

TITLE OF REPORT - Low Traffic Neighbourhoods - During Covid 19 Emergency	
Key Decision No - NH Q82	
CABINET MEETING DATE (2019/20) 29 June 2020	CLASSIFICATION: Open
WARD(S) AFFECTED Haggerston, London fields. Dalston, Hackney Central, Hoxton East and Shoreditch, and Hoxton West	
CABINET MEMBER Jon Burke Cabinet Member for Energy, Waste, Transport, and Public Realm	
KEY DECISION Yes	
REASON Affects two or more wards	
GROUP DIRECTOR Ajman Ali	

1. CABINET MEMBER'S INTRODUCTION

- 1.1. Particularly during the Covid-19 crisis, Hackney's high cycling rate and low levels of car ownership present both challenges and opportunities at a time in which fewer people will use public transport. That's why we're determined to reimagine our streets so people can safely walk and cycle.
- 1.2. There are also concerns over increased levels of speeding during the crisis. On 30mph roads across London, average speeds are now 37mph. We have noticed a significant up-tick in speeding on our 20mph roads. The kinds of speeds we usually see at night when the roads are empty, we are now seeing in the day. While the responsible drivers have heeded the government advice, many of those still driving are behaving badly.
- 1.3. Reallocating road space to achieve better environmental, public health, and social outcomes is enshrined in the Hackney Transport Strategy. These latest proposals will not only improve road safety and opportunities for social distancing, but also deliver reduced planet-heating vehicle emissions and air quality improvements in a borough with one of the highest rates of premature deaths from air pollution in the country.
- 1.4. By creating temporary liveable, healthy streets we could also be reducing pressure on some of our green spaces as we approach some of the warmer months. If we heavily restrict the vehicles on the public highway, people will be able to walk in the middle of the road safely while socially distancing.
- 1.5. We've widened pavements and closed Broadway Market to through-traffic to help people maintain social distancing and we've launched the first of what will be a series of new road closures to protect the public from additional motor vehicle traffic and reclaim more public space to address what could be a radical long-term shift in levels of walking and cycling.
- 1.6. The Council will treat the changes like an "ongoing event" during the crisis and, after the restrictions on movement are lifted, we will ask residents their views on the changes made more permanent.

2. GROUP DIRECTOR'S INTRODUCTION

- 2.1. The Council constantly develops ongoing programmes of schemes to achieve the objectives set out in its Transport Strategy, policies and Mayor's manifesto commitments. Funding for these proposals comes from a wide variety of budgets.
- 2.2. The schemes that are the subject of this report were already included within existing programmes, but are being brought forward owing to the Covid-19 crisis. This is in order to help with resident's social distancing and also to start tackling the increasing vehicle speeds that are being reported.
- 2.3. However, in order to 'fast track' these schemes it is being proposed to implement them by using experimental traffic orders, to monitor the impacts and adjust them if and as necessary.
- 2.4. These sets of closures would be in addition to the Council's temporary road closures already implemented at Broadway Market, Barnabas Road, Ashenden Road, Gore Road and Ufton Road, as well as the pavement widening at key locations in the borough.

3. RECOMMENDATION(S)

- 3.1. For the reasons set out in this report it is recommended that Cabinet:
 - a) Authorise the Head of Streetscene to make and implement the necessary Experimental traffic order , subject to the requirements of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996, , which consist of two road filtering schemes for the following areas:
 - (i) Shepherdess Walk just south of Murray Grove together with Nile and Ebenezer Street at their junctions with Vestry Road ; and
 - (ii) Pritchards Road at Cat and Mutton Bridge together with further filters of Forest Road, Richmond Road, Middleton Road / Haggerston Road, Dunston Street and Lee Street to the east of the A10. The further filters would ensure that vehicles do not divert through other residential roads.
 - b) Authorise the Head of Streetscene to make minor adjustments to the proposals as listed in (i) and (ii) above and as shown in the Appendix, as required following design development and feedback from key stakeholders, including local residents
 - c) Note that all objections/responses received in the statutory six month period in respect of making the experimental traffic order be considered before any

decision to make the traffic order continue permanently shall be recorded in writing and signed by the Head of Streetscene in consultation with the Cabinet Member for Energy, Waste, Transport, and Public Realm.

