

Title of Report	Hackney Central & Pembury Circus Green Corridor
Key Decision No	CHE S224
For Consideration By	Cabinet
Meeting Date	11 December 2023
Cabinet Member	Cllr Mete Coban, Cabinet Member for Climate Change, Environment and Transport
Classification	Open
Ward(s) Affected	Hackney Central, Dalston & Homerton
Key Decision & Reason	Yes Significant in terms of its effects on communities living or working in an area comprising two or more wards
Implementation Date if Not Called In	19 December 2023
Group Director	Rickardo Hyatt - Group Director, Climate, Homes and Economy

1. **CABINET MEMBER'S INTRODUCTION**

- 1.1. Hackney Central is changing. In recent years the town centre has grown to accommodate new residents and businesses, and attracted more visitors to its shops, bars, restaurants and cultural institutions. More change is on the way as the Council and its partners work to deliver the new homes, workspaces and facilities needed for a growing population; ensure local people can benefit from new opportunities; and support businesses to adapt to a changing high street.
- 1.2. While we can't control all change, we will shape it so that the local community is the first to benefit – whether that's better public spaces, improved community facilities or more genuinely affordable homes and workspaces. We're delivering plans shaped by the views of thousands of local people in the Hackney Central Conversation and informed by a new town centre strategy created alongside the Hackney Central residents, businesses and organisations.



- 1.3. We want Hackney's streets to be the most walking and cycle-friendly in London, leading the push to build people-focused neighbourhoods and town centres, with cleaner air helping people lead healthier lives.
- 1.4. The Hackney Central area is a priority area for us. Our manifesto set out how we will tackle the toxic air quality and improve safety on some of our busiest roads, such as Seven Sisters Road and Pembury Circus, by widening pavements and planting more trees.
- 1.5. Hackney Central is a destination for shopping, walking and spending time in a town centre. A reduction in traffic here will help avoid the conflicts which blight peoples' everyday experience. Encouraging people to meet and share time together. Hackney Central is the borough's high street, where people come to access goods and services, many come out of need, rather than out of choice. The Levelling Up Fund investment gives the opportunity to turn this around.
- 1.6. The Hackney Central Green Corridor is at the heart of this greener Hackney Central. Significantly reducing traffic along Amhurst Road will mean we can reclaim space from cars for people, and deliver on the feedback local people gave us about the need for more trees, planting, and pavement space to get about. Less traffic on this route also means we can deliver on our longstanding commitment to make Pembury Circus - one of the most dangerous junctions in the borough - safer for pedestrians and cyclists
- 1.7. The air quality action plan identifies this as a focus area - a location which is in exceedance of the annual mean NO_x objective and an area with high human exposure. The monitoring station at Pembury Circus is one of the few in the Borough to exceed UK objectives for NO_x.
- 1.8. Local businesses form a crucial part of people's daily lives. With vacancy rates in this area higher than across London we want to increase footfall and spend, as has occurred at Stoke Newington Church Street.
- 1.9. With around six million boardings and alightings at the two central stations this area caters for more rail passengers than Gatwick Airport or the entire city of Leicester. It is clear how important it is to support safe and convenient access to stations. We are proud to have successfully secured a second, accessible entrance to Hackney Central Station
- 1.10. We want to prioritise bus users and public transport on future transport schemes and main roads, protecting and supporting the bus network. This area sees more than 40,000 bus passengers per day passing through on buses and these should

be given due priority.

- 1.11. Pembury Circus has one of the highest incidences of traffic collisions on a borough road. This actual danger adds to the sense of unease reported by pedestrians in travelling across this difficult and complex junction.
- 1.12. I am very pleased therefore to propose this first stage of what will become a very important project in the Hackney Central Area. The proposals presented here will not only improve road safety and opportunities for social engagement, but also reduce planet-heating vehicle emissions and provide air quality improvements in a borough with one of the highest rates of premature deaths from air pollution in the country.
- 1.13. Importantly, local people will be directly engaged in these plans. With co-design opportunities to influence the type of environment that they themselves want to see. All sectors of the community will be invited to provide their input to these important decisions.
- 1.14. Together, these changes help deliver on our ambition to ensure a changing Hackney Central is greener, healthier and more attractive and accessible for both residents and visitors.

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. This report sets out part one of what will be a wide ranging series of improvements. This area is vitally important to Hackney and a programme of change was initiated through the Hackney Central Conversation because, amongst other things, an economic survey done for the Liveable Neighbourhood project found retail vacancy rates prior to the pandemic (based upon unit numbers) of 13%.
- 2.3. Dominant road and raised rail network create significant severance across the area decreasing up take of active travel and access to green space. With particularly poor streets and footways, the public realm of Hackney Central is a barrier limiting dwell time and attractiveness of the town centre for non essential trips and a barrier to investment. These constraints create conflict between private vehicles and public transport - especially buses. Given the reliance of residents on the bus network this congestion is also a barrier in residents

accessing sub-regional economic opportunities.

- 2.4. Cabinet have considered traffic reduction proposals for Hackney Central previously. **The Council Cabinet approved, in September 2020 the Emergency Transport Plan** committing to “...Stoke Newington Church Street, Broadway Market and in Hackney Central we are also undertaking further work aimed at delivering additional point closures and the implementation of bus gates.” A full explanation of the proposals, including the Pembury Circus alterations were made public in this report and can be seen in appendix A. These 2020 plans were held up because of a pause to TfL funding.
- 2.5. Subsequently, the intention to make improvements to Pembury Circus, Hackney Downs station street level access and introduce a bus gate on Amhurst Road were put forward in the [Local Implementation Plan 22/23 - 24/25](#) which was approved at Cabinet in January 2023, although unfunded at the time.
- 2.6. Earlier in 2023, a successful bid resulted in Levelling Up Fund budget being available as part of a wider Hackney Town Centre Levelling Up Fund project. The Levelling Up bid included the following streetscene improvements:

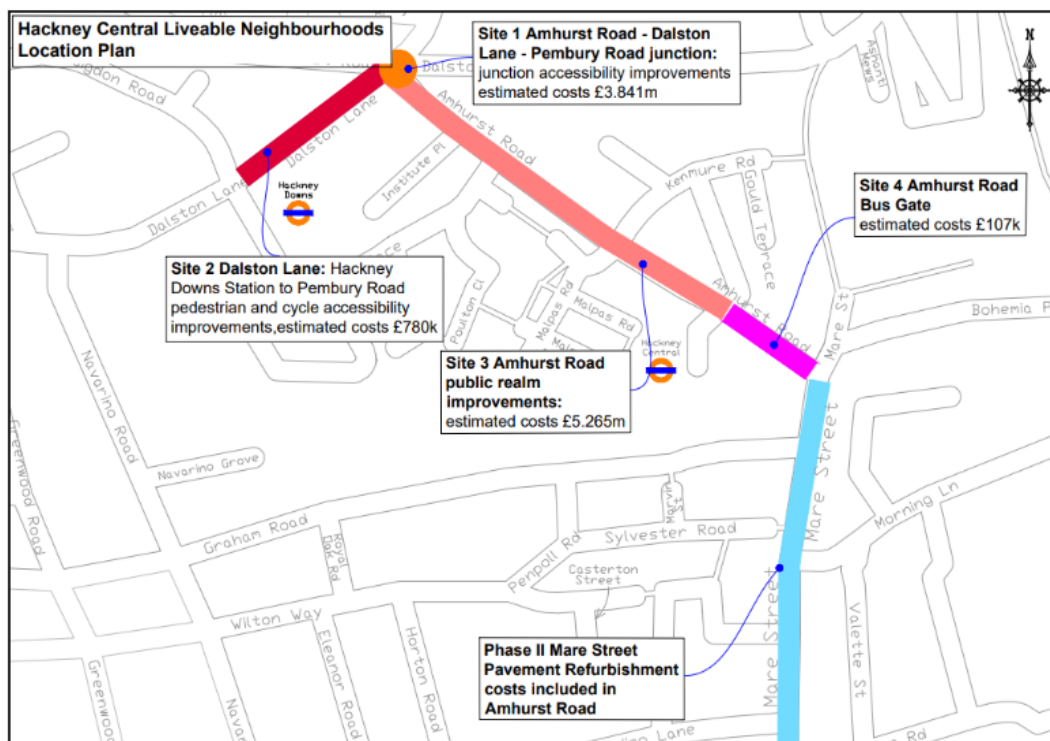


Diagram included in the successful bid to the Levelling Up Fund (<https://hackney.gov.uk/levelling-up-fund>)

- 2.7. Each of the transport projects are important components, with junction changes taking up to two years to construct. This report focuses on the critical decisions needed at this stage.
- 2.8. Pembury Circus junction is one of the most dangerous junctions in Hackney on borough controlled roads. In the five years up to the end of 2022, according to the TfL road casualty dashboard, there were 66 collisions involving injury in the vicinity of the junction. The junction currently suffers from:
 - i. unconventional geometry consisting of five-arms, large central space and circular traffic island
 - ii. high traffic volume, the five arms service a number of different traffic movements
 - iii. confusing movements for both pedestrians, cyclists, and traffic
 - iv. staggered crossing phases with signal staging prioritising traffic movement.
- 2.9. During public engagement, the junction is frequently brought up as an area that needs improvement in all aspects. A comment from the Hackney Central Conversation report by a local resident clearly identifying the need for change “The pedestrian crossings here always seem to take forever and people run across the roads at whatever chance they have”.
- 2.10. Computer modelling has demonstrated that a successful redesign of Pembury Circus is dependent on restricting the volume of traffic flowing through one or more of the arms of the junction. A restriction on Amhurst would benefit the highest number of bus routes and benefit the largest pedestrian activity along the road.
- 2.11. It is vital to protect bus routes and so the most effective way to achieve the necessary traffic reduction is through the use of a bus gate. In order to accommodate access to Bohemia Place and the bus depot, this will include a timed restriction that will allow entry and only restrict motor vehicles that pass straight through. In addition to allowing through Companion Badge Holders (Hackney Blue Badge holders who have registered for a companion badge), work is underway to allow those with taxicards valid for that journey through the

restriction and this work should be complete by the time the scheme opens in 2026.

- 2.12. The proposal to the Levelling Up Fund was not just about traffic restriction however, but it is about creating a world-class space. The benefits of restricted traffic will enable a comprehensive 'Green Corridor' along Amhurst Road. This could involve the planting of up to 270 new trees with extra greenspace equivalent to ten tennis courts. Co-design will help shape this green corridor ensuring it meets the needs of local people.
- 2.13. Before any changes can be made it is important to understand how they will work for the local community. A very comprehensive programme of engagement and consultation is therefore planned (see appendix C). Already the "Hackney Conversation" has been one of the most comprehensive exercises done by the council, featuring online and in-person events and ensuring representation by groups such as young people. Engagement will be a very large part of this project and will include special efforts to understand the views of a large number of representative transport users.

3. **RECOMMENDATION(S)**

For the reasons set out in this report it is recommended that Cabinet:

- 3.1. **Approve the recommendation to conduct a further non-statutory consultation relating to the proposals described in section 8 of this report to redesign Pembury Circus Junction and implement a green corridor on Amhurst Road and Mare Street between Reading Lane and Pembury Circus.**
- 3.2. **Approve implementation of the proposals described in section 8 of this report, subject to detailed design to be informed by further non-statutory consultation and for the Assistant Director, Streetscene (formerly titled Head of Streetscene) to use his delegated powers to decide on the detailed design.**
- 3.3. **Authorise the Assistant Director, Streetscene to make and implement the necessary Traffic Orders, subject to the requirements of Local Authorities' Traffic Order (Procedure) (England and Wales) Regulations 1996; and following the relevant statutory consultation with all objections/responses received to be considered, recorded in writing, and signed by the Assistant**

Director, Streetscene in consultation with the Cabinet Member for Climate Change, Environment and Transport.

4. REASONS FOR DECISION

- 4.1. This report recommends taking forward major improvements to one of the most dangerous junctions on a Hackney borough road currently suffering from excessive traffic causing congestion to essential users and creating pollution. Despite testing many options It has been found impractical to improve this junction significantly without reducing traffic on at least one arm, and the Amhurst Road approach offers the most benefits to pedestrians and bus users.
- 4.2. A bus gate is proposed because it will prioritise bus and rail users, pedestrians and cyclists. This will improve the environment and road safety. It will also enable a major improvement in the form of a Green Corridor, which will be a significant asset to the area. This will add to the visitor experience which can lead to increased dwell time to appreciate local green spaces and make use of local shops and facilities.
- 4.3. Our experience with other modal filters is that they can produce an overall reduction in traffic. This scheme therefore represents a continuing evolution of a Hackney road network in which non-essential traffic is discouraged. Longer journeys will be encouraged to stay out of the Borough altogether and many short trips will shift to walking, cycling or public transport.
- 4.4. These proposals are consistent with the requirements of the Levelling Up Fund, as issued by the Department of Levelling Up, Housing and Communities (DLUHC) on behalf of HM Government, and are consistent with the Mayor of London's Transport Strategy. They are also consistent with the Council's Transport Strategy.

5. DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

A. Do Nothing: This option was rejected on the grounds that it would allow the continuation of poor road safety and high pollution levels in the area.

B. Do minimum: Standard footpath repairs, parking controls and signal timing adjustments also represent an option but again would not produce the level of improvement required, nor meet the requirements set for Levelling Up Funding.

C. Re-construction of Pembury Circus without a bus gate. The magnitude of the difficulties at Pembury Circus justify a major re-design of the junction. This option was studied in detail using computer simulation. This showed that because of the number of conflicting demands on the junction there is no option that can cater for all movements and that at least one junction approach needs to be constrained. The restriction at Amhurst is the one that appears to have the most complementary benefits, such as improving conditions for pedestrians and bus users.

D. Alternatives to a Bus Gate. The use of strategic sections of one-way restrictions could, in part, reduce traffic on Amhurst Road. It would also, in theory, be possible to restrict turning movements at Pembury Circus in such a way that traffic is reduced. These would benefit a minority of motor vehicle users. The use of turn bans and one-way systems, however, does not allow for permit holders to be exempt. This would disadvantage Blue Badge holders. Overall levels of traffic reduction would still not be low enough to allow an optimal design of Pembury Circus.

E. Alternative locations and timings for the Bus Gate. A total of 4 alternative bus gate locations were analysed including:

Option (a): Mare Street between the junction with Graham Road and the junction with Amhurst Road

Option (b): Mare Street, between the junction with Amhurst Road and the loading bay outside Iceland

Option (c): Amhurst Road between the junction with Brett Road and the junction with Mare Street

Option (d): Amhurst Road and Mare Street between the junction with Brett Road and the junction with Graham Road

One critical consideration was the need to allow for access to Bohemia Place, the bus garage and the Iceland loading bay. So option (d) was taken forward as the preferred option.

