

HACKNEY TRANSPORT STRATEGY 2015-2025**Key Decision No. HCS K98****CABINET MEETING DATE****19 October 2015****COUNCIL MEETING DATE****25 November 2015****CLASSIFICATION:****Open****If exempt, the reason will be listed in the main body of this report.****WARD(S) AFFECTED****All Wards****CABINET MEMBER****Cllr Feryal Demirci****Neighbourhoods****KEY DECISION****Yes****REASON****Affects Two or More Wards****CORPORATE DIRECTOR****Kim Wright, Corporate Director of Health and Community Services**

1. CABINET MEMBER'S INTRODUCTION

- 1.1 Hackney is changing rapidly. It is already one of the fastest growing boroughs in London and its location and connectivity to Central London and beyond means that it is additionally impacted by growth in other areas of the Capital. These changes offer both challenges to the borough (in terms of additional pressure on its transport network) and opportunities (in terms of ability to reduce the need to travel long distances).
- 1.2 The Transport Strategy 2015-2025 sets out the Council's transport priorities for the next ten years and closely aligns with other Council strategies including the Local Plan, the Sustainable Community Strategy to 2018 and the new Corporate Plan to 2018 - 'A Place for Everyone'. The Strategy is concerned with wide ranging themes including:
- Transport's role in ensuring that high population growth is accommodated as sustainably as possible;
 - Promoting access to jobs both within the borough's boundary and beyond;
 - Reducing transport's impact on the environment.
 - Delivery of transport infrastructure in an era of austerity.
- 1.3 The document contains a number of policies and proposals that seek to continue the Borough's success in having high walking rates, the highest cycling rates in London and securing better public transport options with respect to Crossrail 2, the West Anglia line and improving accessibility in the east of the borough.
- 1.4 I commend this report to Cabinet.

2. CORPORATE DIRECTOR'S INTRODUCTION

- 2.1 Hackney's Transport Strategy 2015-2025 sets out a coherent set of sustainable transport policies, proposals and actions that aim to further improve walking, cycling and public transport conditions and options for all residents in the borough.
- 2.2 The revised Strategy is intended to replace the previous Transport Strategy which was adopted in 2006 and covered a five year period up to 2011. The borough's second Local Implementation plan (LIP2) was adopted in 2011 but expired at the end of March 2014 meaning that an updated strategy is needed.
- 2.3 The aim of this Transport Strategy is to establish a clear long term vision to guide the work of the Council and its relevant services over the next 10 years. It underpinned the development of Hackney's third Local Implementation Plan (LIP3) 2014-2016/17 and will underpin

subsequent LIP documents up to 2025, which the Council are required to prepare under the Greater London Authority (GLA) Act 1999.

- 2.4 The Transport Strategy is fully cognisant of the extremely challenging fiscal climate that the Council is currently operating under, and will continue to operate under for the foreseeable future. The intention of the Strategy is that it is as comprehensive as possible to enable the Council to take full advantage of funding opportunities as and when, they arise. Inclusion of a proposal within the Strategy does not therefore mean that there is an automatic acceptance nor or approved funding for that scheme. These will be subject to review on a case-by-case basis both within and outside the Council such as the capital programme funding process, s106 agreements and the Mayor of London's Local Implementation Plan funding processes.
- 2.5 The ten year timeframe is considered to allow sufficient flexibility to ensure that the Council can deliver the key elements that contribute to the Strategy's vision. The more complex and resource-intensive proposals often require involvement with other partners such as Transport for London, neighbouring boroughs and the Greater London Authority and will be subject to detailed evaluation and external funding mechanisms e.g. Crossrail 2. In all cases, the Council will be mindful of the resources available at particular points of the Strategy. In times of austerity and where resources are scarce, many projects will, out of necessity, be scaled back. If the financial outlook improves, we will look to ensure that the more ambitious proposals come to fruition.