4. REASONS FOR DECISION

4.1. This report recommends taking forward filtering proposals in two areas:

- (1) Shepherdess Walk, Nile Street and Ebenezer Street - hereafter referred to as the 'Hoxton West' filters in this report. The filters are all in Hoxton West Ward (see plan in Appendix). These filters would create two lower trafficked areas, effectively north and south of Murray Grove, in areas of relatively high population density. This proposal would build on the Council's implementation works carried out on the Central London Cycle Grid, which has improved facilities for both cyclists and pedestrians. This would also prevent drivers from using the area to bypass the main road network, and Old Street Roundabout in particular.
- (2) Pritchards Road, Lee Street, Dunston Street, Middleton Road / Haggerston Road, Richmond Road and Forest Road near their junctions with the A10 - hereafter referred to as the 'London Fields' filters in this report. The filter at Pritchards Road is on the boundary with Haggerston Ward and will also impact Tower Hamlets to the southeast. The complementary filters parallel to the A10 will impact the TLRN (see plan in Appendix).

This proposal would build on the Council's implementation works of the bus gate and School Street in the London Fields area, as well as recent consultation measures on potential improvements to Richmond Road. It would also support any further implementation of upgrading Queensbridge Road for cyclists and pedestrians, as well as remove a through route via Scriven Street, that is on the programme for resolving. It would be proposed to work with Tower Hamlets to put a further filter on their part of Pritchards Road to fully prevent Whiston Road being used as a through route. This proposal would build on the Council's implementation works carried out on the Quietway and Central London Cycle Grid cycle programmes, which improved facilities for both cyclists and pedestrians.

Further, by reducing traffic in Whiston Road, it will assist with social distancing particularly at the entrance to Haggerston Park where the footway is very narrow and stepping into the road pass is not appropriate for safety considerations

- 4.2. As a first step to implementing new filters during the COVID-19 emergency, it was proposed to proceed with a pilot scheme for a filter on Barnabas Road that had already been identified and was already included within the existing programme. This scheme was implemented on May 28 2020. Other filters taken forward for implementation were Ashenden Road and Kings Park, Ufton Grove at its junction with Downham Road and Gore Road at its junction with Lauriston Road. The filters proposed within this report are the next phase of this programme.
- 4.3. The Government has issued new advice to ease the lockdown restrictions and allow more people to get back to work. However, on 14 May the Transport Secretary stated that it is people's 'civic duty to avoid public transport' in order to maintain social distancing.
- 4.4. The Government has stated that local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling, both to encourage active travel and to enable social distancing during restart. They have urged that measures should be taken as swiftly as possible, and in any event within weeks, given the urgent need to change travel habits before the restart takes full effect.
- 4.5. They identify a number of interventions that are a standard part of this Council's traffic management toolkit, but state a step-change in their roll-out is needed to ensure a green restart. They include Modal filters (also known as filtered permeability); closing roads to through motor traffic, for example by using planters or large barriers.
- 4.6. Transport for London (TfL) has stated that as lockdown is eased, they could see many more people walking and cycling across London. Crowded pavements and cycle lanes will make it difficult for people to social distance as they return to work and TfL has therefore created the Streetspace for London plan.
- <https://tfl.gov.uk/travel-information/improvements-and-projects/streetspace-for-london>
- 4.7. TfL is engaging and working with London's boroughs to make changes to focus on three key areas, but specifically in relation to this report 'reducing traffic on residential streets, creating low-traffic neighbourhoods right across London to enable more people to walk and cycle as part of their daily routine, as has happened during lockdown'.