6. **BACKGROUND**

- 6.1. In 2018 Hackney was initially allocated funding by TfL's Liveable Neighbourhood programme. Following early consultation and feasibility, proposals originally proposed in the bid included:
- Traffic reduction in the town centre on Amhurst Road.
 - Redesign of Pembury Circus to aid road safety and reallocate road space for cyclists and pedestrians.
 - Enhancements to Mare Street, north of Town Hall Square, including the provision of cycle lanes (during modelling, this element was assessed to be unfeasible at this time).
 - Improvement of the pedestrian access to Hackney Central Station.
 - Package of supporting measures for residents and businesses.
- 6.2. In order to gain approval from TfL to do these projects an extremely detailed explanation and analysis of the project was created in the form of a 'Gate 2' submission to TfL. This submission included:
- i. Healthy Streets Checks.
 - ii. Outputs of transport models.
 - iii. Cycle Route Quality Criteria Assessment.
 - iv. Equality Impact Assessment.
 - v. Road Safety Audits (Stage 1).
 - vi. High level Project Programme.

The submission was organised around the the following themes:

- Strategic Case – the case for change.
- Economic Case – Qualitative assessment of the preferred options.
- Commercial Case – Defined procurement and contractual mechanisms that enable the delivery of the preferred option.
- Financial Case – Estimated final cost and a demonstration of affordability.
- Management Case - Proposed management and delivery mechanisms.

The Gate 2 submission was completed and submitted to TfL just at the point when the Covid-19 pandemic prevented formal approval. The Gate 2 submission is available at hackney.gov.uk/transport-in-hackney

- 6.3. The impact of Covid on TfL's financial position led to TfL suspending the Liveable Neighbourhoods programme just after the station entrance project was committed.
- 6.4. Following the removal of the TfL funding, alternative sources were pursued and in January 2023 it was announced that a bid to the Levelling Up Fund (LUF) was successful.
- 6.5. In April 2023 Cabinet agreed to accept the funding from the Levelling Up Fund for the purpose of fulfilling the work as set out in the bid.
- 6.6. The LUF bid is based on the original Liveable Neighbourhoods proposals, though with design of the urban realm improvements to Mare St and Amhurst Road now more comprehensive. Traffic modelling assumptions have been tested using more recent data to try to account for changing traffic patterns after the pandemic.
- 6.7. Although now not funded by TfL, the project still impacts the strategic road network. TfL's support is therefore still required, and their Gateway governance procedure will be used as a guide. Close contact will be maintained with TfL and the project will be reported to their Roadspace Performance Group (RSPG) in January 2024.
- 6.8. This report focuses on the transport component of the LUF funded work. The LUF programme contains other urban realm improvements such as Town Hall Square and there are several other major projects in the Hackney Central town centre area at various stages. These will be reported separately. These projects will be aligned, but are not dependencies.

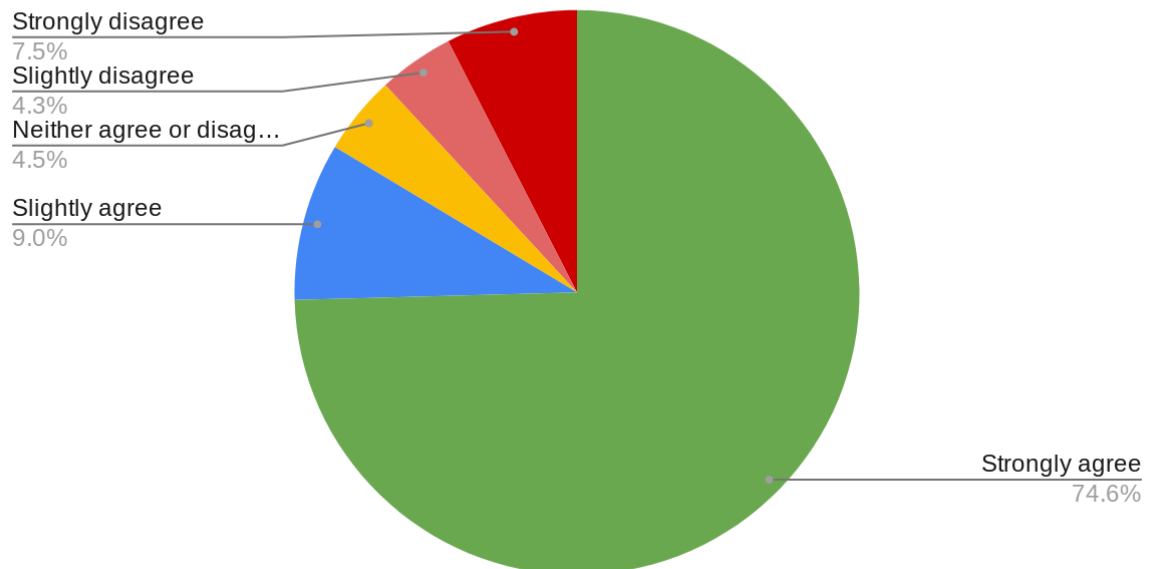
7. **CONSULTATION**

- 7.1. Pre-implementation consultation is a statutory requirement for Traffic Orders and involves publishing public notices and consulting statutory consultees as set out in relevant legislation and regulations. However, because this area is so important to the Borough and has its own masterplan, special consultation has taken place regarding the overall opinions of this area.
- 7.2. A full communications and engagement plan has been prepared and will be constantly updated as the scheme progresses. The current version is included as Appendix C.

- 7.3. In July 2019, the Council launched the ‘Moving around Hackney Central’ project under the umbrella of the Hackney Central Conversation campaign with the aim of gathering residents’ and businesses’ views about the area, key local challenges and to collect ideas on the Liveable Neighbourhood scheme. Several workshops took place and the project was hosted on the Commonplace community engagement platform.
- 7.4. Details of the findings of this are available online but overall there was very strong support for action in this area and large-scale dissatisfaction with the current amount of traffic in the area as shown in Figure 1.
- 7.5. The presence of vehicular traffic - both private and public - and the poor design of the streetscapes are mentioned as having a severance effect on Hackney Central with some referring to the area as disjointed.

Figure 1: Graph taken from Moving Around Hackney Central report

To what extent do you agree with our aspirations to reduce motor traffic in the area?



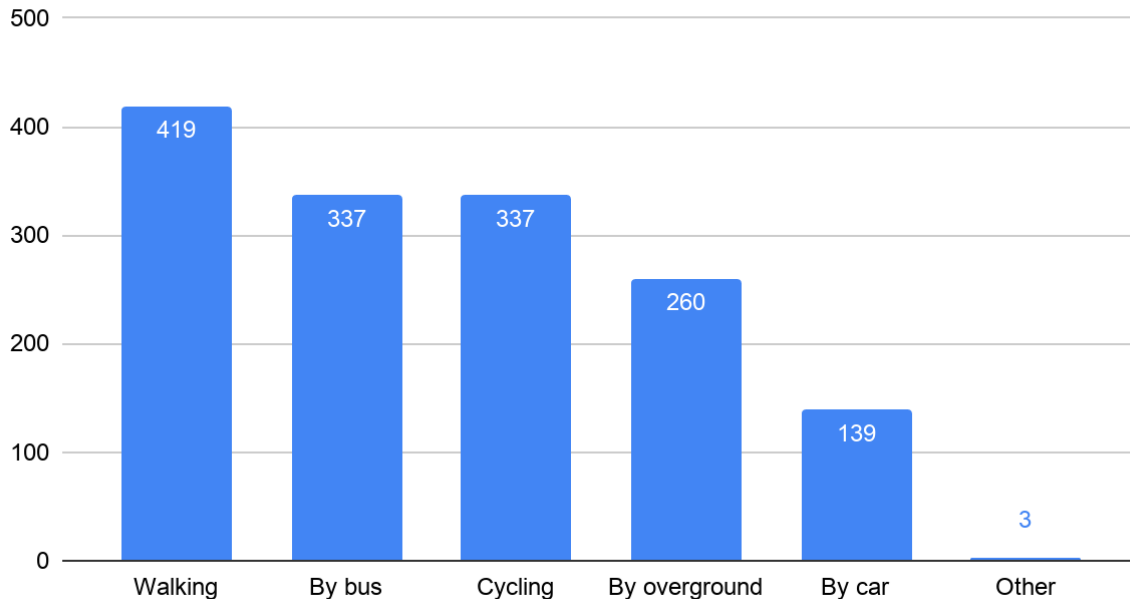
- 7.6. Suggestions for improving the area focused on redesign of junctions throughout the area and reduced traffic levels in/ through the area.
- 7.7. Pembury circus drew particular criticism with comments such as “confusing orientation...its a ‘maze’...lethal...short signaling times... unnavigable crossing

spaces...vehicles mounting kerbs”.

- 7.8. Figure 2 highlights the importance of walking as a method of travel for the respondents.

Figure 2: Response from Moving around Hackney Central

How do you travel to or within this area?



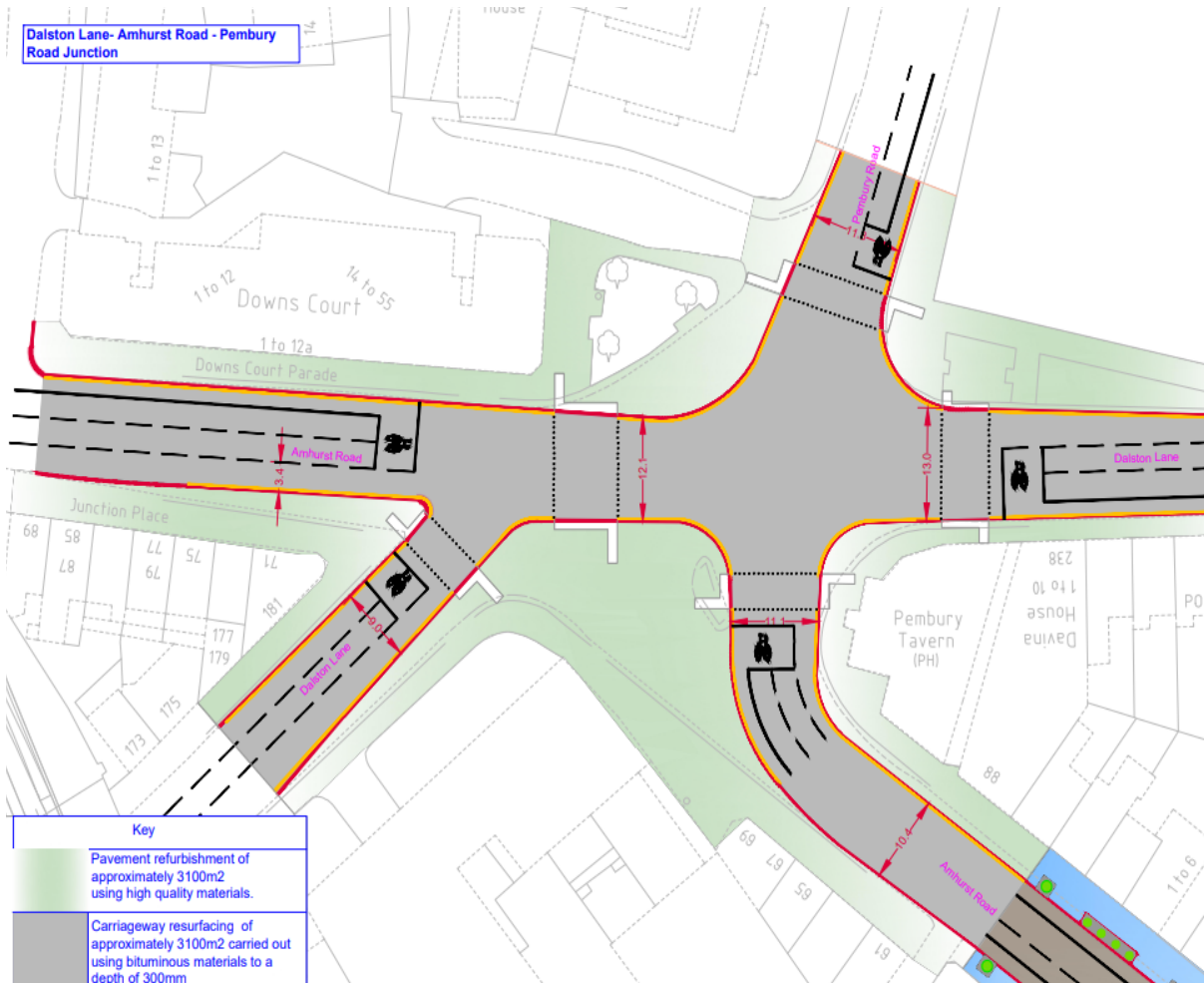
- 7.9. Substantial ‘co-design’ will take place in which members of the public are actively engaged in the proposals for this area. This has been found elsewhere to improve designs but also improve public acceptance of projects.
- 7.10. Special attention will be paid to groups most affected by any change. For example the Marcon and Pembury area housing groups will be engaged in direct discussions. Bus and train users will also receive direct contact. Events including on-street conversations, outdoor stalls and online surveys will take place. Groups and associations will be invited to have direct contact with local members and the Cabinet Member for Climate Change, Environment and Transport.

8. **OUTLINE PROPOSALS**

- 8.1. Proposals for Pembury Circus will be developed with the help of specialist consultants. Experts in traffic modelling and junction design will scrutinise various combinations of location and signage. Full surveys of underground services are currently being conducted and detailed traffic movements studied. But for the

purposes of demonstrating the type of scheme possible, the initial design is likely to have similarities to figure 3 below.

