

## DELEGATED POWERS DECISION

### STREETSCENE SERVICE

#### Public Realm Division, Climate Homes and Economy

**SCHEME: - Bus Priority Proposal for Routes 55, 106, 236, 254 and 277 - Mare Street between St Thomas's Square and Well Street**

#### 1.0 AGREE TO

- 1.1 Consider the results of the consultation responses and objections received for the Mare Street bus lanes.
- 1.2 Proceed with statutory consultation and the advertising of the necessary Traffic Management Orders (TMO) to:
  - Upgrade the existing bus lane operating hours to Monday to Saturday to 7am - 7pm, between St Thomas's Square and Well Street.
  - Remove the existing shared use parking bays between St Thomas's Square and Well Street and replace it with single yellow lines.
- 1.3 Subject to a positive outcome to statutory traffic order making processes, to proceed with implementing the agreed measures.

#### 2.0 REASONS

The proposals, once introduced, would have the following benefits:

- 2.1 To reduce the bus travel delays on Mare Street on the bus routes 55, 106, 236, 254 and 277.

### **3.0 BACKGROUND**

- 3.1 The Council is committed to making Hackney's roads safer for everyone living, working and visiting the borough as well as promoting public transport and helping to make buses more reliable. In addition to achieving faster journey times for bus users, these changes aim to create a favourable environment for and encourage more people to use sustainable transport such as public transport, cycling or walking which will improve air quality and reduce emissions within the local area.
- 3.2 Mare Street is served by five bus routes, 55, 106, 236, 254, and 277, which provide links through Hackney Central, Dalston, Finsbury Park and to the edge of the City. Over 40 buses per hour travel down this road in each direction carrying over 10,000 passengers per hour during peak times.
- 3.3 At off-peak times (10am - 4pm) when the bus lane is not operational, vehicles parked in the parking bays on the southbound bus lane on Mare Street, between St Thomas's Square and Well Street, obstruct buses as only one lane is available for all traffic. This has been identified by the Council's bus priority team and London Buses, as a cause of delays to local bus routes. The parked vehicles can result in the queuing of vehicles in the southbound direction and this also hampers cyclists and emergency vehicles. See map in Appendix 1 for location.
- 3.4 The existing parking restrictions on Mare Street, between St Thomas's Square and Well Street, allows for parking from Monday to Saturday, between 10am - 4pm. Therefore to improve the flow of bus services and general traffic flow on this section of Mare Street, the Council is proposing a scheme to:
- Change the timings of the existing southbound bus lane operating hours to Monday to Saturday 7am - 7pm.
  - Remove the parking bay between St Thomas's Square and Well Street, to be replaced with single yellow lines. Parking would still be allowed on the yellow lines between 7pm - 7am.

### **4.0 PROPOSAL**

- 4.1 The proposal is to amend the existing southbound bus lane operating hours on Mare Street between St Thomas's Square and Well Street and remove the existing parking bays along the southbound travel direction. This would improve the reliability of the bus service. See Appendix 1.
- The new timings for the existing southbound bus lane on Mare Street between St Thomas's Square and Well Street would be Monday to Saturday (7 am to 7 pm). This would also benefit cyclists.

- The existing shared use parking bays between St Thomas’s Square and Well Street (no. 182 & 184) would be removed and replaced with single yellow lines.
- Parking would still be permitted outside the bus lane operating hours on the single yellow lines section.

## 5.0 CONSULTATION

### Stakeholder Consultation

5.1 As part of the public consultation exercise, Streetscene officers consulted with stakeholders including Living Streets in Hackney (LSiH), London Cycling Campaign in Hackney (LCCiH), The London Fire Brigade (TLFB) and London Ambulances, Parking Services, Waste Management, Age Concern, and the Police. The Cabinet Member for Energy, Waste, Transport and Public Realm, and the Ward Members for Victoria Ward, Homerton Ward and London Fields were consulted as part of stakeholder consultation and where possible, their concerns were taken on board. All the key stakeholders were supportive of the proposals.