- 4.8. The early rollout of these proposed filters could also assist in addressing some of the difficulties faced in social distancing on various streets within the borough. By reducing traffic volumes, this increases walking / cycling space. This can particularly be helpful for those taking their exercise and encountering pedestrians coming in the other direction, as it will improve safety if pedestrians need to move into the road to pass at safe distances.
- 4.9. These proposals are consistent with the advice and guidance from both the Government and the Mayor for London. They are also consistent with the Council's Transport Strategy.
- 4.10. The proposals were already being considered by the Council in line with its Transport Strategy, policies and Mayor's manifesto commitments. Reducing the dominance of the private vehicle would contribute to achieving the Council wider aspirations of reducing overall traffic flows should help to:
- improve air quality,
 - reduce traffic casualties and
 - make our neighbourhoods more pleasant places to walk, play and cycle in.
- 4.11. These filtering schemes aim to deliver Low Traffic Neighbourhoods (LTN), or low traffic 'cells'. The casualty (or 'crash') data for the 'cells' or areas that would primarily benefit from the implementation of the proposed filters has been analysed for the three years to June 2019.
- 4.12. For the Hoxton West area there were 19 accidents within the cells and a further 16 involving turning movements into or out of the cells. For the London Fields area, which was considered as two low traffic neighbourhoods, there were 68 accidents within the cells and 37 involving turning movements into or out of the cells. Implementing these filters is likely to reduce the traffic flows within the areas, thereby improving road safety and reducing the number of accidents.
- 4.13. However Covid 19 has resulted in a need for social distancing of people and has also raised safety concerns as a consequence of some drivers increasing their speeds, with less traffic on the roads.

5. DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

- 5.1. **Hoxton West scheme** - in 2017-18 changes to the road layout in the area have been implemented as part of the Central London Cycle Grid programme. The changes included:

- New North Road / Eagle Wharf Road / Poole Street junction - installation of new signals
- Eagle Wharf Road - extensive public realm improvements
- Murray Grove / Shepherdess Walk junction - extensive public realm improvements
- Micawber Street - installation of a contraflow cycle lane
- Murray Grove between Shepherdess Walk and New North Road - an eastbound traffic lane with pedestrian accessibility improvements implemented
- Shepherdess Walk / Sturt Street - a road closure was installed at the junction to filter traffic accessing Shepherdess Walk from Sturt Street
- New North Road / Murray Grove / East Road junction - new pedestrian and cycle crossing facilities were added including extensive public realm improvements

5.2. However there is still a relatively considerable traffic movement east-west to the south of the area through Nile Street and the proposed closures at Nile Street and Ebenezer Street were subject to consultation last year. At that point Shepherdess Walk was not included. Consultation on closures had previously been carried out, but the proposals were not taken forward at that stage as within the responses to the consultation there were concerns about through traffic in the estate north of Murray Grove and about displaced traffic in the area generally, as well as concerns from the taxi trade. If the filters are implemented, including Shepherdess Walk, then this addresses residents' concerns, as 'through traffic' would also be removed from Murray Grove. The former concerns of general access for drivers and the taxi trade would remain with the current proposals (but needs to be considered in light of Covid 19).

5.3. **London Fields scheme** - these proposals bound the south and west of the London Fields area. Much consultation work has been carried out in that area in recent years, with proposals proving controversial and the concerns broadly depending on where people lived. However, schemes implemented included:

- Quietway 2 along Middleton Road
- A new signal junction at Middleton Road and Queensbridge Road
- Traffic calming / environmental changes along Queensbridge Road near to Queensbridge Primary School
- A bus gate in Lansdowne Drive
- A School Street outside London Fields Primary School.

- 5.4. New cycle and pedestrian facilities are currently being implemented along Queensbridge Road between and including the Hackney Road junction and Whiston Road.
- 5.5. Consultation was planned and design ideas are being developed to address issues along Broadway Market. A temporary scheme has recently been implemented to prevent traffic going through it, but this is not considered sustainable in the longer term owing to issues that need to be resolved with loading and other local access.
- 5.6. Workshops had also been carried out with residents along Richmond Road, particularly considering the stretch between Queensbridge Road and Mare Street. These experimental proposals would be outside the scope of those discussions, but may in practice resolve the issues raised, of 'through traffic'; they do not preclude further measures being brought forward in the event that those issues remain.
- 5.7. Scriven Street is also on the Council's programme, with measures required to remove a 'rat-run', particularly of HGVs. The development of any proposals were dependent on the outcome of the measures proposed for Richmond Road, but would be brought forward as part of the proposals contained in this report.
- 5.8. An alternative set of filters was considered, parallel to those along the A10 but further east. These would achieve the same objective but it is believed that, on balance, local residents would have greater support for the set of filters put forward in the recommendation, owing to the physical layout of the roads and their own access arrangements. However this is highly subjective and depends on the location of residents' homes and their primary travel routes.