Figure 3: Indicative design to illustrate one option to be tested for Pembury Circus

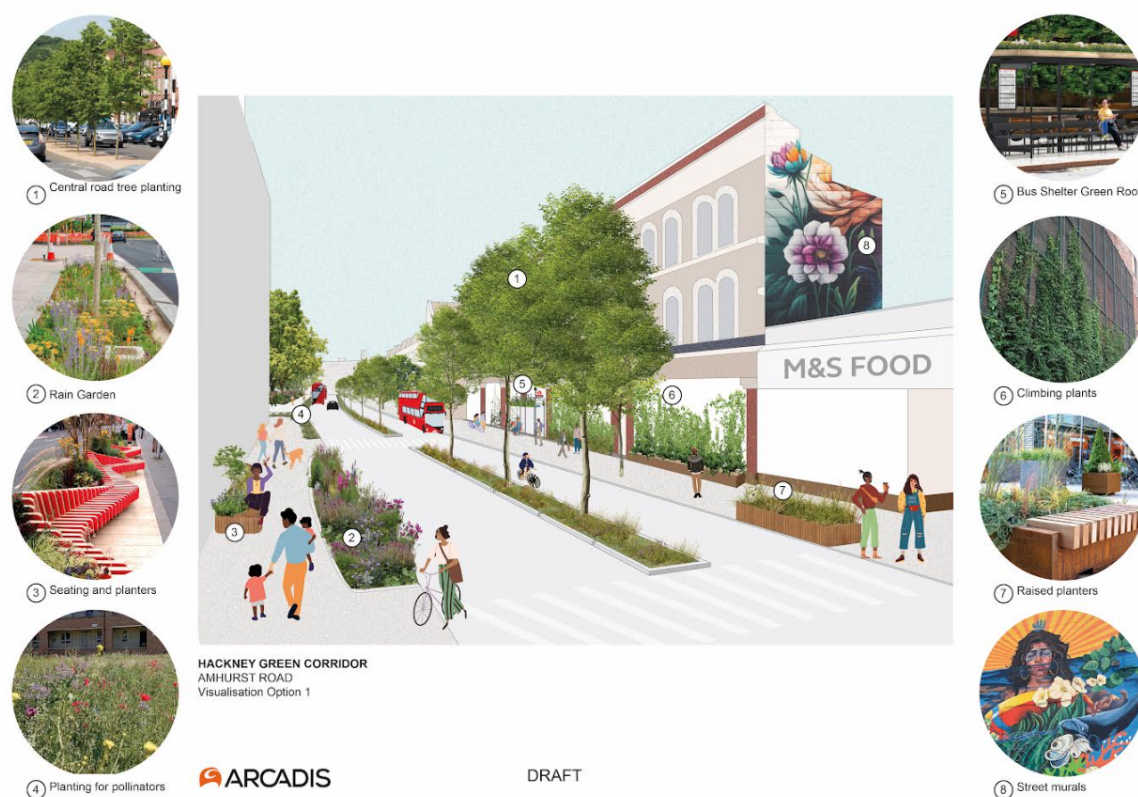


- 8.2. The Green Corridor will be designed by urban designers and landscape architects of the highest calibre working in cooperation with local residents.
- 8.3. Details will be decided at the design stage and will be influenced by co-design with local people but the aim is for:
 - i. 250 new trees.
 - ii. 2300 m² of planting (approximately equivalent to 10 tennis courts).

iii. 3 degrees celsius of cooling as a result.

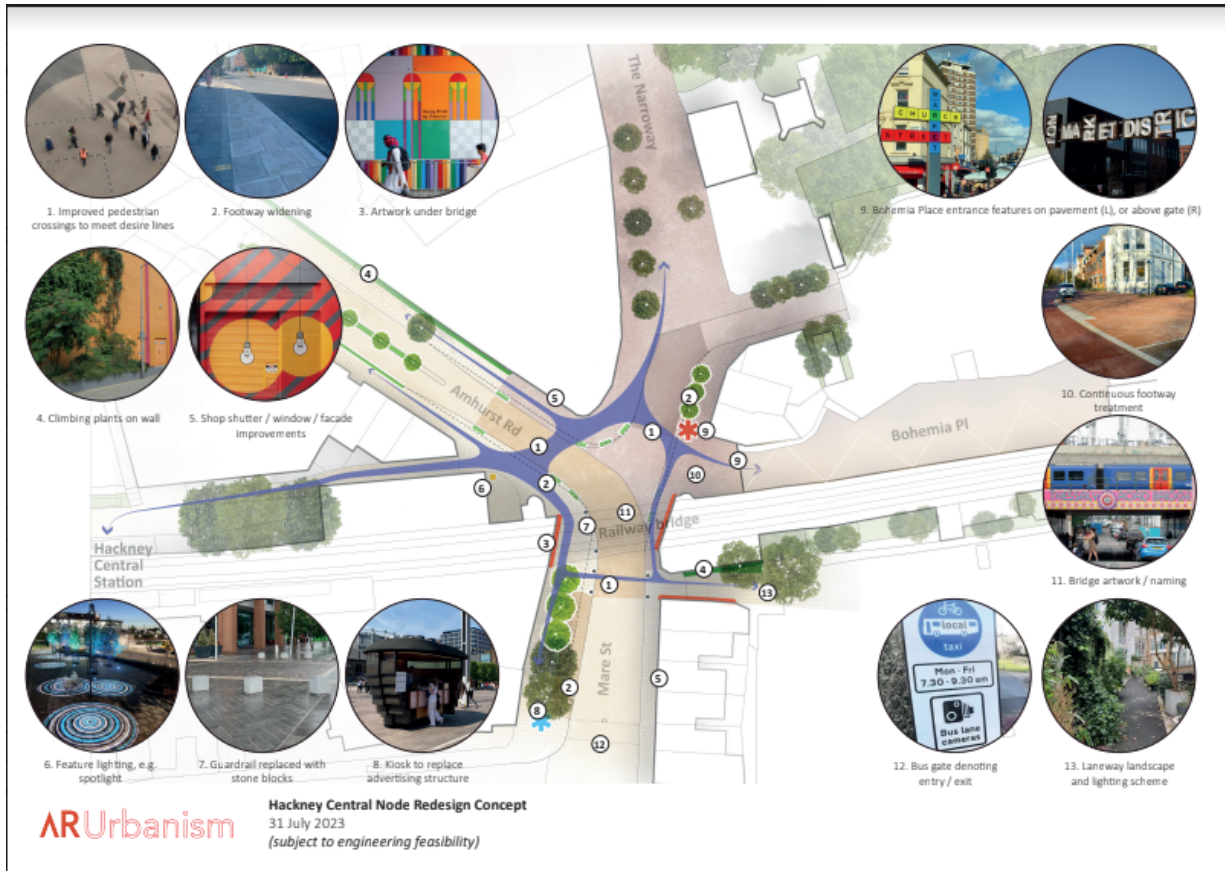
8.4. Significant budget is to be devoted to high quality items such as the purchase of mature trees, in recognition of its transformative potential. Definitive proposals for this will also depend on underground surveys and also will be materially influenced by co-design with the public. However, some of the inspirational ideas to help guide this co-design are shown in Figure 4 below

Figure 4: Example of an inspiration board to be used with public co-design exercise



8.5. An important location for improvement is the connection between Hackney Central station and the Narrowway. Detailed design of this will take place once other parts of the scheme have been clarified and will again involve co-design. A priority for this area will be to make the pedestrian environment safe and direct. Once again a final design will depend on user input but as an indication, Figure 5 below shows the kind of ideas that can be explored.

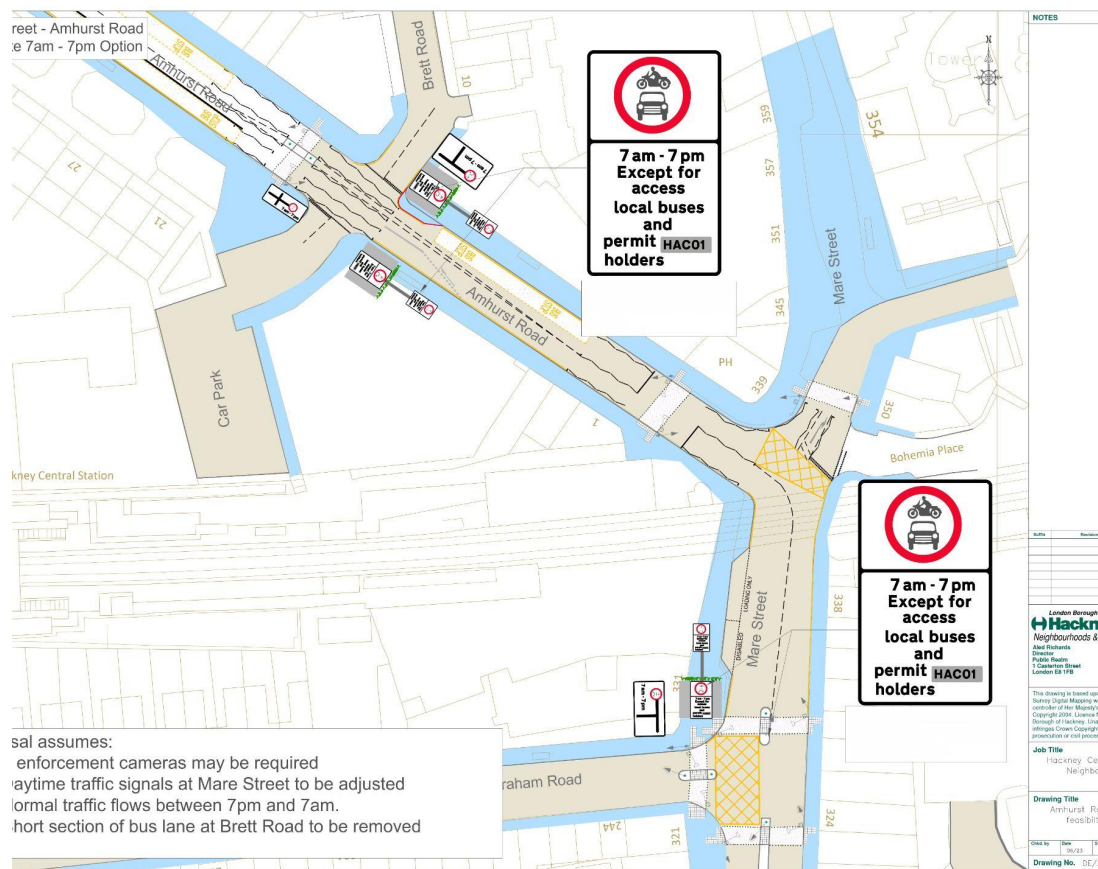
Figure 5: Example of stimulus material to be used to guide public co-design exercise



Traffic Arrangements - Bus Gate

- 8.6. The preferred option for the location of the bus gate is as shown in Figure 6 below, though the kerbline details will vary as the improvements to the Narrow Way to Hackney Central area are made.

Figure 6: Preliminary design for Bus Gate along Amhurst Road



- 8.7. The recommendation is for a 7am-7pm timed restriction for general through-traffic. Although a 24 hour scheme would have many advantages, the aim is to restrict traffic as much as is necessary to achieve the improvements at Pembury Junction and Amhurst Road corridor, while limiting the impact on local residents who rely on motor vehicle journeys and to enable options for visitors to the night time economy, the conclusion is that the restriction should be similar to the one used on Stoke Newington Church Street in that it will apply from 7am to 7pm. There will be exemptions for emergency services, waste collection and companion badge holders (blue badge holders who are Hackney residents and

registered for a companion badge), as well as vehicles accessing properties between the point closures. This will be achieved through the use of a permitting system.

- 8.8. An important part of the design will be to ensure that traffic signals are optimised for buses. The aim will be to use the best possible technology to provide for buses as near as possible to a “green wave”, thus further improving bus journey times.
- 8.9. Importantly, and in a change to existing policy, access by those using London Taxicards will be allowed for specific journeys when passing through the enforcement cameras in the areas currently allowing blue badge holders access. This depends on technology availability but Hackney is leading a London-wide initiative for this that is expected to be ready in advance of the scheme completion.
- 8.10. There will be a set of twinned enforcement cameras that will be capable of determining which vehicles have gone into Bohemia Place or stopped for loading.

Construction Planning

- 8.11. Detailed design of Pembury Circus will start immediately. Drawings to form part of the co-design process for the Green Corridor will also start now in order to allow time for co-design.
- 8.12. In recognition of the need to allow users of this area to get used to the proposed changes, there will be considerable attention paid to the need to maintain best possible access through the area during the construction period. In particular bus movements will be prioritised during periods when it may be necessary to close the road to other users. High quality semi-permanent signage and barriers will be used alongside a communications plan to help local people and businesses.
- 8.13. A clear target for the construction plan will be to ensure that businesses continue to receive current (or greater) levels of footfall. Also that the entire scheme should develop in a staged manner such that all road users have plenty of time to get used to the changes and to understand the benefits.

9. **PROJECT TIMELINE**

9.1. Key project milestones include:

- i. Green Corridor co-design: January 2024.
- ii. Pembury Circus detailed design complete: September 2024.
- iii. Construction starts: September 2024.
- iv. Construction ends: December 2026.

9.2. Note that this is an ambitious timescale given the amount of co-design and the need to accommodate underground services and cabling.

9.3. The most ambitious programme takes us beyond the period for which the Levelling Up Fund was originally scheduled. Though it should be noted that the funding announcement was delayed by approximately 6 months so it is uncertain the extent to which the central government will allow extensions.

9.4. A full project plan has been prepared and will be updated as the scheme progresses.

9.5. There will also be an overall project plan for all of the LUF schemes and a dedicated project manager has been procured for this project to help make sure all milestones are achieved on time and on budget.

10. **IMPACTS OF PROPOSALS**

10.1. The primary positive impacts would be on local resident's ability to move around their area (either by walking and cycling), to improve road safety, environmental conditions and health.

10.2. Health outcomes in Hackney Central are worse than London as a whole, with male and female life expectancy 1 and 3 years lower respectively and rate of long term limiting illness, 6 percentage points higher than the London average (47% v 41%). Health inequality here is also poor. Air quality and inactive lifestyles are key contributors to this.

10.3. It is the case that some residents will face detours for some of their journeys when travelling by car. Investigations are ongoing into options, such as easing of turn bans, that will reduce the most excessive diversions. On balance, however, it is believed that the benefits of the scheme for the majority of people outweigh the

disadvantages to a smaller number of motor vehicle users.

- 10.4. In September 2022, an average daily flow on Amhurst Road in both directions amounted to 11,311 vehicles. Detailed traffic modelling has been carried out and the impacts have been scrutinised and conclusions agreed with TfL. This modelling shows rerouted traffic because of the bus gate and change in layout at Pembury Circus results in approximately 30% reduction of demand at Pembury Circus. At other primary junctions within the model, demand is also reduced by up to 25%. The only exception is at Dalston Lane / Graham Road junction where demand increases by approximately 5% in the AM.
- 10.5. Probable routes for diverted traffic have been considered. Modelling suggests increased demand from rerouting on Urswick Road, Homerton High Street and Graham Road. The scale of these increases are estimated to be in the order of between 200-500 vehicles in the peak hour on Urswick Road and between 150-300 in the peak hour on Graham Road, although these figures are estimates based on computer modelling. Further analysis will be conducted as part of the detailed design process and will be considered in the Delegated Powers Decision Reports that will be completed before each major stage of construction work.
- 10.6. Recent experience, for example with Stoke Newington Church Street, suggests that diverted traffic will be less than anticipated and all potential routes will be carefully monitored as per current monitoring plan (Appendix D). It is accepted that schemes such as this one have an uneven distribution of benefits, with some roads benefiting more than others. It is considered that on balance, the benefit of the scheme outweighs the negative and that while some residents, such as those on Graham Road, may see an increase in traffic on their road, the scheme is part of the efforts to reduce general traffic by encouraging people to change their mode of travel.
- 10.7. The measures are likely to have only very limited and localised impacts on residential parking, apart from along Amhurst Road. Access will be maintained to all properties as it is not long lengths of road that are being closed but only at a specific and localised section.
- 10.8. As with previous schemes (Stoke Newington Church Street) a full monitoring programme will take place. This will be guided by a monitoring plan. See Appendix D for the current monitoring plan.
- 10.9. Air quality is monitored on an ongoing basis across Hackney and this will be continued. Enhanced monitoring in this area is scheduled and will enable

changes to be estimated with increased accuracy. In addition to the current network of air quality monitors within Hackney, there will be implementation of a number of additional monitors to expand the network of air quality modelling. This will help capture the long term trends and impacts that the scheme will have.