3. RECOMMENDATION(S)

Cabinet is asked to:

- 3.1 Recommend to Council to Adopt the Hackney Transport Strategy 2015-2025, as set out in Appendix 1 of this Report.**
- 3.2 Authorise the Corporate Director for Health and Community Services to make any necessary general editorial amendments to the Hackney Transport Strategy 2015-2025.**

Council is recommended to:

- 3.3 Adopt the Hackney Transport Strategy 2015-2025, as set out in Appendix 1 of this Report.**

4. REASONS FOR DECISION

- 4.1** The Hackney Transport Strategy 2015-2025 is a significant policy and strategic document that is intended to guide the transport-related work of the Council over the next ten years. The adoption of the Strategy will give the policies and proposals outlined in the Strategy more weight

and will underpin the development of future statutory Local Implementation Plans which the Council are required to prepare under the Greater London Authority Act 1999. The Strategy will also provide a solid basis to make applications for funding for public transport, walking and cycling improvements and public realm upgrades in our town centres and key residential and employment growth areas.

4.2 **Related Decisions:**

Key Decision No. HCS H11 (Cabinet 30/06/2014) approved the draft Transport Strategy document for a 12 week consultation period.

5. **DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

5.1 Not applicable.

6. **BACKGROUND**

6.1 **Policy Context**

6.1.1 The Transport Strategy 2015-2025 explains the relationship between Hackney's transport objectives and practices within the borough's current Sustainable Community Strategy, new Corporate Plan to 2018, Joint Strategic Needs Assessment and its emerging Local Plan. It also demonstrates our commitment to promoting sustainable modes of travel and the integration of transportation into the Council's key services and delivery areas.

6.1.2 The Strategy consists of a main Transport Strategy which will set out Hackney Council's strategic transportation aims, objectives and priorities for 2015-2025. In addition to this document, there are six separate related documents that will make up the entire Hackney Transport Strategy as follows:

- Walking Plan
- Cycling Plan
- Public Transport Plan
- Liveable Neighbourhoods Plan
- Road Safety Plan 2013-2016
- Sustainable Transport Supplementary Planning Document

6.1.3 These separate but related documents will give more detail on plans, policies and proposals for specific modes and areas. In addition, a Transport Strategy evidence base document, providing more information on some of the key transport trends that emerged from the latest Census in 2011 and further detail on some of the policy background, has been prepared. These are for reference only and will be available on the Council's website.

6.1.4 The vision for Hackney's Transport Strategy 2015-2025 is as follows:

“By 2025, Hackney’s transport system will be an exemplar for sustainable urban living in London. It will be fair, safe, accessible, equitable, sustainable and responsive to the needs of its residents, visitors and businesses, facilitating the highest quality of life standards for a borough in the Capital and leading London in its approach to tackling its urban transport challenges of the 21st Century.”

6.1.5 By 2025, this Transport Strategy will have achieved the following objectives:

1. Hackney is renowned for having the most pedestrian and cyclist friendly neighbourhoods, streets and public realm in London.
2. Hackney remains one of London's most liveable boroughs with green, safe and thriving neighbourhoods, streets and public spaces where different communities interact.
3. Transport will have played an important role in improved resident's health and wellbeing, as well as tackling obesity levels through higher rates of active travel.
4. Road danger is reduced for all our residents but particularly more vulnerable groups such as the older people and children and more vulnerable road users such as cyclists and pedestrians.
5. Hackney is a place where owning a private car is not the norm – the reduction in car ownership will have continued.
6. A continued fall in the need to travel by car for any journey purpose, whether it be shopping, leisure or work.
7. A restriction of the levels of external vehicular traffic entering and exiting the borough and using it as rat-run to get elsewhere.
8. To have strengthened sustainable transport's role in facilitating Hackney's continued regeneration and supporting the local economy through initiatives such as the 'Love Hackney, Shop Local' campaign.
9. To have integrated the Olympic Park into the fabric of the borough and maintained the successful legacy of the Games.
10. Continued to advance the case for key public transport infrastructure improvements in Hackney and promoting linked trips, with Crossrail 2 at an advanced stage of implementation.