6. BACKGROUND

- 6.1.1. The Council has ongoing programmes of schemes to develop that support its Transport Strategy, policies and the Mayor's manifesto commitments. These schemes are reviewed each year and funding sought for them, either from the Council's own budgets or via Transport for London.
- 6.1.2. The Council already has about 120 modal filters within the borough and has more planned for the current and future years. Officers are also developing a Low Traffic Neighbourhood plan for expanding this across the borough.
- 6.1.3. The recommendations put forward in the report were on the Council's current work programmes, but had not progressed to the implementation

stage yet. Under usual circumstances, a clear process is followed where proposals are drawn up, subjected to a public consultation process if required and then implemented, if approved.

- 6.1.4. However there is not the time available to follow the processes, if the roads are to be filtered now to assist with social distancing and managing the potential increase of traffic flows and the actual increase of traffic speeds in local roads that is occurring now.
- 6.1.5. The recommendation is therefore to implement the schemes using experimental traffic orders, as described elsewhere in this report.
- 6.1.6. For pedestrians, there are difficulties in social distancing on some streets. This can particularly be the case for those taking their exercise and encountering pedestrians coming in the other direction. These situations result in pedestrians coming into close proximity (<2m) to others walking along the same section of pavement. This is prevalent in roads that have narrow footways or are busy thoroughfares.
- 6.1.7. On quiet roads pedestrians are able to resolve this through walking into the road or easily crossing the road. There is obviously less traffic on the roads and the police have suggested that this is probably around 50 or 60 per cent less. The DfT have been reporting on national traffic levels and stated that road traffic volumes on Monday 27th April are 56% lower than the first week of February. Traffic volumes have shown a small increase of 3 percentage points compared to the previous Monday volumes (20th April, traffic volumes were 59% lower). The Metropolitan Police have noted that motorists are taking advantage of this and speeding, and that this is happening consistently across the majority of our roads. In lower speed zones, some places the average is 37mph – where the limit is 20. In a recent report by My Policy Group’s analytics branch, Minerva, it was found that, since the lockdown began, driver compliance with the law has deteriorated the most and fastest in London.
- 6.1.8. Cyclists are also at risk with these higher speeds. Many key workers travel to work on foot and bicycle and are potentially adversely affected by hazardous road conditions. Moreover, there are reports of key workers turning to cycling to avoid the peak-time public transport network where social distancing is proving difficult.
- 6.1.9. Therefore, particularly at the present time, walking and cycling space can be increased through reducing traffic volumes. This can particularly be helpful for those taking their exercise and encountering pedestrians coming

in the other direction, as it will improve safety if pedestrians need to move into the road to pass at safe distances.

- 6.1.10. Filtering schemes of this type will also encourage people not to use cars or public transport (while acknowledging that many people will still need to and/or choose to continue to do so).
- 6.1.11. The two schemes that are the subject of this report are being brought to Cabinet for a decision as the impacts will be spread over more than one Ward for each scheme.
- 6.1.12. The filtering would be implemented by using experimental traffic orders (ETOs), which can be in place for up to eighteen months. After that time, the schemes either have to be made permanent or taken out. The use of ETOs allows the schemes to be implemented within a couple of weeks after approval (allowing for advertising of the ETOs).
- 6.1.13. The filters would be implemented using a combination of bollards, barriers and wooden planters. There would, in addition, be clear signage informing traffic that it could not drive through that point. However, in order to incorporate access for emergency services, and also to allow refuse vehicles through, a gap would be maintained between the planters. They would be designed to be self enforcing as far as possible and whilst the majority of motorists will comply with the restrictions, there will be an element that will not.

Casualty Data

- 6.1.14. The casualty (or 'crash') data for the 'cells' or areas that would primarily benefit from the implementation of the proposed filters has been analysed for the three years to June 2019. Note that Hackney does not hold information for neighbouring boroughs and this would be obtained for completeness.
- 6.1.15. **Hoxton West cell area** - This cell has been defined as having the following boundary roads: New North Road leading into East Road, City Road, Wharf Road (in Islington), and Regent's Canal forming the northern boundary of the study area.
 - ***Analysis of Boundary Roads***
Out of all the 108 crashes recorded along the boundary roads, 53 occurred at junctions along these routes, of which 16 involved vehicles turning into, or out of the study area. From those 16 crashes

the following casualties 10 were cycles, 5 powered two wheeled, 1 pedestrian.