- 10.10. Confusion of drivers is possible at the start of the project. This has arisen at many local projects and generally settles down quickly. Extensive advance signage, permanent and temporary (including electronic) will be used.

Health and Human Rights of Other Residents

- 10.11. 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. 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 a safe and healthy environment for the majority users of this area who travel on public transport or on foot or bicycle.

Equality Impact Assessment

- 10.12. When considering whether to implement any scheme, including modal filtering, local authorities must ensure that they comply 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 Equality Impact Assessment (EQIA) for the Hackney Central Liveable Neighbourhood, which stresses 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.

Risk Assessment

- 10.13. As with any project there is a risk of unintended or unforeseen consequences. Mitigation for this risk has included extensive computer modelling, and extensive

monitoring will take place during temporary restrictions during construction which will act as a demonstration of potential impacts.

- 10.14. The relationship between government announcements and actual funding does mean there is a risk of either government funding being curtailed and/or market prices for construction rising to the point where the grant will not be sufficient. A full project plan is being developed, with options for additional officer or contractor input. The grant application lists the completion of the LUF funded project elements by March 2025 and design and construction alone is expected to take up to 3 years. Close contact is therefore being maintained with the funders.
- 10.15. A further risk to the Council with these proposals is reputational as, although every effort is being made to ensure fair treatment of all road users, there may be some who choose to see this project as favouring one mode or another.

11. **COMMENTS OF THE INTERIM GROUP DIRECTOR, FINANCE**

- 11.1. This report seeks approval to make and implement Traffic Management Orders outlined in section 3.
- 11.2. The proposed measures were originally proposed to be funded by TfL but will now be funded from the Hackney Central Levelling Up Fund. It is considered that these measures will be funded in full from this fund and that no recourse will be needed from the developing the borough infrastructure capital budget.
- 11.3. More detailed cost calculations of the other Hackney Central Streetscene projects will be included in the Delegated Powers Decision Reports that will be completed before each major stage of construction work.
- 11.4. **VAT Implications on Land & Property Transactions**
- 11.5. Not applicable

12. **COMMENTS OF THE ACTING DIRECTOR OF LEGAL DEMOCRATIC AND ELECTORAL SERVICES**

- 12.1. The Council's powers to implement the measures proposed in this report are set out in the Highways Act 1980 (HA80) and Road Traffic Regulation Act 1984 (RTRA) and will require the making of new Traffic Management Orders (TMO).
- 12.2. In making such Orders, the Council must follow the statutory consultation procedures set out in the Local Authorities Traffic Orders (Procedure) (England

and Wales) Regulations 1996. The said Regulations, prescribe inter alia, specific publication, consultation and notification requirements that must be strictly observed. It is incumbent on the Council to take account of any representations made during the consultation stage and any material objections received to the making of the Order, must be reported back to the decision maker before the Order is made.

- 12.3. Any person may, within 6 weeks, apply to the High Court to question the validity of a permanent order, but an order may not otherwise be questioned in any legal proceedings whatsoever.
- 12.4. The network management duty in s.16 of the Traffic Management Act 2004 is a continuing duty and the authority is obliged pursuant to s.17 TMA 2004 to keep its performance of the network management duty under review.
- 12.5. A Key Decision is a decision which is defined in the Local Authorities (Executive Arrangements) (Meetings and Access to Information) Regulations 2012 as an executive decision which is likely to:(a) Result in the Council incurring expenditure which is, or the making of savings which are, significant having regard to the Council's budget for the service or function to which the decision relates; or (b) Be significant in terms of its effects on communities living or working in an area comprising two or more wards in the area of the Council.
- 12.6. This decision is a key decision as it is significant in terms of its effects on communities living or working in an area comprising two or more wards. Cabinet are authorised to approve the recommendations set out in part 3 of this report

APPENDICES

- A. Extract from Emergency Transport Plan
- B. Equalities Impact Assessment
- C. Communications & Engagement Plan
- D. Monitoring Programme

BACKGROUND PAPERS

None

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APPENDIX A: Extract from the Emergency Transport Plan approved by Cabinet September 2020

2.5 Hackney Central

2.5.1 Hackney Central is a busy and thriving town centre and an important transport hub. Hackney Central is home to a number of essential shops as well as non-essential shops which have commenced reopening from June.

2.5.2 The Narrow Way (northern end of Mare Street) is pedestrianised and therefore is already well suited to social distancing. However, the surrounding approaches to the Narrow Way are busy roads that carried high volumes of traffic pre-lockdown and pavements were already crowded, for example on Amhurst Road between Hackney Central station and the Narrow Way.

2.5.3 The Council has been successful in a bid for a Liveable Neighbourhood scheme for Hackney Central. The objectives of the LN scheme are:

- to reduce traffic in the area
- to improve pedestrian facilities
- to enhance cycle access into and through the area
- to improve bus service speed and reliability
- to enhance public realm in the area
- to improve access to Hackney Central station
- to improve air quality
- to improve the sense of place for Hackney Central
- to reduce road user casualties

2.5.4 Substantial background work has been undertaken including extensive traffic modelling of the initial ideas, economic surveys, public perception survey, analysis of pedestrian and cyclist movement and a delivery and servicing study to examine freight needs. Public engagement was undertaken in 2019 which established the views of the public on the challenges and aspirations for the area.

2.5.5 In the post-lockdown recovery, the Liveable Neighbourhood objectives are more relevant than ever and entirely consistent with the objectives set out by TfL in the LSP. As part of this Plan we are seeking to deliver a 'Streetspace' post-lockdown solution for Hackney Central that will achieve as many of the Liveable Neighbourhood objectives as possible, while prioritising the Streetspace needs. However, the initial bids through LSP were required to be submitted by 19 June and



plans were not ready at that time for submission. We are continuing to develop the plans for Hackney Central to enable applications to be made for future rounds of LSP funding.

2.5.6 Initial proposals for Hackney Central are to:

1. Implement a bus gate on Amhurst Road/ Mare Street that will reduce through traffic, free up space for pavement widening and improve conditions for walking and cycling;
2. Widen pavements on Amhurst Road and Mare Street to enable social distancing and reduce congestion at pinch points, and;
3. Supporting measures such as closures on local streets to avoid creating new rat-runs.

In the longer term, ambitions are to further improve walking and cycle conditions in the wider town centre including the Graham Road junction. However, in the short term we will be mainly focusing on reducing the amount of traffic in this town centre and accommodating social distancing requirements as more shops open up.

Bus gate in Hackney Central

2.5.7 A number of options have been considered with variations on the location and operational hours of the bus gate. Enforcement of the bus gate would be through cameras. The proposed option for the location of the bus gate is between Graham Road and the rail bridge. This would be closed to all motor vehicle traffic except buses. Traffic coming from the south can use the junction of Graham Road/Mare Street to turn away from the bus gate. From the north (Pembury Circus), signage would make clear that there is a restriction ahead and divert traffic at Pembury Circus to reduce traffic, except for access, from entering Amhurst Road.

As of the time of publication of this report, further detailed design is ongoing and the plans below should be taken as indicative at this stage.

Figure 9: Option for Hackney Central Bus Gate

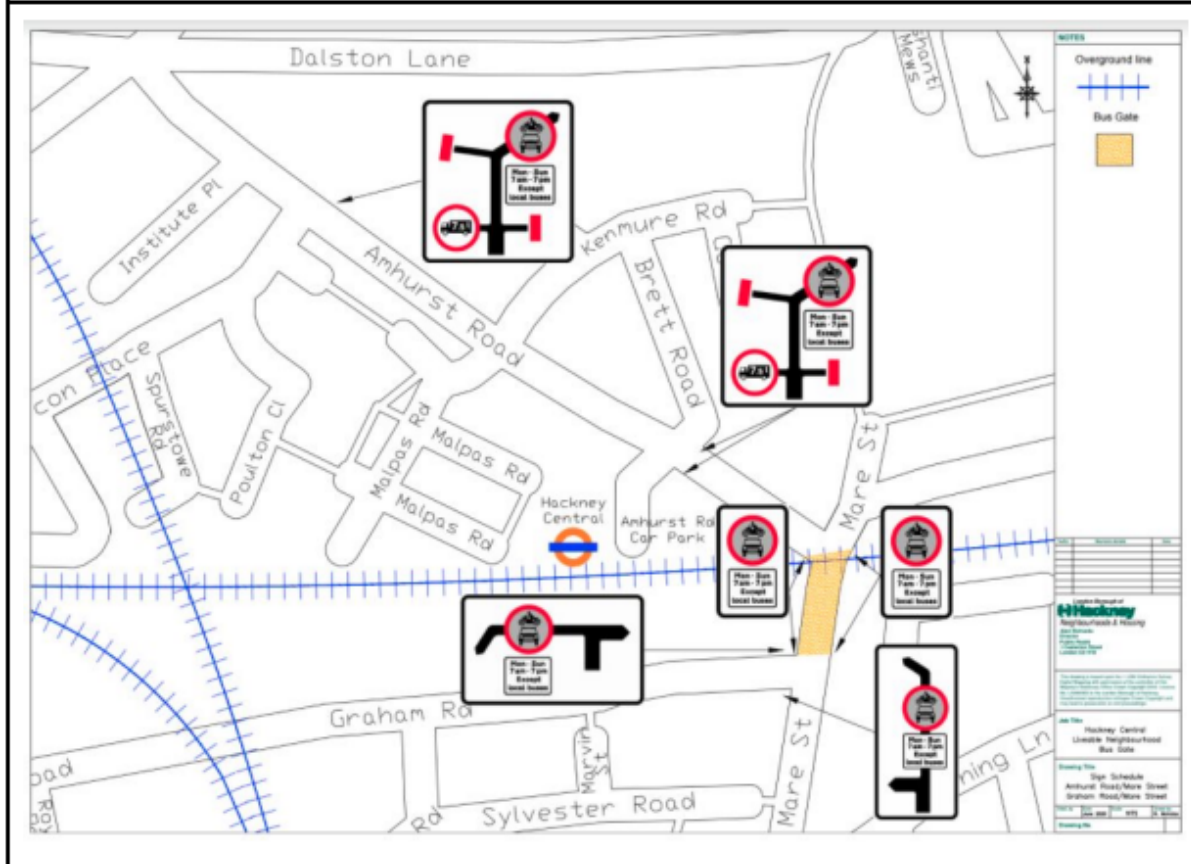


Figure 9: Option for Hackney Central Bus Gate

Hackney Central Bus Gate: Hours of operation

2.5.8 Subject to detailed assessment, it is currently proposed that the operational hours of the 'bus gate' are 7am-7pm, Monday-Sunday. This will traffic calm the area during the main commuting as well as shopping hours. Analysis of the Delivery and Servicing Study shows that 58% of servicing activity takes place between 7am and 7pm. Local businesses would be required to amend their hours of servicing. However, it is considered that there is sufficient flexibility to meet the servicing needs of businesses in this section of Mare Street. In the longer term a permit system could be introduced which could provide scope to extend the hours of operation of the bus gate. The 7am-7pm operational hours would capture the most benefits for pedestrians and cyclists and best enable social distancing for the main commuting and shopping hours.

2.5.9 The Delivery and Servicing Study shows that the majority of loading/unloading



is done by vans, Light Goods Vehicles (LGVs) and small Heavy Goods Vehicles (HGVs). However, larger lorries could also visit the loading bay located on Mare Street outside Iceland. It is important that access to the loading bay is facilitated, either through a permitting exemption, limiting the hours of the bus gate or taking the loading bay out of the bus gate.

Hackney Central: Pavement Widening

2.5.10 The introduction of a bus gate on Amhurst Road/ Mare Street provides the opportunity to reduce the space available to motor traffic on Amhurst Road. A range of options would be developed such as widened footways, cycle lane and public realm enhancements such as trees and planters. The location and type of measures would also need to consider space for passengers queueing to enter Hackney Central station.

Hackney Central: Benefits to cycling

2.5.11 The proposed bus gate would provide a much improved environment for cycling through the town centre. Video surveys show that the right turn from Mare Street into the Narrow Way is hazardous for cyclists and this manoeuvre would be improved by the bus gate at this location.

2.5.12 Currently, Quietway 2 provides a north-south route between London Fields and Waltham Forest. This route avoids Hackney Central town centre by taking backstreets and the Church Path in St. John's Gardens. This Church Path is very narrow and does not allow for social distancing between cyclists and pedestrians. Reducing traffic on Mare Street/Amhurst Road would encourage cyclists to use the Narrow Way/Mare Street as an alternative to Quietway 2, providing a more direct route for longer journeys. Work would need to be done to discourage speeding cyclings and to ensure pedestrians in the area feel safe

2.5.13 Additional cycle parking would be included in the scheme which will support greater use of cycles.

Hackney Central: Supporting Measures

2.5.14 Road closures in the local neighbourhood would be needed to support a bus gate. Some of these are already part of the LTN works (see below) for which we have been allocated LSP funding. The following four would be recommended as part

of supporting the Hackney Central scheme.

Table 3: Hackney Central - Supporting Closures

Table 3: Hackney Central - Supporting Closures

Street/ Area	Proposed measure	Reason
Wayland Avenue near junction with Sandringham Road	Point-closure, Experimental Order	Removes traffic avoiding Pembury Circus (funded through the LSP LTN programme)
Marcon Place near junction with Spurstowe Terrace	Point-closure, Experimental Order	Removes traffic avoiding Pembury Circus (funded through the LSP LTN programme)
Navarino Road south of Navarino Grove	Point-closure, Experimental Order	Cuts rat-runs between Graham Road and Dalston Lane
Greenwood Road South of Fassett Road at the bridge	Point closure, Experimental Order	Cuts rat-runs between Graham Road and Dalston Lane
Fassett square	Point closure, Experimental Order	cuts rat-runs between Graham Road and Dalston Lane

Hackney Central: Pembury Circus

2.5.15 The Liveable Neighbourhood scheme also sought to develop proposals for the redesign of the Pembury Circus junction. The aim is to greatly enhance road safety and provide a much better experience for pedestrians and cyclists. However, modelling has demonstrated that traffic flows would need to be reduced through the junction if pedestrian facilities are to be substantially improved. The potential bus gate in Amhurst Road would therefore both enable the junction to be upgraded and the Town Centre area improved for people to move around on foot or by bike.

2.5.16 Linked to enhancements to Amhurst Road, a redesigned junction could allow



much better links to the wider cycle route network (see Strategic Cycle Route section below). There is s106 funding to support the redesign of the junction. As part of the investigation we will liaise with TfL regarding all of the neighbouring roads affected by any change here, including consideration of the impact of measures on their roads such as the existing banned right turn on Graham Road at the junction with Dalston Lane.

APPENDIX B: Equality Impact Assessment

1 Equality Impact Assessment (EQIA)

1.1 An equality impact assessment (EqIA) is a process designed to ensure that a policy, project or scheme does not unlawfully discriminate against any protected characteristic. This section describes how we ensured that the design for each scheme serves all users.

