as potentially reducing bus efficiency and contributing to increased traffic delays.

Council Response

The proposed taxi bays are located on the exit side of the existing zebra crossing and outside the operational bus lane. The bus lane within the roundabout already accommodates a bus stop, which currently requires buses to manoeuvre out of the lane when stopping. The minimum carriageway width adjacent to the proposed taxi bays and the existing traffic island is approximately 6 metres. This width is sufficient to allow vehicles, including buses, to safely overtake stationary vehicles and to exit the roundabout without causing obstruction or adversely affecting traffic flow.

- 8.3 The Council is not required to hold a public inquiry prior to the making of these TMOs because the effect of 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 (regulation 9(3) LATOR).
- 8.4 Officers note however that regulation 9 of LATOR provides local authorities with a discretion whether or not to hold a public inquiry prior to the making of a TMO. 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.
- 8.5 The Council has a duty under section 122 of the 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 busy Dukes Avenue near the junction with Muswell Hill Roundabout.
- 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.

8.6 In reviewing the request for the introduction of a zebra crossing at this location, officers have considered the Council's Network Management Duty as set out in the Traffic Management Act 2004. This duty requires local authorities to secure the expeditious movement of all traffic on their highway network, which includes pedestrians, cyclists, public transport, and general motor traffic. In fulfilling this obligation, officers have examined the potential operational impacts of a new controlled crossing on the wider highway network. This assessment has included an evaluation of how a zebra crossing could affect traffic flow, journey time reliability, bus service performance, and the operational capacity of nearby junctions. Consideration has also been given to whether the proposed crossing might introduce congestion, lead to the displacement of traffic onto less suitable routes or create safety concerns due to visibility constraints or changes in driver behaviour. The assessment therefore balances the benefits of improved pedestrian safety and accessibility with the need to maintain effective and efficient operation of the overall network.

8.7 In determining which existing paying parking places require relocation to accommodate the proposed zebra crossing, and in identifying appropriate alternative locations on the highway as set out in paragraph 6.4, officers have had regard to the considerations required under Section 45(3) of the Road Traffic Regulation Act 1984. This includes **(a)** the need to maintain the free movement of traffic, ensuring that relocated bays do not impede traffic flow or compromise the operation of nearby junctions or bus routes. Officers have also considered **(b)** the need to maintain reasonable access to premises, including residential driveways, servicing requirements, and access for local businesses, to avoid any obstruction or adverse operational impact arising from the new bay locations. The recommended relocation points therefore represent an appropriate balance between retaining necessary parking provision and safeguarding traffic movement and access needs in accordance with statutory requirements.

8.8 Officers have considered whether the proposed installation of a zebra crossing would engage or adversely affect the rights of residents under the Human Rights Act 1998, including the right to respect for private and family life, the home and peaceful enjoyment of possessions. Officers do **not** consider that the introduction of the crossing would infringe upon these rights. The proposal does not prevent residents from using their vehicles, accessing their homes, or enjoying their property. While some changes to parking arrangements or traffic behaviour may arise as a result of the scheme, these are regarded as minor, proportionate, and necessary in order to improve pedestrian safety and meet the Council's wider statutory duties in respect of traffic management and road safety. Furthermore, as this is public highway, residents do not have the right to park outside their home or on the roads in question.

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 will also support the delivery of the Councils' wider [Transport Strategy](#), encouraging walking as road users will feel more confident and safe.

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

Theme 3: Safer Haringey

- Improved road safety for all road users

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 Dukes Avenue near the junction with Muswell Hill Roundabout, N10, for a total cost of £126k. The full cost of this proposal will be met from the current Council's capital programme plan, under capital scheme 309 – TfL LIP Programme 2025/26. This capital scheme is being fully funded by the TfL LIP grant.

12 Comments of the Director of 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 varying no parking restrictions under Sections 6 and 124 of the Road Traffic Regulation Act 1984.
- 12.2 Before establishing a 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 it is stated in paragraph 7.3 above has been done.
- 12.3 When a consultation has been undertaken, the Council must take into account the representations received in response to that consultation before taking the decision. The representations received in the respect of the consultation undertaken in respect of the installation of a pedestrian crossing are sent out in Appendix D to this report and officers'

responses regarding the same are 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 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 pedestrian crossing are set out in paragraph 8.5 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 8.4 of this report.
- 12.8 The decision to approve the installation 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 Corporate Director of Environment and Resident Experience in this scheme of delegation dated 13 March 2023 and e-mail dated 22 July 2025.

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 Dukes Avenue, near the junction with Muswell Hill Roundabout.
- 13.3 A statutory notification period commenced on 10th December 2025, lasting for 35 days until 14th January 2026. 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 12 responses, 6 was in support of the proposal with 4 objection and 2 other responses.
- The four objections raised were not related to the potential impacts of the crossing on groups with protected characteristics.
- The six responses which were in support, were also not related to the potential impacts of the crossing on groups with protected characteristics

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 10.1% of Noel Park ward 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.
- **Disability:** The proposed crossing will have a positive impact on the 8.1% of Noel 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.

13.6 Should approval be granted for the scheme, a Method Statement and Construction Phase Plan will be produced by the Contractor, ensuring safety and pedestrian accessibility during the implementation of the zebra crossing.

14 Use of Appendices

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

15 Background Paper

None