11. Enhanced residents' access to jobs, training and essential services without increasing congestion on public transport or roads.
 12. Enhanced accessibility and mobility options for vulnerable groups allowing them to live independently.
 13. To have significantly improved air quality and lowered carbon emissions from our transport system.
 14. To be better prepared for the implications of climate change on the public realm and transport network.
 15. To have reduced crime and improved safety on our transport network, in particular to have lower levels of cycle theft.
- 6.1.6 The key task within the draft Transport Strategy 2015-2025 is to set out what measures and policies the Council intends to implement in future years to achieve these transport objectives. It is not intended that we depart from the emphasis of the Council's previous transport strategy or LIP2 document which emphasised the importance of walking and cycling schemes, road safety and public realm projects.

6.2 Equality Impact Assessment

- 6.2.1 A full Equality Impact Assessment (EIA) has been prepared for the Transport Strategy. A stage 1 report has already been produced for the draft document. This draft report suggested that there is unlikely to be significant negative equalities impact arising from the Transport Strategy. The Strategy prioritises walking, cycling and public transport in addition to improving road safety, our public realm and reducing pollution and harmful emissions suggesting that the overall equalities impact will be generally positive.
- 6.2.2 Legal comments on the draft Transport Strategy published in 2014 suggested that in certain instances, there may potentially be conflicts between cyclists and vulnerable equality groups such as disabled people and people who are vulnerable because of their age or mobility for example, in instances of shared use proposals, in parks, on footways and where cyclists have to cross paths or pavements to get between two paths. The Policy Team also suggested that we have further dialogue with groups representing disabled people or older groups and parents of young children about areas of potential cyclist/pedestrian conflict and the extent to which it would put people off using parks, open areas and shared spaces.
- 6.2.3 Following receipt of this advice, the updated Transport Strategy made a number of changes to the final documents. Further amendments to

the final Strategy came about as a result of the extensive consultation process with key stakeholder groups including those groups representing older people and those with disabilities. The full consultation report will be available as a supplementary document to the Transport Strategy.

- 6.2.4 The Council does not condone unlawful or inconsiderate cycling e.g. cyclists speeding through parks and other shared surfaces. The Council also does not generally seek to encourage footway cycling and will always look to promote, provide for and prioritise cycling in the carriageway wherever possible to do so. However, it is recognised that there are a number of key routes and locations across the borough where cyclists, due to local geography and the built environment, are required to share or cross areas traditionally designated as footway space. Designated footway cycling areas will only be introduced when all other options have been exhausted. In these instances, and in recognition of the need to promote and provide for a range of sustainable transport modes, the Council will consider these locations on their individual merits; will ensure that the appropriate level of engagement and consultation is carried out as outlined in 6.4 below.
- 6.2.5 In addition, the Cycling Plan outlines measures to further promote cycle training and 'Considerate Cycling' campaigns in shared spaces (for example, with the Canal & River Trust, residents groups and the Parks team) in addition to engineering and cycle route improvements to encourage cyclists to safely cycle on the carriageway. In relation to parks and open spaces, the Council has recently approved the following bye-law 'No person shall ride a cycle in the ground in such a manner as to cause danger or give reasonable grounds for annoyance to other persons'.
- 6.2.6 To support considerate cycling, the Council will continue to consult with residents, parents and organisations representing equality groups including disabled people and people who are vulnerable because of their age or mobility to discuss existing issues and when proposing any changes to shared surfaces. The engagement process carried out as part of the consultation phase for the draft Strategy will be regularly repeated as part of Streetscene's day-to-day work.

6.3 Sustainability

- 6.3.1 As the Strategy strongly emphasises sustainable transport modes, we do not envisage any significant detrimental impact. A Strategic Environmental Assessment (SEA) was produced for the LIP2 that found that the outlined plans, policies and proposals were found to have largely positive impacts on the environment. Given that the updated Transport Strategy contains similar goals, aspirations and proposals we can reasonably expect that the Strategy will have similarly positive impacts.

6.3.2 Nonetheless, a full independent SEA has been prepared and is submitted with this report. The assessment concludes that the Strategy is unlikely to give rise to any significant adverse effects and is likely to result in beneficial effects in social, economic and environmental terms and most directly on human health.