1.2 Equality is a fundamental part of the aims of the scheme. The Mayor of Hackney's Priorities are:

- Fairer: Working and campaigning to keep Hackney a place for everyone with genuinely affordable homes, job opportunities, and excellent schools; where everyone can play a part, and where tackling inequality is at the heart of what we do.
- Safer: Making Hackney a place where everyone can feel healthy and safe, at home, at work, and on streets, parks, and estates.
- More sustainable: Making Hackney an economically, and environmentally sustainable place, with strong, cohesive, and diverse communities.

1.3 In order to achieve this, our Equality Objectives, as set out in our Single Equality Scheme 2018-22 are:

- Increase prosperity for all and tackle poverty and socio-economic disadvantage
- Tackle disadvantage and discrimination that is linked to a protected characteristic
- Build a cohesive and inclusive borough
- Embed preventative approaches across the Council
- Create an inclusive and diverse workforce.

2 The Equality Act

2.1 Hackney Council and its delegated authority decision-makers must comply with the Public Sector Equality Duty set out in Section 149 of the Equality Act (2010), which requires us to have due regard to the need to

- eliminate discrimination, harassment, victimisation or any other conduct that is prohibited by or under the Equality Act 2010;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

2.2 As part of our decision-making process on the proposal for each scheme, due consideration has been given to the impact on all people within a protected group as defined by the act. The different groups covered by the Equality Act are referred to as protected characteristics:

- age;
- disability;
- gender reassignment;
- pregnancy and maternity;
- race;
- religion or belief;
- sex;
- sexual orientation.

2.3 The Act goes on to say Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to—

- remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
- encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

2.4 Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to—

- tackle prejudice, and
- promote understanding.

2.5 This section has also given consideration to people experiencing or at risk of poverty, as although this is not a protected group, it is a strong component of Council priority.

3 Process Followed in this Equality Impact Analysis

- 3.1 An EqlA has been done specifically for the purpose of evaluating the proposal included in the Cabinet Report.
- 3.2 Officers have ensured that all impacts on protected characteristics have been considered at every stage of the development of this proposal. This has involved:

Stage 1: Data and Evidence Gathering

The first stage of ensuring that protected groups are fully understood and appreciated is to find the best possible available data and evidence. This includes:

- Collecting together the best possible data and evidence on the general needs of each group.
 - Using that information to understand the particular impact of traffic management schemes on each group.
 - Reference to ward-specific data then tests the extent to which variation from average profiles requires a different approach.
- 3.3 This is done by reference to available research, preferably at ward level but if unavailable then at Borough or London level. This is clarified and confirmed by consultation feedback which is sought from representatives again at ward, Borough or London level. Engagement should be seen as ongoing and all opportunities taken to consult and learn from people with protected characteristics.

Stage 2: Site Specific Considerations

- 3.4 An important part of the process is to ensure that the design proposals are suitable for all members of the community and in particular protected groups. This includes the following key actions:
- anticipating the consequences of the detailed proposal on these groups and the locations that are of most importance to them, and
 - making sure that, as far as possible, any negative consequences are eliminated or minimised.

Stage 3: Monitoring and Enhancement

- 3.5 The Equality Act is keen to see active promotion of integration, and that it should be seen as an ongoing process and not a single action. This means that the Council should
- Maximise opportunities for promoting equality.

- Ensure that the EQIA will be kept under review and updated throughout the decision-making process.

4 Links between Equality and Traffic Management

4.1 A full analysis has been done in which knowledge about protected groups and their travel patterns has been examined from a variety of sources. This in particular considers what will be the general impact of a scheme that reduces car use on the majority of streets with some potential increase on others. This knowledge base is available [here](#). This suggests the following key points:

- The benefits of reduced car use include improved air quality, safer streets and increased health. All of these strongly benefit all road users.
- At the aggregate level, all of the protected groups do, as far as evidence is available, appear to have lower car use than the population average.
- Groups that tend to have lower incomes and higher health needs will benefit even more from reduced car use.
- Some groups will have a higher reliance on driving a private car. Others will use taxis or rely on car-bound visitors and carers. It is important to recognise this and if necessary to put in place measures to mitigate their specific difficulties.
- Benefits will vary within groups and even within individuals. Some people may be disadvantaged whilst driving but gain substantially when they are walking or cycling.
- Most Hackney residents (around 70%) do not have a car. This should be considered when appraising the impact on any group.
- The overall impact is almost certainly in every case going to be positive for the whole population and will, if anything, be disproportionately beneficial to people with protected characteristics.

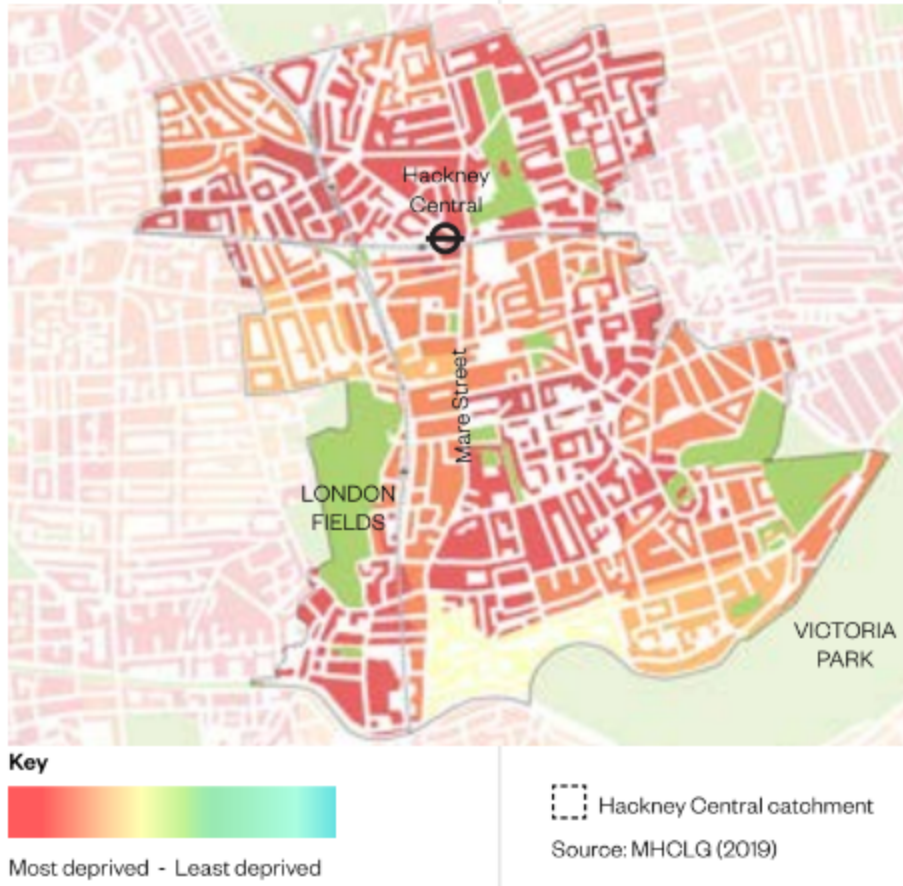
4.2 These summaries of the available data have been used as an integral part of the design process in establishing the overall objectives of the scheme. The proposals are designed to benefit the majority of people in all user groups whilst minimising any disadvantage, especially to those groups who are protected by the Equality act.

5 Area-Specific Data

5.1 The next sections consider whether a variation at the detailed level is necessary for this particular scheme.

5.2 Data is not always available at a level which can establish the precise impacts on every household. For the purposes of this review reference has been made to census data and to available ward-level information.

5.3 Level of overall deprivation are high in this area as shown in the figure below:



5.4 Key Characteristics are as shown in the box below: With more details available at <https://hackney.gov.uk/hackney-ward-profiles>

Hackney Central

- Hackney Central Ward lies in the centre of Hackney. At the time of the 2011 census it was home to 12,381 and in 2021 12,600 people.
- The Town Hall, Hackney Empire and Hackney Picturehouse are to be found along Mare St, its main thoroughfare.

- The profile shows that Hackney Central's population has a greater proportion of adults aged 25-59 and fewer children than Hackney. It has proportionately more black residents than the Hackney average.
- The ward has a greater proportion of multi-adult and lone parent households but fewer couples with children than Hackney as a whole.
- In 2021, nearly half of households in Hackney Central live in social rented housing.
- Over 60% of the working-age population is in work.
- Residents of Hackney Central report poorer levels of health than the borough average.

Homerton

- Homerton Ward lies on the Eastern side of Hackney. At the time of the 2011 census it was home to 11,655 people and at 2021 there were 13,900.
- The ward includes Homerton Hospital and Sutton House, which was built in 1535 and is believed to be the oldest house in East London still standing.
- The profile shows that Homerton's population has a similar age profile to Hackney's, but is more ethnically diverse, with proportionately more black people and fewer white people than average.
- The ward has more single person and lone parent households than the borough average. The proportion of Homerton's households living in social housing is considerably higher than the borough average.
- Homerton's economic and social profiles show that qualification levels are lower, but more people are in full time employment and fewer are unemployed than average for Hackney.
- In 2021, 64.4% of Homerton's adults were in work.
- Homerton's residents enjoy around the same levels of health as Hackney overall.

DALSTON

- Dalston Ward has a higher proportion of adults aged between 25 and 49 than both the borough average and London and national figures.
- Dalston Ward has a higher proportion of people with no religion than the borough average at almost 50%

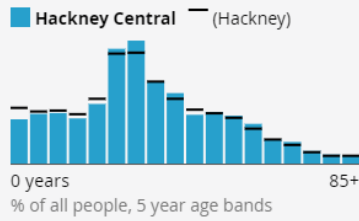
- Dalston Ward has a lower proportion of Jewish residents compared with the borough average.
- There are fewer one person and single family households in Dalston Ward compared with the borough average.
- Dalston Ward has a higher proportion of 'other household types' than both Hackney and London figures and almost 3 times the national average.
- The proportion of owned households in Dalston Ward is higher than borough average but this is still under half the national average.
- Dalston Ward has more private renters than the borough average and more than twice the national average.
- Over half of residents aged 16 years and over have a Level 4 qualification, greater than both the Hackney average and London/England figures.
- Less than 10% of residents in Dalston Ward have no qualification.
- it has a lower proportion of economically inactive residents with considerably fewer retired residents compared to the national average and also lower than Hackney overall, itself a relatively 'young' borough in terms of age demographic (with a median age of 32).
- Disability rates in Dalston Ward are slightly lower than the overall borough average.
- Just over half of Dalston Ward's households are not deprived.
- Of those that are deprived in 4 dimensions, while in line with the Hackney overall figure, this is still higher than across London and England.

Hackney Central

Area map

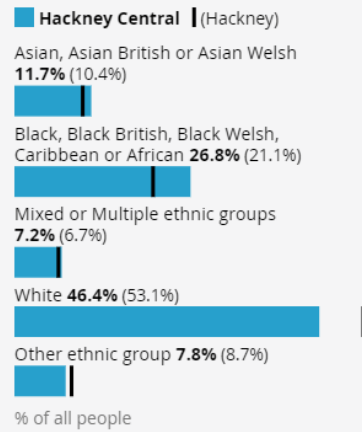


Age profile

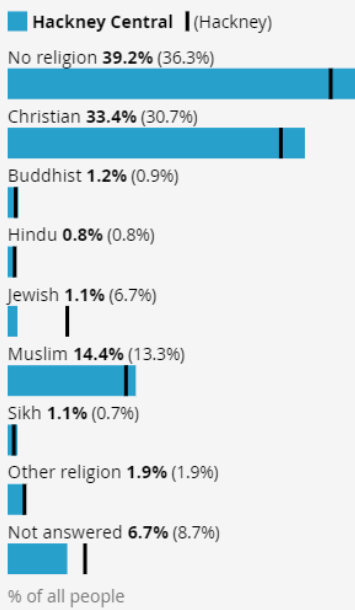


% of all people, 5 year age bands

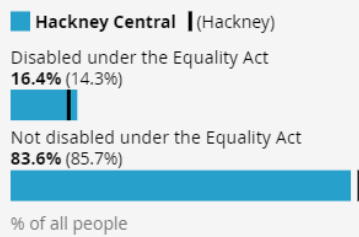
Ethnic group



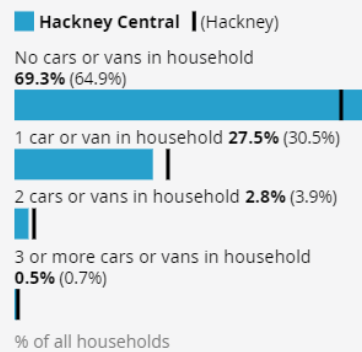
Religion



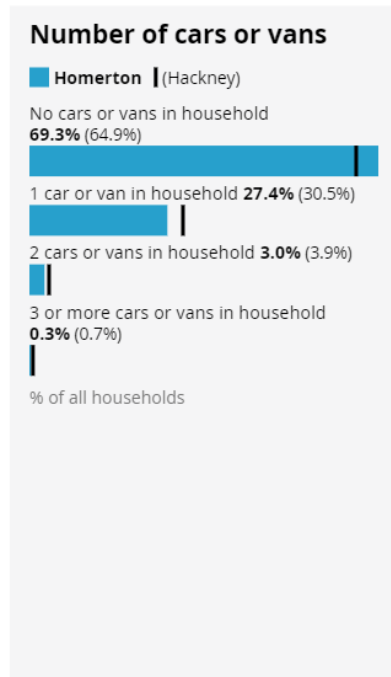
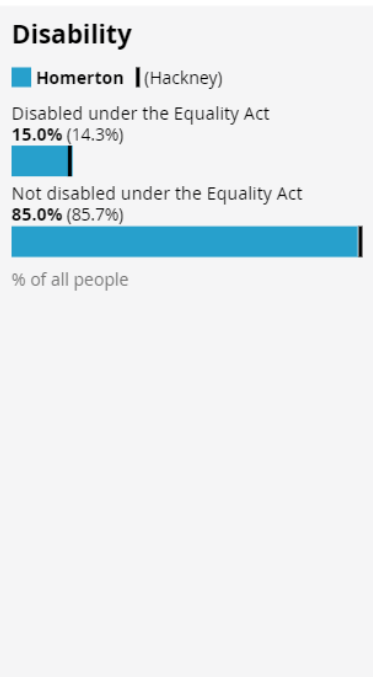
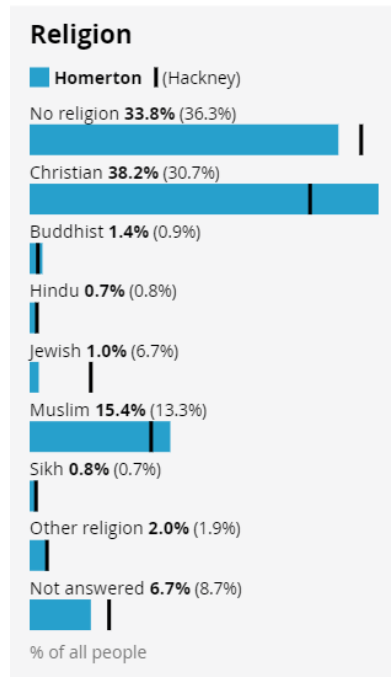
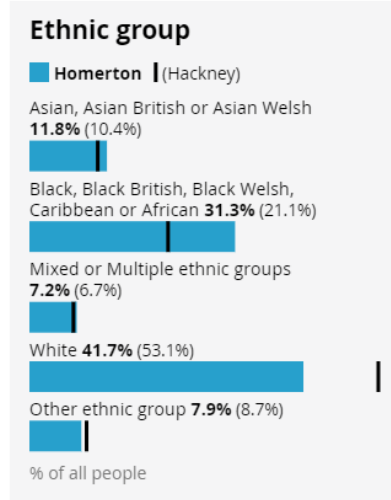
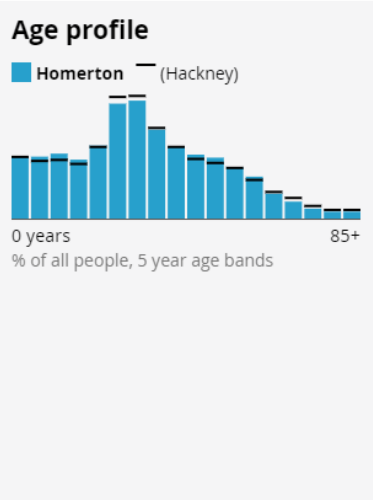
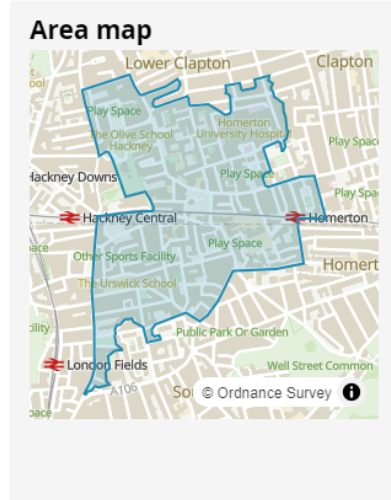
Disability