- ***Analysis of Roads Within the Cell Area***

From the 19 crashes that occurred on the roads within the study area the following casualties were recorded; 4 were cycles, 7 powered two wheeled, 1 pedestrian and 7 car occupants

- **Severity**

The combined number of crashes on the boundary (involving turning movements) and internal roads was 35, of which 3 were classified as serious and 32 slight.

6.1.16. **London Fields cell areas** - Owing to the road layout this proposal has been analysed as two separate cells.

6.1.17. The first cell has been defined as having the following boundary roads: the A10, Dalston Lane and Queensbridge Road, with Regents Canal making up the southern boundary.

Analysis of Boundary Roads

6.1.18. Out of all the 108 crashes recorded along the boundary roads, 67 occurred at junctions along these routes, of which 20 involved vehicles turning into, or out of the study area. From those 20 crashes the following casualties 12 were cycles, 6 powered two wheeled, 1 pedestrian and 1 was a car occupant.

Analysis of Roads Within the Cell Area

6.1.19. From the 14 crashes that occurred on the roads within the study area the following casualties were recorded: 4 were cycles, 3 powered two wheeled, 1 pedestrian and 2 car occupants. It is considered that 10 could have been prevented by the introduction of the proposed closures.

6.1.20. The combined number of crashes on the boundary (involving turning movements) and internal roads was 27, of which 6 were classified as serious and 21 slight.

6.1.21. The second cell has been defined as having the following boundary roads: Queensbridge Road, Richmond Road and Mare Street, with a short section of Hackney Road and the borough boundary with Tower Hamlets making up the southern boundary of the cell area.

Analysis of Boundary Roads

- 6.1.22. Out of all the 49 crashes recorded along the boundary roads, 17 occurred at junctions along these routes, of which 20 involved vehicles turning into, or out of the study area. From those 20 crashes the following casualties 4 were cycles, 9 powered two wheeled, 1 pedestrian and 3 were car occupants.

Analysis of Roads Within the Cell Area

- 6.1.23. From the 54 crashes that occurred on the roads within the study area the following casualties were recorded; 15 were cycles, 1 powered two wheeled, 5 pedestrians and 3 car occupants. It is considered that 24 could have been prevented by the introduction of the proposed closures.
- 6.1.24. The combined number of crashes on the boundary (involving turning movements) and internal roads was 41, of which 9 were classified as serious and 32 slight.

Enforcement

- 6.1.25. The police have confirmed that they do not have the resources to undertake enforcement at this current time.
- 6.1.26. However, contraventions of schemes of this nature would normally be enforced by the Council's Parking Services through CCTV. The majority of the CCTV cameras for moving traffic offences and enforcement of school keep clear marking will currently be deployed, but the intention is that they are capable of being moved around the borough, depending on priorities. As residents and those delivering to vulnerable residents are allowed through, even if cameras are deployed in these locations, their effectiveness in enforcing is extremely limited as the cameras will not be able to differentiate between those who have a valid reason and those who have not. Consequently the expectation is that these schemes would be self enforcing as far as possible and whilst the majority of motorists will comply with the restrictions, there will be an element that will not. However this is similar to other schemes and normally compliance is high.

Impacts of proposals

- 6.1.27. Consideration has been given to the diversion routes. Whilst no detailed traffic modelling has been carried out, the likely routes for diverted traffic have been considered and therefore in each case further measures are considered (i.e. not just one filter). This is to help ensure that any diversions are onto the main road network and not onto other residential roads.

- 6.1.28. The measures are likely to have only very limited and localised impacts on residential parking and will not be significant. Access will be maintained to all properties and it is not lengths of road that are being closed but at a specific and localised point.
- 6.1.29. There is likely to be some confusion regarding the measures at the start, but this is the same for all such schemes and generally settles down quickly.
- 6.1.30. Casualty data has been included in this report and can be used for comparison after any filters have been implemented.
- 6.1.31. Air quality is monitored on an ongoing basis across Hackney and this will be continued. However, it would be difficult to isolate and attribute any changes in air quality specifically to either of these schemes (either positive or negative) owing to the changes in traffic flows on the network that are already being seen now as a result of Covid 19.
- 6.1.32. Similarly, it would be difficult to identify any changes in traffic flows as a direct result of either of these schemes, as traffic flows on the surrounding network are already different since the Covid 19 lockdown. It is not known when the flows will (if ever) return to their previous levels.
- 6.1.33. The primary positive impacts would be on local resident's ability to move around their area whilst maintaining social distance from each other (either by walking and cycling), to improve road safety, and also on preventing vehicle speeds and flows from rising in the neighbourhoods.