6.4 Consultations

6.4.1 Though not a statutory document, the draft Transport Strategy was subject to an extensive consultation exercise that was open to the public and stakeholders for a 12 week period from 28 July 2014 to the 7 November 2014. Publicity and stakeholder involvement included:

- Meetings with key internal and partner officers and organisations
- Workshops and forums with key stakeholders including disability groups, pedestrian groups, cyclist and environmental groups.
- Workshop sessions with lead and ward members
- presentations at ward forums
- Drop-in sessions at libraries around the borough.
- Extensive use of social media including regular Twitter updates

6.4.2 Members of the public and residents were able to feedback their comments in the following ways:

- Online questionnaire ('The Future of Transport in Hackney')
- Paper questionnaire found in Libraries and sent out on request
- By email to the Council's movegreener@hackney.gov.uk address. These responses tended to be more detailed than those sent to the online questionnaire.
- Inclusion in agenda items on meetings of key ward forum events
- Feedback given to officers in person at library drop-in events and ward forums.

6.4.3 There were 139 online and paper respondents from members of the public and interest groups through the 'Future of Transport in Hackney' questionnaire. Respondents to the closed question format were broadly very supportive of the draft Strategy's vision (79%) and a strong majority ticked either 'strongly agree' or 'agree' with each of the goals outlined in 6.1.5 above.

6.4.4 In addition to this, there were further detailed responses received from a wide range of stakeholders including Councillors, Transport for London, Living Streets in Hackney, London Cycling Campaign in Hackney and Sustainable Hackney. Some of the key issues of concern for some respondents included:

- Broad support for more modal filtering/ traffic calming/20mph zones.
- Broad support for plans/policies but doubts on the Council's ability to deliver.
- Concern at instances of pedestrian/cyclist conflict on footways and particularly at entrances/exits to parks.
- Despite generally broad support for the aims and objectives of the Cycling Plan, many respondents called for segregated cycle routes particularly on main roads to avoid cyclists sharing with buses, HGVs and general motor traffic.
- Some objections to the Strategy in terms of it been seen as anti-motorist.

6.4.5 The Strategy has been amended in many cases to take into account submitted responses where appropriate. The full consultation paper outlines the Council's response to these and other issues and will be submitted with the final Cabinet.

6.5 Risk Assessment

6.5.1 There are a number of risks associated with the policies and proposals set out in the Transport Strategy. The most significant of these relate to increased pressure on our transport network as a result of the significant population growth forecast for Hackney, the wider East London sub-region and London as a whole. The likelihood of reduced funding for transport infrastructure from Central Government also presents a significant risk. To some extent this will be mitigated by having a robust prioritisation process in place in the event that funding for transport needs to be reduced.

6.5.2 There are other risks associated with the fact that the borough is not in control of all aspects of transport within its boundaries. For example air quality, road safety and traffic levels are to some extent dependent on policy and operational decisions made by TfL and also by neighbouring authorities.

7. COMMENTS OF THE CORPORATE DIRECTOR OF FINANCE AND RESOURCES

7.1 This report recommends the adoption of Hackney's Transport Strategy 2015-2025.

7.2 There are no direct financial implications for the Council emanating from this report. This strategy will be delivered by the Streetscene team within its revenue and capital budgets (with appropriate operational and financial contributions from partners). Any specific operational changes with a financial impact that come about as a result of this report will need to be considered separately.

8. COMMENTS OF THE CORPORATE DIRECTOR OF LEGAL, HR AND REGULATORY SERVICES

- 8.1** The Greater London Authority Act 1999, section 145 requires each London Borough to prepare a Local Implementation Plan for the implementation of the Mayor's transport strategy.
- 8.2** Paragraph 2.3 and 4.1 of this Report notes that the Hackney Transport Strategy 2015-2015 appended to this Report, will underpin the Council's Local Implementation Plan up to 2025.
- 8.3** The 1999 Act also provides that in exercising any function, the Council is to have regard to the Mayor's transport strategy and related guidance regarding its implementation.
- 8.4** Paragraph 6 of the Report notes that an Equality Impact Assessment and a Strategic Environmental Assessment were undertaken and appropriate findings addressed.

APPENDICES

Appendix 1: Transport Strategy 2015-2025

BACKGROUND PAPERS

None

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