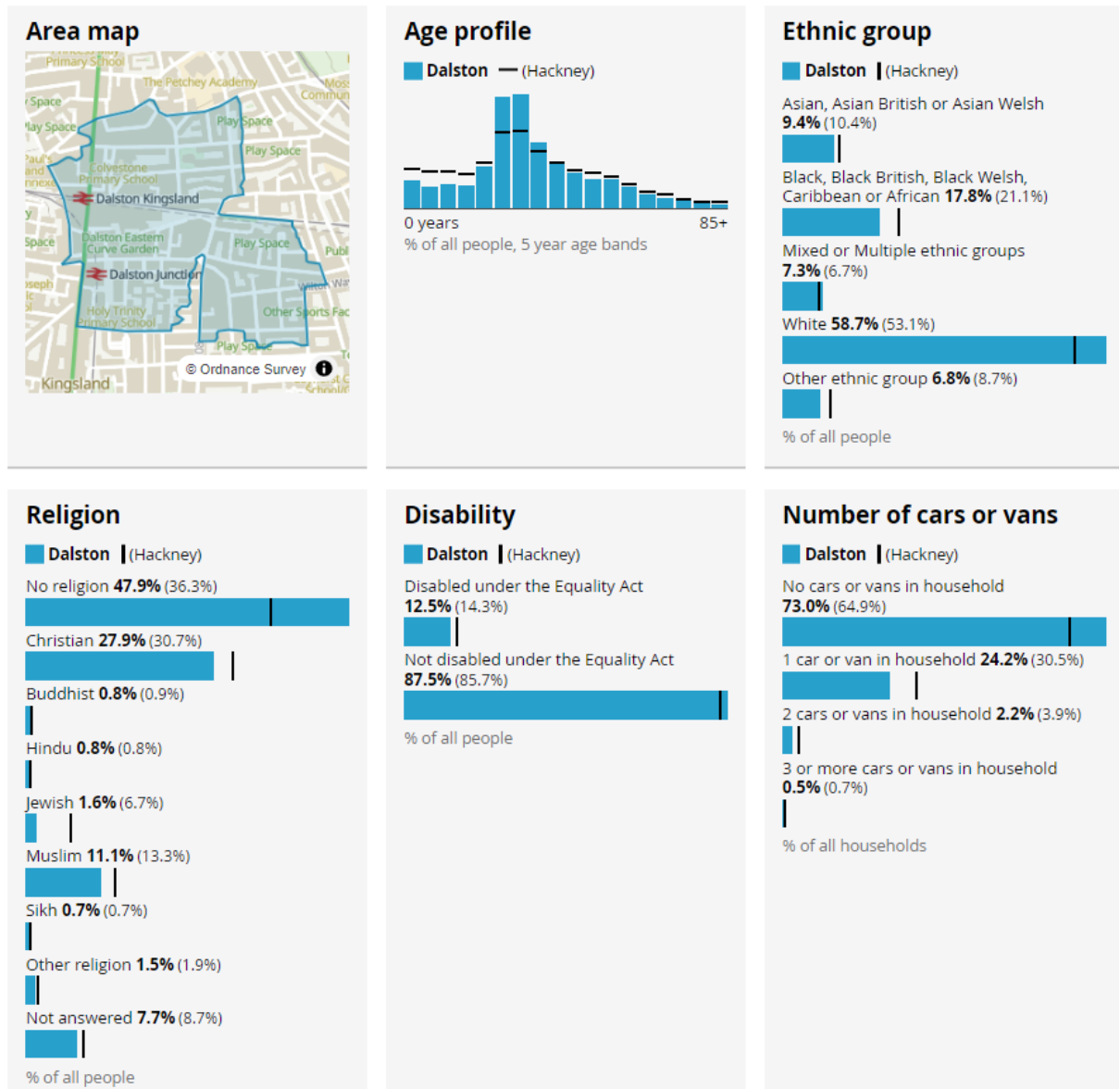
Number of cars or vans



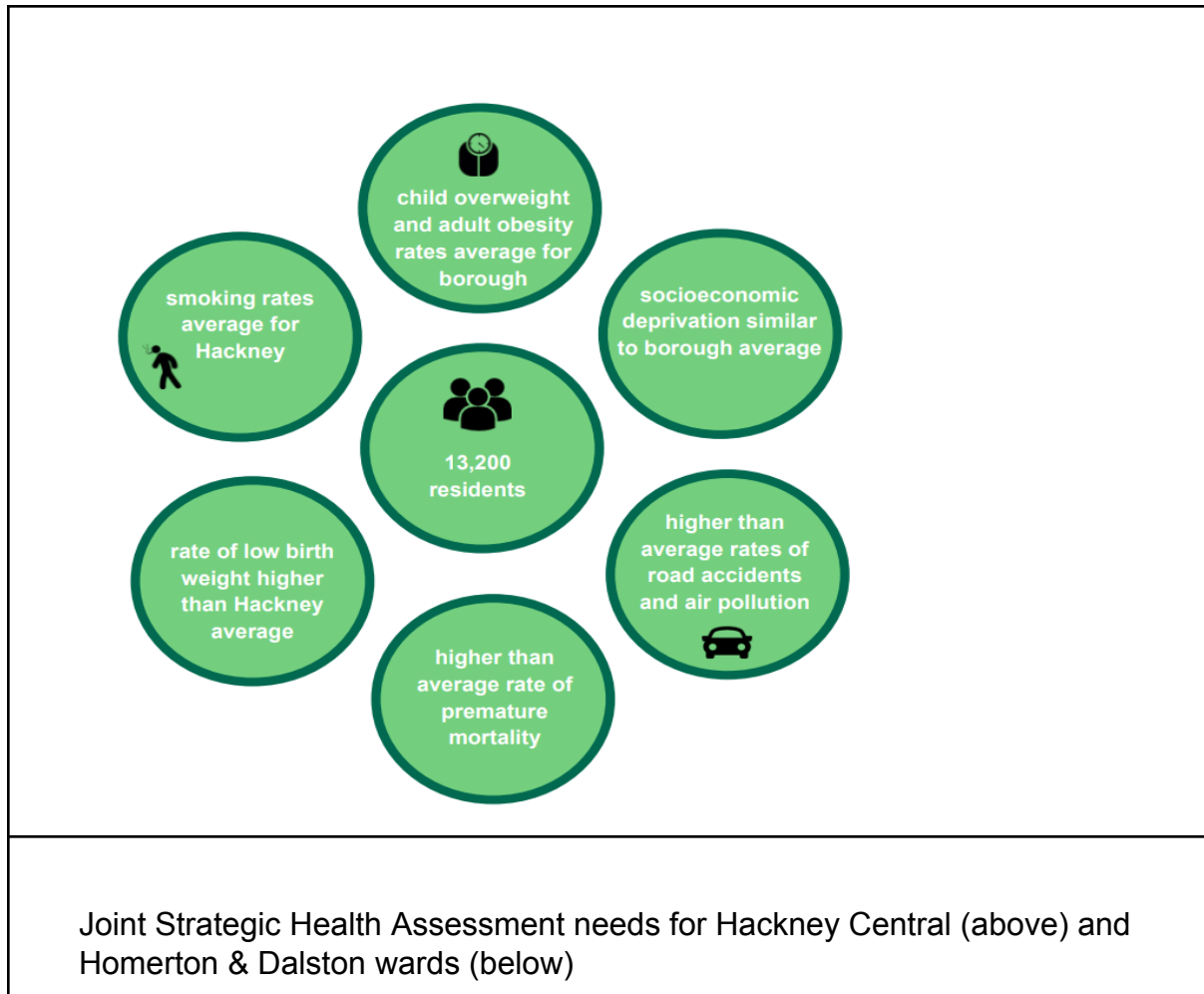
Homerton

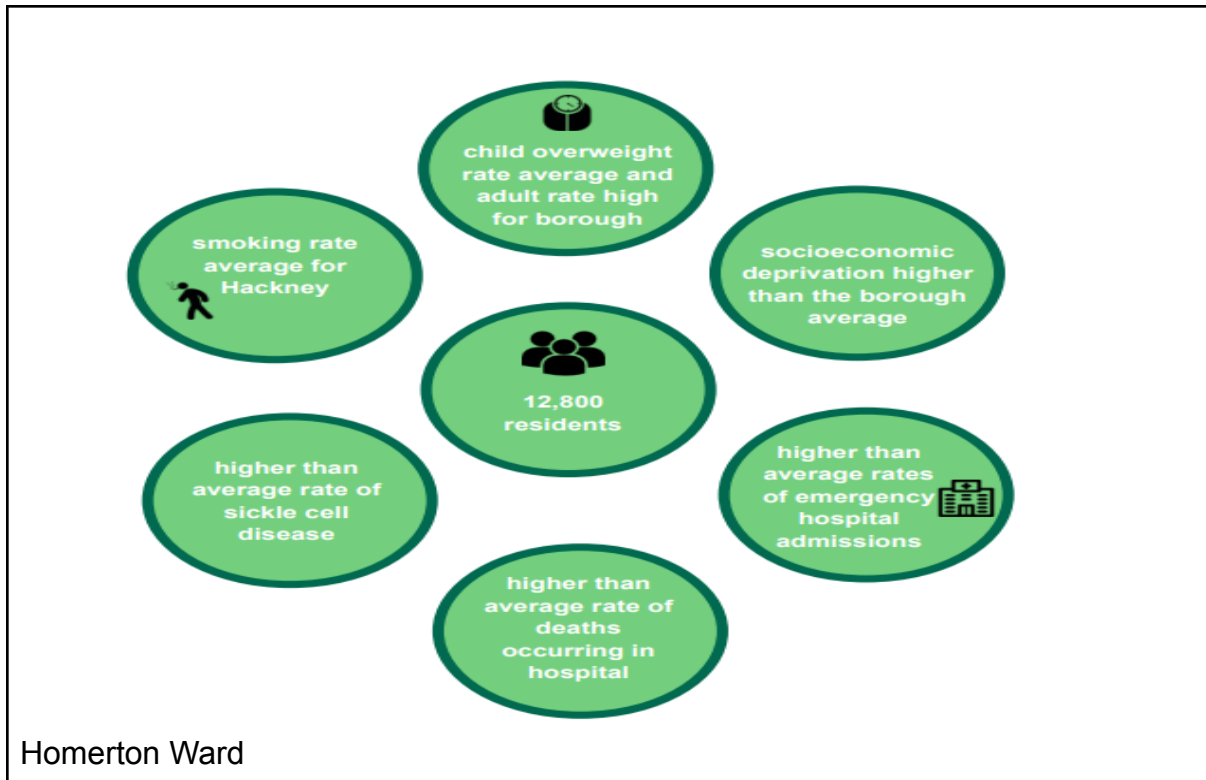


Dalston

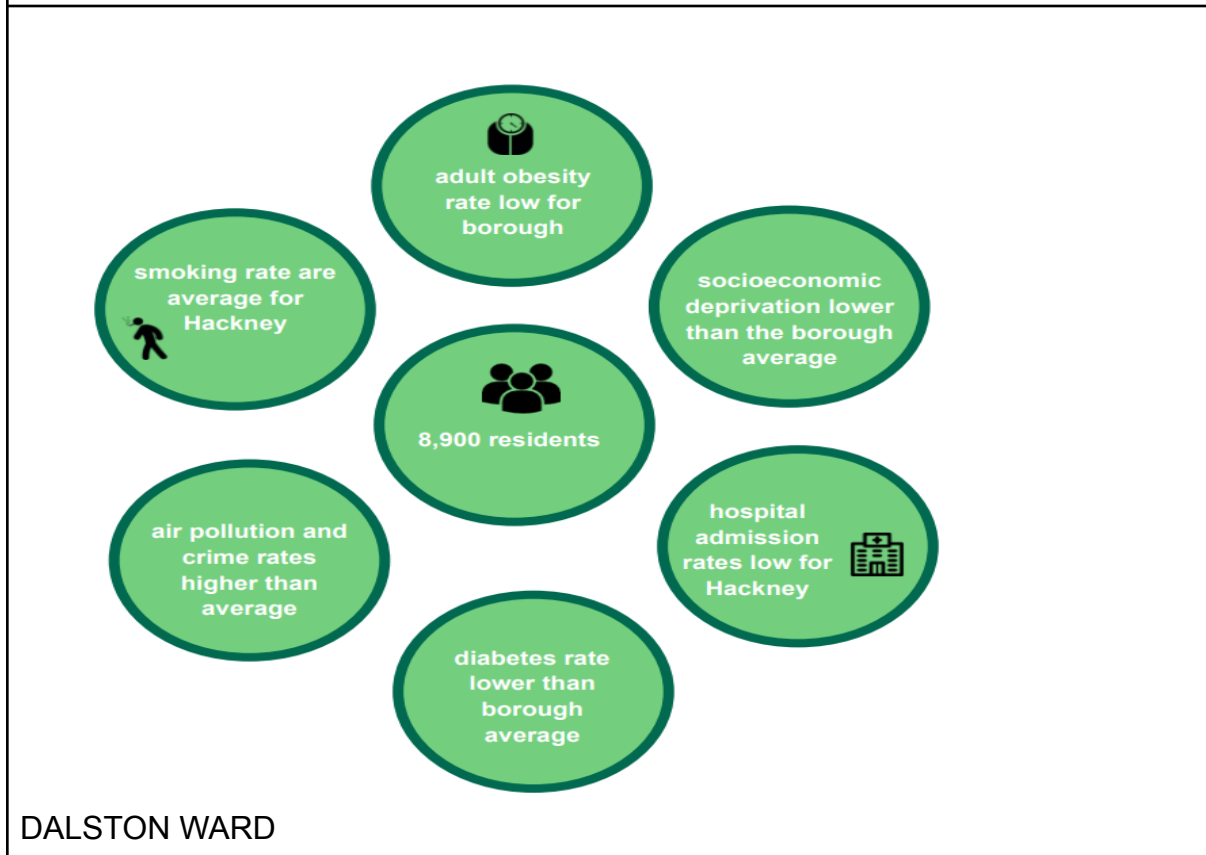


5.5 Full information on the ward in 2016 is available here <https://hackneyjsna.org.uk/ward-profiles/> which includes the following summary graphic





Homerton Ward



DALSTON WARD

5.6 This confirms the need to consider health, social and economic conditions but the variation between this area and the Borough norms, which informed the scheme design, are not sufficiently large to require the scheme to vary its principle intended objectives.