Health and Human Rights of Other Residents

- 6.1.34. It is recognised that some of Hackney's residents on other roads, that may be impacted by the proposals, will have concerns about their own health and wellbeing. Under the Human Rights Act 1998, the Council is under a duty not to act in a way that is incompatible with any person's Convention rights. Accordingly, the ETOs may not be made if it would give rise to a breach of a person's human rights. If a person were to be exposed to increased traffic flows as a result of either of the schemes, that could constitute a breach of his or her Article 8 right to respect for his or her private life. However, it is considered that the implementation of the schemes would constitute a justified interference in that, for the reasons set out elsewhere in this report, it would be a proportionate means of achieving the legitimate aim of creating the space for social distancing and preventing traffic levels from increasing too much in the borough.

Council's Broad Strategic Planning Assumption in relation to COVID 19

- 6.1.35. The Council's strategic planning assumption is that the impact of Covid-19 will be broad and ongoing for an extended period of time (quite possibly up to 12 - 24 months). The model of 'Recovery' that is traditionally used following the response to a Major Incident will not apply in this context, and the work to bring the borough and Council back to a form of normality will take place over many months, even years, and the end result will not simply be a return to 'business as usual'
- 6.1.36. The key assumption which underpins this is that there will be a progressive step down of 'social distancing' controls, over a 12 - 24 month timeframe. Some elements of society and service delivery will be opened up during late spring / early summer 2020, but other controls could remain in place for up to 12 - 24 months (e.g. guidelines on 'social distancing' and self-isolation for people who are over 70 and / or who have medical conditions that place them at high risk). There is unlikely to be a 'clean break' between response and recovery.

Future of Transport

- 6.1.37. The ending of the Covid 19 lockdown in London provides opportunities to lock-in the big air quality improvements seen in the capital during the pandemic through shifts to cleaner modes of transport. An AA poll of members (receiving 19,732 responses between 14-20 April 2020) showed that a fifth of current drivers will use their car less after the lockdown. Therefore, it is more vital than ever that we reallocate road space to those who will be walking and cycling more as people avoid driving and using public transport.
- 6.1.38. There is an expectation that levels of public transport use will be slow to rebound for two reasons: 1) public apprehension, similar to the impact from terrorist events in the 2000s, and 2) reduced capacity on the public transport network if social distancing is to be maintained in some form during the months or years that the restrictions are lifted. But trips will still need to happen and are therefore likely to be on bike or on foot further supporting the case for road space reallocation. If the decline in public transport use persists beyond the lockdown and people who previously used it start driving instead, then the cost to London in terms of a disastrous spike in air pollution as well as increased congestion and accidents will be high. It is unlikely that increases in home-working will be enough to offset this.

6.1.39. This means that the objectives of the Hackney Transport Strategy (to reduce the dominance of private car use and reallocate road space to walking and cycling) are as relevant and vital post-Covid as they are pre-Covid. Hackney should accelerate its work on traffic reduction to make sure that a surge in private car use does not happen. This involves permanently reallocating road space away from motor traffic to create a borough-wide network of Low-Traffic, Low-Emission Neighbourhoods as well as potentially tightening parking controls. Furthermore, work to consider measures to tackle the 40% of traffic on the borough's roads that is 'through traffic' should continue.

6.2. **Policy Context**

Government Advice

6.2.1. Government has issued new advice to ease the lockdown restrictions and allow more people to get back to work. However, on 14 May the Transport Secretary stated that it is people's 'civic duty to avoid public transport' in order to maintain social distancing.

6.2.2. The Government has stated that local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling, both to encourage active travel and to enable social distancing during restart. They have urged that measures should be taken as swiftly as possible, and in any event within weeks, given the urgent need to change travel habits before the restart takes full effect.

