

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 Gladstone Avenue, N22

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Ward(s) affected: Noel 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 Gladstone Avenue, near its junction with High Road N22, should proceed to implementation, following the completion of the statutory consultation exercise.
- 1.2 To request that the objections received as part of the statutory consultation exercise **and officer's views regarding those objections**, be considered and approval be given to proceed to implementation.

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 Gladstone Avenue, near its junction with the High 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.
- 4.3 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 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 have reviewed the collision data for the most recent 36-month period (1 April 2021 to 31 March 2024) on Gladstone Avenue, near its junction with High Road N22 which revealed that there were 3 recorded road traffic collisions, which resulted in slight injury to 1 motorcyclist and 2 pedal cyclists.
- 6.4 Following requests from the local community, as part of this year’s Road Danger Reduction Programme, the Council is proposing to introduce a zebra crossing on Gladstone Avenue, near its junction with High Road N22, as detailed on the plan in Appendix A. The proposals include the following:
- Implement a Zebra Crossing on Gladstone Avenue N22 under Section 23 Road Traffic Regulation Act 1984.
 - Relocate an existing obstructive advertising sign unit from north of the junction with Gladstone Avenue, to a new location approximately 30m south of the junction.
 - Revoke approximately 19.5 metres of No Waiting/No Loading at any time restrictions on both sides of Gladstone Avenue N22, starting from a point 3.5 metres east from the junction with A105 High Road (north side of carriageway) and 1 metre east from the junction with A105 High Road (south side), heading in a southeasterly direction.

The above parking changes are required to facilitate the installation of the proposed Zebra Crossing and associated zig-zag markings on Gladstone Avenue N22, on which vehicles would be prohibited from stopping at all times. These will be placed on the carriageway either side of the crossing, extending for approximately 4 metres west of

the crossing and 8 metres east of the crossing. The centre of the crossing will be located approximately 9 metres southeast from the junction with the A105 High Road, Wood Green N22 (outside Gladstone House).

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 approximately £56k, 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 27 November 2025 and no comments were received.

7.2 Notification documents were distributed to properties in the vicinity of the proposals on 10 December 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 festive 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 | 0 | 0% |
| Object | 1 | 50% |
| Other / Don't know | 1 | 50% |
| Total | 2 | 100% |

8.2 The Council received 2 responses during the statutory consultation period, 0 (0%) in support, 1 (50%) in objection and 1 (50%) who had other views on the proposal. It should be noted that the 'other view' was received from the police, who have been responded to separately. The objection is summarised below together with officer's recommended response.

8.2.1 Objection – Will create more traffic on Gladstone Avenue

'There's too much footfall in the area, it'd make it extremely difficult for cars to go by creating more traffic on Gladstone Avenue.'

Officer Response

Haringey Council regards road safety (particularly pedestrian safety) as a high priority and actively promotes road danger reduction measures across the borough. The proposed zebra crossing will therefore provide a clearly defined crossing point and will give pedestrians the right of way over traffic, minimising conflict and enabling them to cross the road safely, which will assist in reducing potential personal injury collisions.

It is accepted that the High Road experiences substantial pedestrian activity, largely due to its location within a town centre, its proximity to shopping facilities and the nearby underground station/bus stops. It is also recognised that Gladstone Avenue accommodates a significant volume of vehicular traffic, creating potential conflict points for pedestrians crossing the road. Whilst the introduction of a zebra crossing may result in a minor increase in queuing traffic, this is outweighed by the safety benefits it provides, particularly for vulnerable road users.

8.3 Whilst the order does prohibit loading and unloading at any time, no objection has been received regarding such prohibition 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."** and under section 16 of the Traffic Management Act 2004 to secure the **"expeditious movement of traffic"** on the road network including pedestrians and cyclists as well as vehicular traffic.

Officers consider that the factors which have pointed in favour of implementing the proposed zebra crossing include:

- The opportunity for pedestrians to safely cross Gladstone Avenue.
- The safe and convenient movement of pedestrians on the Council's road network.

- Not restricting the passage of public service vehicles.

8.5 The proposals are considered to have a minimal impact on human rights (such as the right to respect for private and family life and the right to peaceful enjoyment of property). However, the Council is entitled to interfere with these rights where it is in accordance with the law, necessary (in the interests of public safety or economic well-being, to prevent disorder and crime, to protect health, or to protect the rights and freedoms of others), in pursuit of a legitimate aim and proportionate to do so. The proposal(s) accord with the law as the Council is permitted under the RTRA to restrict or regulate traffic, pursue the legitimate aim of securing the expeditious, convenient and safe movement of vehicular and pedestrian traffic which the proposed measures will achieve by improving the safety of persons using the road network and is therefore considered proportionate.

9 Contribution to the Corporate Delivery Plan 2024-2026 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 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 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 Gladstone Avenue, near its junction with the High Road N22 for a total cost of approximately £56k. **The full cost of this proposal will be met from the current Council's**

capital programme plan, under capital scheme 338 – Road Danger reduction, which is being funded by the Council’s Strategic SCIL funding.

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 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 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 The factors which have pointed in favour of introducing a controlled pedestrian crossing when considering the section 122 duty and network management duty are set out in paragraph 8.4 of this report.
- 12.6 The impact of the decision to install a pedestrian crossing **on persons’ human rights is** considered to be proportionate as set out in paragraph 8.5 of this report and therefore lawful.
- 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 prohibit loading or unloading at any time as stated in paragraph 8.3 above but there is no obligation on the Council to hold a public inquiry as no objection was received regarding that prohibition. 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 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 14 October 2024 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) Gladstone Avenue, near its junction with the High Road N22.

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 2 responses, 0 were in support of the proposal with 1 objection and 1 other response.
- The one objection raised was 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. 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 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 – Legal Notice
- Appendix D – Full consultation report

15 Background Papers

- None