6 Sensitive Receptors

6.1 There are locations in the scheme area that have particular interest to protected groups. These include

<p>GPs The Dalston Practice 1(B) Madinah Road, E8 1PG Tel: 020 7275 0077</p>	<p>Children's Centres Brook Children's Centre Brook Community School Sigdon Road, E8 1AS Tel: 020 7254 4090 Pembury Community Nursery 15 Pembury Road, E5 8LU Tel: 020 8985 2304</p> <p>Libraries, museums and theatres Hackney Central Library 1 Reading Lane, E8 1GQ Tel: 020 83565239 Hackney Museum 1 Reading Lane, E8 1GQ Tel: 020 8356 3500 Saint Augustine's Tower Narrow Way, Mare Street, E8 Hackney Empire Mare Street, E8</p>	<p>Leisure and play Evelyn Court Play Area Amhurst Road, E8</p> <p>Schools Brook Community Primary School Sigdon Rd, London, E8 1AS Tel: 0207 254 4090</p> <p>Mossbourne Community Academy 100 Downs Park Rd, London E5 8JY Tel: 020 8525 5200</p>
<p>GPs Latimer Health Centre 4 Homerton Terrace, E9 6RT. Tel: 020 8985 2249 The Lea Surgery Alfred Health Centre, 186 Homerton High Street, E9 6AG Tel: 020 8986 3106 Lower Clapton Group Practice 36 Lower Clapton Road, E5 0PD. Tel: 020 8986 7111</p> <p>Children's centres Morningside Children's Centre Chatham Place, E9 6LL. Tel: 020 8525 2400</p> <p>Libraries, museums and culture Sutton House 2 and 4 Homerton High Street, E9 6JQ. Tel: 020 8986 22</p>	<p>Leisure and play Kings Hall Leisure Centre 39 Lower Clapton Road, E5 0NU Clapton Square E5 8HP St John of Hackney Church Gardens Lower Clapton Rd, E5 0PD Shore Gardens Shore Place, E9 Homerton Grove Park and Adventure Playground Homerton Grove, E9 6BX Banister House Play Area Banister House, Homerton High Street, E9 Chats Palace Arts Centre 42-44 Brooksby's Walk, E9</p>	<p>Schools St. John & St. James Church of England Primary School Isabella Rd, E9 6DX Telephone; 020 8985 2045 Cardinal Pole RC School 205 Morning Lane, London E9 6LG Tel: 020 8985 5150 Berger Primary School Anderson Rd, E9 6HB Telephone: 020 8985 6280</p> <p>Morningside Primary School Chatham Place, E9 6LL Telephone; 020 8985 5382 The City Academy, Hackney Homerton Row, E9 6EA Telephone: 020 8525 5440 The Urswick School Paragon Rd, E9 6NR Telephone: 020 8985 2430</p>

<p>GPs</p> <p>Barretts Grove Surgery 6 Barretts Grove, N16 8AR. Tel: 020 7254 1661/020 8842 7354</p> <p>Beechwood Medical Centre 86-86a Dalston Lane, E8 3AH. Tel: 020 7254 2855</p> <p>Beechwood Medical Centre 86-86a Dalston Lane, E8 3AH. Tel: 020 7254 2855</p>	<p>Libraries and theatres</p> <p>Dalston CLR James Library 1-7 Beechwood Road, E8 3DG</p> <p>Arcola Theatre 23-27 Arcola Street, E8</p> <p>Leisure and play</p> <p>Shacklewell Green Shacklewell Lane, E8 2EJ</p> <p>Rhodes Estate Play Area Dalston Lane, E8</p> <p>Evelyn Court Play Area Amhurst Road, E8</p> <p>Rhodes Estate Play Area Dalston Lane, E8</p>	<p>Schools</p> <p>Shacklewell Primary School Shacklewell Row, E8 2EA Telephone: 020 7254 1415</p> <p>Colvestone Primary School Colvestone Crescent, E8 2LG Telephone: 020 7254 1143</p> <p>Holy Trinity CE Primary School Beechwood Rd, E8 3DY Telephone: 020 7254 1010</p> <p>Colvestone Primary School Colvestone Crescent, E8 2LG Telephone: 020 7254 1143</p> <p>Holy Trinity CE Primary School Beechwood Rd, E8 3DY Telephone: 020 7254 1010</p>
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Locations highlighted in the equality reports above and religious institutions below.



6.2 All of the locations on this map and on the list above have been included in our outreach to help learn about impact on protected groups that might require design changes.

6.3 Sensitive Receptor Conclusions

- The locations of sensitive sites are spread out across the area. Some will experience a minor inconvenience for the minority of people who access them by car. The majority will have the largest part of their journey improved as a result of quieter streets.

- All the schools in the area already benefit from School Streets traffic restrictions designed to improve health and safety.
- All of the places of worship are on roads that are expected to see a reduction in traffic as part of the scheme.

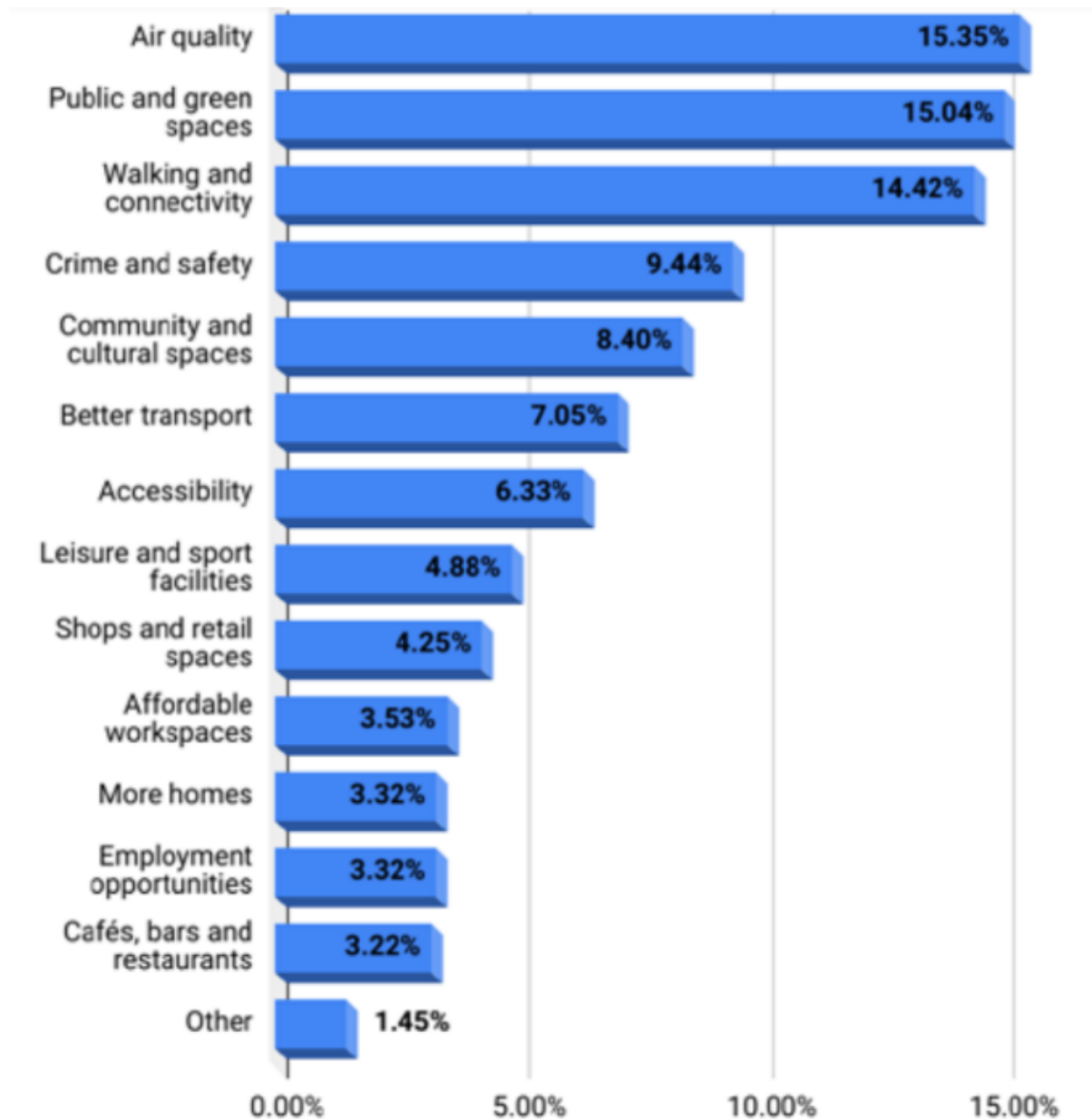
7 Specific Reported Issues

7.1 For this specific scheme, directly relevant consultation has been carried out. This included the “Hackney Conversation” The full analysis report for this is available here <https://hackney.gov.uk/regeneration-hackney-central>

7.2 A summary of the findings for each topic and key comments included is shown below:

- Community safety
 - Drug dealing/taking
 - Public urination
 - Other anti-social behaviour such as playing loud music, littering
 - Street drinkers
- Housing and development
 - Housing, including affordable housing
 - General development
 - Poor quality of the built environment/maintaining heritage assets
- Local economy
- Cultural activities
 - Shopping and retail offer
 - The night time economy
- Streetscene & public realm design
 - Dangerous junctions
 - Pedestrian crossings
 - Transport
 - Buses
 - Cycling, incl. cycling infrastructure such as parking, dedicated cycles lanes
 - Dangerous driving and speeding on local roads
 - General traffic and air quality
- Greening
 - Green spaces
 - Trees and planting

7.3 A summary of the extent of mentions can be seen below



What would you like to see improved in Hackney Central? We asked respondents a quick poll question to gain a better insight into local needs and priorities for the area. 72% (247) of respondents provide a total of 964 votes. Respondents were able to provide multiple votes.

7.4 The Hackney Conversation report included the following summary of transport concerns:

The use of private and commercial vehicles such as delivery vans are noted as one of the major challenges for Hackney Central, both in terms of physical impacts on the surrounding environment, but also on its impact on the feel of the area. Comments highlighted how Hackney Central is bisected by major traffic thoroughfares (A107 and A1207) which are the sources of the heavy vehicular traffic in the area. It is along these arterial roads that participants highlight the greatest concentration of congestion and the knock on effect of rat-running along residential streets to avoid the Hackney Central area. Key traffic points noted by respondents include Graham Road, Morning Lane, Amhurst Road and Mare Street. Other roads with listed traffic problems include Richmond Road and through-routes such as Navarino and Greenwood Roads.

7.5 and

The presence of vehicular traffic - both private and public - and the poor design of the streetscapes are listed as having a severance effect on Hackney Central with some referring to the area as disjointed. This is particularly focused around roads such as the Narrow Way leading onto the box junction/Amhurst Road/under the railway where the pedestrianised spaces lead onto congested roads and then onto the small entrance to the station.

- 7.6 Very few people mentioned items of specific importance to protected groups, except for example “ Install disabled access at Hackney Downs (station)” which is outside of the direct scope of the Borough Council.
- 7.7 Particular attention has been paid to the views of people within groups having protected characteristics.
- 7.8 Other issues raised which are of relevance to protected groups can be summarised as follows
- Concern about the journey to school and the difficulty of using a car to take children to school but also on the perception of increased pollution which children are exposed to on boundary roads.
 - Older people are concerned about increased traffic on main roads making it more difficult for more car-dependent older people to move around the area especially in connection with homecare visits and hospital appointments.

8 EQIA Conclusions

Summary of overall impacts on protected characteristics

(Key: P - Positive Impact, N - Neutral Impact, A- Adverse Impact)

Disability	Positive
Pregnancy & Maternity	Positive
Age	Positive
Religion & Belief	Positive
Race & Ethnicity	Positive
Gender, gender reassignment, sexual orientation, and marriage and civil partnership	Positive
Poverty	Positive

Positive	<p>The scheme is predicted to reduce traffic on the following roads:</p> <p>significant reduction on Mare Street northbound between Richmond Road and Graham Road and northbound between Well Street and Richmond Road. The largest increases in traffic are on Dalston Lane westbound on entering and leaving Pembury Circus and on Graham Road eastbound between Dalston Lane and Greenwood Road.</p> <p>The scheme will bring much needed improvements to walking conditions on crucial main routes in the area. Cycling will see initial improvements which will increase during future phases once the impacts of the initial project has been established.</p> <p>Bus journey times in both the AM and the PM peak hours generally improve with the scheme implemented when compared against the 'Do Nothing' scenario.</p> <p>Disabled people and young people under 20 currently have a higher mode share percentage of walking trips than average in the borough and so stand to benefit in particular from improvements in walking conditions.</p>
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The protection of bus service speeds is a particularly important benefit given that over 65s, under 20s, disabled and black and mixed ethnic groups, are more reliant on bus services than the general population in Hackney.

The impact on road safety is expected to be highly positive. Although it is not possible to predict collision outcomes, measures are specifically targeted at the worst performing locations in the Borough.

Road safety improvements are especially beneficial for disabled people to support them making local journeys. They are also particularly beneficial for older people and young children, who are overrepresented in road collision accidents. The scheme's improved conditions for walking and cycling has the potential to encourage groups with lower levels of active travel such as women and people with culturally and ethnically diverse communities to increase their use of these modes and experience the proven physical and mental health benefits.

The impact on Air Quality is predicted to be highly positive on the Mare Street/Amhurst Road section with some increases on alternative routes. The overall impact should be positive, and benefits should increase as new travel patterns become established.