6.2.3. They identify a number of interventions that are a standard part of the Council's traffic management toolkit, but state a step-change in their roll-out is needed to ensure a green restart. They include:

- Introducing pedestrian and cycle zones: restricting access for motor vehicles at certain times (or at all times) to specific streets, or networks of streets, particularly town centres and high streets. This will enable active travel but also social distancing in places where people are likely to gather
- Modal filters (also known as filtered permeability); closing roads to motor traffic, for example by using planters or large barriers. Often used in residential areas, this can create neighbourhoods that are low-traffic or traffic free, creating a more pleasant environment that encourages people to walk and cycle, and improving safety

- 'Whole-route' approaches to create corridors for buses, cycles and access only on key routes into town and city centres
- Identifying and bringing forward permanent schemes already planned, for example under Local Cycling and Walking Infrastructure Plans, and that can be constructed relatively

6.2.4. The Government's Chief Medical Officer, Dr Chris Whitty, has said that social distancing measures may be needed until the end of 2020. As the 'lockdown' period comes to an end and movement is relaxed, it will be more important than ever to enable people to do this safely, both from the coronavirus and its indirect effects, such as the serious deterioration that have been witnessed in driver behaviour.

Mayor of London's Streetspace Plan

6.2.5. In recent weeks and since the previous report TfL has updated their guidance to be consistent with Government guidance. TfL has stated that as lockdown is eased, they could see many more people walking and cycling across London. Crowded pavements and cycle lanes will make it difficult for people to social distance as they return to work and TfL therefore created the Streetspace for London plan.

<https://tfl.gov.uk/travel-information/improvements-and-projects/streetspace-for-london>

6.2.6. TfL are engaging and working with London's boroughs to make changes to focus on three key areas:

- The rapid construction of a strategic cycling network, using temporary materials, including new routes aimed at reducing crowding on Underground and train lines, and on busy bus corridors
- A complete transformation of local town centres to enable local journeys to be safely walked and cycled where possible. Wider footways on high streets will facilitate a local economic recovery, with people having space to queue for shops as well as enough space for others to safely walk past while socially distancing
- Reducing traffic on residential streets, creating low-traffic neighbourhoods right across London to enable more people to walk and cycle as part of their daily routine, as has happened during lockdown

Hackney's Transport Strategy.

6.2.7. Hackney is synonymous with walking and cycling in London, with many thousands of trips being made every day on the borough's streets, parks and towpaths. Reducing the dominance of the private vehicle would contribute to achieving this aspiration. Reducing overall traffic flows should help to improve air quality, reduce traffic casualties and make our neighbourhoods more pleasant places to walk, play and cycle in.

6.2.8. There are a number of clear objectives within the Strategy including:

- LN3: Improving air quality - Hackney will continue to tackle poor air quality, seeking to reduce NO₂ emissions to achieve the National Air Quality objective of 40mg/m³
- LN15/C33: Filtered Streets - Reducing motor traffic on residential streets. Hackney Council will continue to work with local residents and key stakeholders to identify, trial and rollout additional filtered streets schemes across the borough in order to reduce rat-running and through motor traffic.
- C08: Reallocation of Road Space - The Council will continue to reallocate carriageway road space from private motor vehicles to cycle infrastructure provision, whether it be cycle parking or route provision.

6.2.9. The Council already has about 120 modal filters within the borough and has more planned for the current and future years. Officers are also developing a Low Traffic Neighbourhood plan for expanding this across the borough.

6.3. **Equality Impact Assessment**

6.3.1. When considering whether to implement any scheme, including modal filtering, local authorities must ensure that they are in line with the public sector s.149 Equality Act 2010 duty. In developing these proposals, consideration has been given to the impact in terms of Equalities. The Council's overall objectives are set out in the EQIA for the Hackney LIP and Transport Strategy, which stress the Council's desire to see all schemes developed to provide a high quality environment for all residents regardless of their level of mobility. At each stage of the design process designers have ensured that all opportunities have been taken to provide facilities to, or above the current design best practice. Scheme specific EQIA's will be undertaken for each scheme.

6.4. **Sustainability**

6.4.1. Although the proposals will have minimal impact on the environment in terms of physical construction, the main impacts will be social. This will be by enabling social distancing of residents and tackling increasing vehicle speeds, while creating roads with low traffic use. However it must also be recognised that some residents on surrounding roads, and drivers using Hackney's road network, may be negatively impacted. If approved for implementation, the schemes would be monitored to assess their impacts before any decision is taken as to whether to make them permanent or not.