Air quality improvements are beneficial to all protected groups. In particular, air quality will improve in areas with the highest pedestrian flows, which will be beneficial to young children and people in the maternity/pregnancy group. A number of social housing estates will also benefit from improved air quality, which is especially beneficial for people that fall into the poverty category (accepting that poverty is not a protected characteristic - though negatively associated with many of them).

Note also that in some cases, for example pregnancy, the difference in the impact of the project on them, as opposed to other groups, will be marginal but is still expected to be overall positive.

<p>Negative</p>	<p>Roads Experiencing an Increase in traffic : This shows a large increase in traffic on Graham Road eastbound and to a lesser extent Dalston Lane westbound on entering and leaving Pembury Circus. Mitigations for these roads will be an important part of the follow up.</p> <p>There are some routes where bus journey times do increase, but these are outweighed by the number of routes which show significant improvements in travel time.</p> <p>Locations with an Increase in Road Accidents While the overall impact is likely to be positive, there is the possibility of some local increases, for example on Graham Road. This will need continuing monitoring and potentially, training and/or road safety engineering interventions.</p> <p>Re-Routing and Longer Routes</p> <p>All destinations will remain accessible by all modes, but the scheme will require some journeys to be rerouted. Users that are more reliant on cars/vehicles will be disadvantaged and need to make longer journeys. Subgroups of the group of car dependent people will include members of protected groups including older people and people with disabilities.</p> <p>In order to protect the integrity of the closures, Emergency services will be exempt, but some other carers for members of protected groups might need to reroute their journeys as well. Taxis used by older people or people with disabilities will need to be rerouted also.</p>
<p>Comments</p>	<p>Impacts on certain groups cannot be fully evaluated, or contrasting impacts identified without intrusive household data.</p> <p>Certain groups are estimated to experience both positives and negatives due to the scheme. This can be due to a difference in terms of chosen transport mode, i.e. benefits when being in a bus, walking or cycling, but being disadvantaged when in a car. Overall, data and research show that groups with protected characteristics, e.g. ethnicity or disability, are more frequently pedestrians or bus users than car passengers or drivers. But there are exceptions to this such as the slightly higher car dependency of Asian groups on car use.</p>

Balancing these positives and negatives and the impact on different locations, overall it is believed that the scheme will be beneficial in terms of equalities. Walking, cycling and bus services enhancements and air quality improvements will benefit both residential roads and local high streets. The scheme is likely to benefit in particular ethnically diverse communities or older people, both of which groups suffered a disproportionate impact from Covid-19.

Certain measures have been incorporated into the proposals to mitigate negative impacts, or to ensure that certain negative impacts would not formulate. These include:

- The retention of all doctor, disabled and ambulance bays in the scheme area.
- Taking into account emergency services feedback and ensuring that any filters are navigable for emergency vehicles.
- Feedback from other organisations including disability stakeholder groups has been taken into account.
- All properties, shops and residences alike, will still be accessible by vehicle.

Current proposals do not preclude further amendments to the scheme as further impacts on protected groups become apparent. It is therefore necessary to see this EQIA as a live document that will require continual updating and assessment even after the scheme has been made permanent.

The proposals should be seen as part of a package of measures in the local area that aim to achieve the same policy goals and scheme objectives, especially in terms of promoting a modal shift towards active travel and improving local air quality. Supporting measures being introduced in the same area include installing more residential cycle hangars, electric vehicle charging points (rapid and lamp column). Also other schemes such as the ULEZ expansion in October 2021 have contributed to the same objectives.

To ensure that benefits are realised for all groups, the Council also has a number of existing initiatives such as the ongoing cycle training programme and several publicity campaigns. To monitor the scheme and collect feedback, the Council will continue to liaise with stakeholder representatives of protected groups.

Searching for the best possible representative data sources will also continue.

9 Summary of Equalities Specific Recommendations

- Continue to review impacts to protected groups using latest information gathered through the non-statutory consultation, co-design and statutory consultation. In particular, with a view to good quality data that is specific enough to be able to distinguish the impact of those living inside the affected area from those on the boundary or other impacted areas.
- Continue to liaise and consult with representatives of all protected groups in order to learn more about their day to day experiences of using the scheme area.
- Continue to investigate ways in which those who genuinely need motorised access can be exempted from some restrictions without this affecting the wider benefits to the majority.
- Understand that this is an area with high levels of deprivation and low car ownership and that measures to reduce the dominance of car traffic will be of overall benefit to all sectors of society.
- Accept that even though the majority of people should benefit, there will be a minority who might be disadvantaged and who should not be ignored.
- At the detailed level, ensure that facilities for cyclists are designed to accommodate adapted cycles. Ensure that taxi and private hire drivers are aware that they can access closed streets for the purposes of dropping-off and picking up passengers with mobility impairments, including passengers with disabilities. This could include creating maps for distribution to drivers, as well as engagement through TfL Taxi and Private Hire (TPH) and trade associations. Ensure that all routing providers such as Google Maps and TomTom are given up to date information to help those in need.
- As a direct change as a result of this EQIA access will be allowed for valid journeys using a London Taxicard.



APPENDIX C: Communications and Engagement Plan

Introduction

This document sets out components of a communication and engagement programme related to the introduction of a Green Corridor in the Hackney Central area. Initially this is set out as a 10-point plan. But this will be updated as the scheme progresses and each component will have its own specific action plan.

These are to go live after the Cabinet decision, if Cabinet take the decision to approve the recommendations set out in the report.

The items below will, after internal discussion, be set out as a formal plan with tasks, deadlines and responsibilities etc.

0.1 Hackney Conversation Update

As part of the Hackney Conversation there were more than 500 responses to questions relating to movement and traffic. However, this all occurred before Covid. An update will be done to ensure that current thinking is in line with previous results.

0.2 Healthy Streets Surveys

An audit of street conditions for walking and occupying the space is defined in the Healthy Streets guidance. This includes a specification for interviewing road users, which will take place in the Graham Road and Amhurst Road areas. This can be repeated after the scheme has bedded in as a means of monitoring how the public have responded.

0.3 Liaison with Levelling Up Fund

An important part of the comms process will be to ensure that all activities are aligned with those of the wider LUF theme. Full opportunity will be taken for joint action and all announcements will be cross-referenced and timed so as to neither clash.

1. Press Announcements (December 2023)

Immediately, if the decision is made by Cabinet to approve the recommendations set out in the report, there will be announcements that include aspirational images to show



what the Green Corridor will look like. This will mention that online information is available and discuss the future opportunities for workshops.

2. Web Update (December 2023)

Once the announcement is made, the [Hackney Central microsite](#) will be updated. This update will provide an opportunity to comment on the proposed changes, as well as include updates on the opportunity for more indepth discussion through the co-design workshops.

Additionally, the microsite will launch an online feedback form that will allow residents to place notes on a map to highlight their areas of interest and give feedback on specific routes and locations.

3. Update E-newsletter (January 2024)

All of those who have opted in to the HC newsletter will receive a short note to confirm the start of the programme, with images. This will also be sent to the EQIA representatives identified. Directions to the website will be made.

4. Local Member Engagement (January 2024)

At each critical stage and before any major public announcements a presentation will be made to either the local member area forum or to a specially convened meeting.

5. All household Leaflet 1 (January 2024)

A leaflet will be distributed to all of those adjacent to the Green Corridor to Invite them to participate in the co-design process. This will be backed up by wider invitations to those on the mailing list and, where appropriate, via social media.

6. Co-Design Workshop (January - February 2024)

In late January and early February, we are planning to conduct a series of Co-Design Workshops aimed at enhancing community engagement in the development of the Green Corridor project. These workshops will serve as a vital platform for local residents to actively participate in shaping the future of the Green Corridor before any final decisions are made.



Workshop Details:

The exact details of the Co-Design Workshops are still being finalised but will encompass a structured and collaborative approach to gathering input, generating ideas, and evaluating proposals. This process will be facilitated by experienced specialists and urban designers who will guide participants through the creative and decision-making aspects of the project.

Invitations and Outreach:

We are committed to ensuring that these workshops are accessible to as many interested individuals as possible. Invitations will be disseminated through various channels, including newsletters, community forums, and social media. Notices will also be placed, for example, on railings with a QR code invitation. The intent is to reach a diverse and inclusive group of participants who represent the varied perspectives within the community.

In-Person Workshop:

The workshops will be primarily conducted in person to foster face-to-face collaboration and engagement. We have chosen a central location, such as the Town Hall, to facilitate easy access for all participants. This physical gathering will provide a conducive environment for brainstorming, idea sharing, and deliberation.

Online Follow-Up:

Following the in-person workshop, we will implement an online follow-up mechanism to extend the reach of the engagement opportunity. This online platform will serve to capture the feedback and ideas of those who attended the in-person workshop, as well as enable the broader community to contribute and provide feedback remotely.

Assessing Community Input:

We are committed to ensuring that the community's input is both meaningful and comprehensive. If, after the combination of the in-person workshop and the online follow-up, we determine that the level of feedback is insufficient to make informed decisions, we are prepared to organise additional workshops. These subsequent events will aim to increase participation and further involve the community in the co-design process.

7. Direct to Key Groups (January - February 2024)

A personal approach will be made to key groups. These include:



- A. Businesses.
- B. Rail users.
- C. Bus passengers.
- D. User groups such as Living Streets and Hackney Cycling Campaign.
- E. Housing Tenants and Residents Associations.
- F. Representatives from groups protected under the Equality Act.
- G. Pressure groups such as the Pembury Circus action group.

Each of these will be invited to participate in meetings in which they will have the opportunity to directly speak to those most involved with the project. Officers will offer to talk at any regular meetings they hold. The Cabinet Member for Climate Change, Environment and Transport has also offered to participate in key meetings.

8. Events - as part of Levelling Up Fund (ongoing)

Full participation at LUF events, continuing on from Winter Warmer and Town Hall square events in 2023.

8. Supporting Events (January - February 2024)

To facilitate effective community feedback and understanding of the available options, we will organise hands-on events, including:

- Market Stall: A central information hub with displays and project materials.
- Urban Gardening Workshops: Specialised workshops in areas on the fringe of the Green Corridor.
- Community Events: Participation in or creation of local events with entertainment and artists.
- On-Street Signage: Eye-catching banners and posters to visually showcase the project's potential changes.

These events aim to engage the community actively and enhance their understanding of the project's possibilities.

9. All-household Leaflet 2

When the full results are known of the co-design process and a deliverable option has been selected and approved and presented to members, this will then be broadcast to the entire affected area as a “you said we did” communication.

10. Construction Programme Updates

There will be extensive advice on the construction programme to allow people to understand the timescale of this and what the implications might be for them. This will have its own comms plan, developed in association with the civil engineering contractors, but is likely to include

- a) All-household leaflets (at least 2 during critical stages).
- b) Social media updates.
- c) extensive signposting including the use of electronic signage giving advance notice on key feeder traffic routes.

Opening and after

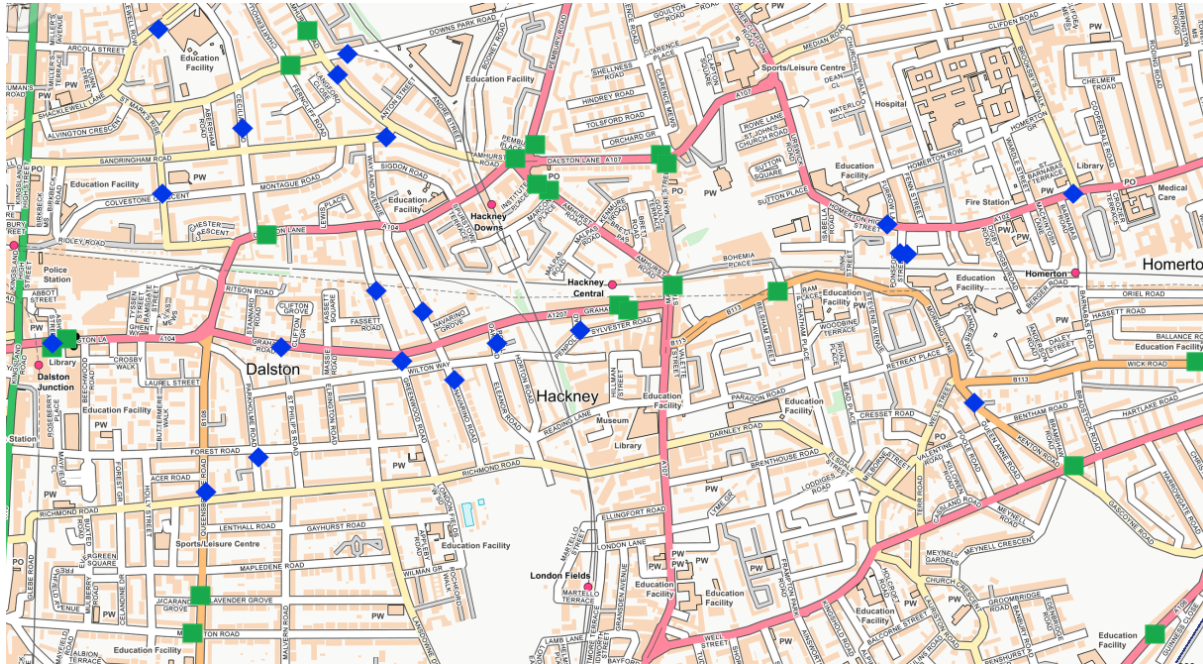
Nearer the time a full set of opening event activities will take place. This will celebrate the new status of the area as a Green Corridor and will take full advantage of the newly quiet, green space. To involve local residents, children and businesses and featuring a full input by volunteers supplemented by strategic use of funds to support things such as childrens entertainers and gardening experts.

Appendix D - Monitoring Plan

Measure	Method of measuring as per LN guidance
Usage – how is the project being used?	Video surveys to analyse activities in the area
Travel behaviour – does the project contribute to modal shift and reductions on car use in favour of increased walking, cycling and public transport use?	1] Walking activity – average number of daily walking trips 2] Cycling activity – average number of daily cycling trips and intercept surveys 3] Car activity – average number of car trips. Route studies to estimate additional mileage 4] Increased public transport usage as measured by TfL data
Better places for everyone – Has the urban realm improved as a result of the project? Have a range of users benefitted from the project?	1] Better places/Healthy Streets survey – on-street surveys of pedestrian perceptions 2] Healthy Streets Check post implementation
Road danger reduction – Have casualty and collision numbers reduced?	Casualty data [STATS 19]
Impact on other road users – Is there an impact on other road users?	iBus journey time data from TfL
Economic benefits – Are there local economic impacts eg on businesses or town centres	Economic activity – average £ spend daily in local shops/businesses. Using as a proxy MasterCard data
Air quality – Has local air quality improved?	Combination of existing diffusion tubes, enhanced by extra tubes, plus modelled data



Map Showing location of Traffic Counters - Permanent in Green Boxes, temporary before and after in blue diamond.



Location of Current Diffusion Tubes