6.5. **Consultations**

6.5.1. Pre-implementation consultation is not a requirement for ETOs in which the first 6 months of operation is considered to be the consultation period, where people can view the actual impacts of the measures and respond back to the Council with their views.

6.5.2. A communications strategy is currently being developed for all proposals relating to the Covid 19. Part of this would include writing a letter to residents and businesses within the areas affected, so that they are aware of the measures and the reasons for taking the schemes forward. Neighbouring boroughs and other key stakeholders such as the emergency services would also receive this information, which would include details of how the Council would assess the impacts of them whilst they are in. Website updates would be provided and newspaper items could be prepared, once printing restarts. The ETO process, including information on how to object or make other comments, would be made clear through the communications describing the schemes.

6.5.3. Concerns exist related to engaging residents if they would like to have the temporary measures made permanent, as any engagement could not adhere to the Council's consultation principles on best practice for the following reasons:

- The street environment (and its use by residents) is entirely different now than it would be in a few months' time once the lockdown has been lifted
- As many businesses are currently in lockdown and not using the streets relevant for deliveries, drop offs, or normal trading, they will be unable to make an informed consideration on whether they would like interventions to continue post COVID19. Many businesses might also not return to business immediately, especially if the lockdown is lifted in stages. In that case, some businesses will have a more comprehensive experience of the experiment, whilst others' experience will be more limited, if they have any experience at all

- 6.5.4. It is therefore noted that the timing of any engagement whilst the ETO is in operation needs to be carefully thought through.

6.6. **Risk Assessment**

- 6.6.1. The main risk to the Council with these proposals is reputational as, in order to be most effective in helping to address the social distancing issues in the quickest way possible, the schemes would be introduced using ETOs. Owing to the time required for detailed assessments of traffic flows, their potential impacts have been assessed at a 'high level' only.

7. COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND CORPORATE RESOURCES

- 7.1. The proposed measures are part of existing programmes for filtering of roads and as part of existing programmes it is considered that these measures will be funded from the developing the borough infrastructure capital budget approved by Council as part of the 2020/21 budget.
- 7.2. TfL has also recently issued guidance for Local Authorities to bid for 'Streetspace' funding, in place of the usual LIP funding. These schemes will be included within those bids.
- 7.3. The cost for individual road filters allowing for barriers, planters and signs including maintenance would be about £20k each. Therefore the cost for the London Fields set of filters would be in the order of £100k and £60k for the Haggerston West filters. This is fundable within existing capital budgets and potentially could be funded from a number of different funding streams. There are currently resources available from the Council capital budgets as the recommended are a priority at this time. Bids are being put forward for TfL's Streetspace funding which would then release the Council's capital budget allocated to these schemes for other infrastructure priorities.

8. VAT Implications on Land & Property Transactions

Not applicable

9. COMMENTS OF THE ACTING DIRECTOR OF LEGAL & GOVERNANCE

9.1 An Experimental Traffic Order (ETO) is an order which imposes traffic restrictions. The power for a Local Authority to make experimental traffic orders falls under the remit of s.9 and s.10 of the Road Traffic Regulations

Act (RTRA) 1984. The RTRA 1984 and the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 ("the Regulations") lay down the procedures that must be followed in making an ETO.

9.2 As the traffic authority, we have the power to simply impose an ETO without consultation. Once an ETO has come into force, there is a statutory 6-month period within which anyone may object and such objections must be written.

9.3 An ETO may only stay in force for a maximum period of 18 months whilst the effects are monitored and assessed (section 9(3) of the RTRA 1984). Changes can be made during the first six months of the experimental period to any of the restrictions (except charges) if necessary, before the Council decides whether or not to continue with the changes brought in by the experimental order on a permanent basis. If any amendments are made to an ETO within the first 6-months, then the 'clock' starts again in terms of a further 6-month objection period, but the maximum of 18-months still remains unchanged.

9.4 The making of the ETOs would allow the effects of any proposed scheme on traffic flows, road safety and air quality etc to be monitored and evaluated before any decision is taken as to whether to make permanent orders.

9.5 ETOs are processed in accordance with the Local Authorities' Traffic Orders (Procedure)(England and Wales) Regulations 1996 (SI 11996 No 2489).

APPENDICES

Appendix - Location Plan

EXEMPT

Not applicable

BACKGROUND PAPERS

None

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