5.2 Comments received from the various stakeholders and officers’ response:

Sender	Comment	Response
<p>Councillor Penny Wrout (Victoria Ward)</p>	<p>I am in favour of this scheme, but there is one aspect which appears not to be addressed fully and I think it should be part of the overall plan.</p> <p>I have been lobbied by constituents with children who use the cycle route which crosses Mare Street. They complain of a central reservation in Mare Street which is narrow, and makes cyclists vulnerable. They also say that the buses stopping nearby are a problem because they impede clear visibility.</p> <p>I tend to agree that the cyclists 'island' in Mare Street is unsatisfactory - and that the cycle lane crossing across Mare Street is hazardous - partly because there are so many buses, which can obscure</p>	<p>In terms of the island issue, there are two islands that help cyclists cross Mare Street.</p> <p>There is one by London Lane. Cyclists here are protected by narrow bollards. The decision to use these was to allow for some protection for cyclists but if kerbs were used to provide the protection it would have meant a much narrower space for cyclists. A wider island would have meant taking more carriageway space and losing the bus lane, which was felt to be disproportionate at that time.</p> <p>The Council will be submitting a bid to TfL to upgrade this section with a signalised crossing.</p>

	<p>the view. Since we are making changes to this area, could we not take this into consideration at the same time and look at some other form of crossing for cyclists - and perhaps a curbed 'island' in Mare Street to offer more protection. The cycle route is well-used by children making their way to and from schools, and I feel we should do more to ensure safety here.</p>	<p>The second crossing point at Lamb Lane is indeed narrow. The Council has looked at this junction a number of times over the years with an aim to improve both cycle and pedestrian facilities, but has been unable to find a solution that worked well enough with level of traffic flows that go through the signalised junction - that Lamb Lane joins within the signals for the junction just complicates matters further.</p>
<p>Metropolitan Police</p>	<p>The Police have no concerns with or objections to this proposal.</p>	
<p>Living Streets</p>	<p>It is very positive that bus lane operation hours will increase from 7am to 7pm Monday to Saturday. However, hours of 7am - 7pm no longer reflect the reality of life in London in general and Hackney in particular. Rush hour quite often starts later in the evening, an increase in night life and later shop openings means that Mare Street and other roads in Hackney are very busy outside of these hours. Single yellow lines are largely ineffective in controlling parking. Even double-yellow lines are regularly flouted. We advocate that no parking should not be permitted on this section of Mare Street and it should be double yellow lines. The measures do nothing about the poor crossing environment from Loddiges Road/St Thomas Square over Mare Street into London Lane which is on</p>	<p>The Council's bus priority's team recognises the need for efficient bus services on Mare Street from 7 am to 7 pm. Therefore the new bus lane timings amendments were made based on those timings. Also, to help boost passing trade for local businesses on Mare Street, the current proposals maintain an element of parking in the off-peak to benefit businesses.</p> <p>With regard to the crossing near Loddiges Road / St Thomas's Square over Mare Street into London Lane, as above the Council is aware of this issue. It is intended to submit a bid to TfL in the next financial year, to upgrade this section with a signalised crossing.</p>

	<p>Quietway 2. The pedestrian crossing just to the south of Loddiges Road could be moved slightly further north to become a cycle/pedestrian crossing. Residents here have long been complaining about how dangerous it is to have no proper crossing which is even worse in the dark winter months. This is an urgent problem that needs to be resolved quickly. This is a quote from a local resident: 'We urgently need the crossing in place there as it's getting so dangerous now it's dark. I saw some young secondary schoolers having a near miss yesterday as the cars are hidden by the buses and travelling at pace. We need a joined up approach to any scheme that makes sure people are encouraged to ride their bikes (and not get into their cars and join this long queue - pictures.) At the moment my son (8) says he won't ride his bike as 'I'm scared I might get runned over.'</p>	
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5.3 No other comments were received from other state holders.

### **Public consultation**

5.4 The public consultation ran from 22 November 2021 until 19 December 2021, allowing residents four weeks to submit their comments.

5.5 300 consultation leaflets were distributed within the designated area as shown on the distribution map in Appendix 1. The consultation document was also uploaded on the Council's Citizen Space webpage. Residents were able to submit their comments online, by email or by post.

5.6 All responses received online before the deadline were allocated a unique reference number and added to the database. All responses received by post were added to the same database. Comments from responses that were received after the deadline were also still considered even though they could not be added onto Citizen Space, once the consultation period had closed.

5.7 A copy of the consultation document is included as Appendix 2 of this document.

5.8 The following Tables show the breakdown of responses received during the public consultation.

**Table 1: Summary of Responses Received**

Number of Leaflets sent out	Responses received by post	Responses Received online	Total Responses received	%age received
300	9	28	37	12.3%

**Table 2: Results of sent leaflets and received responses**

Type of response	Number of responses received	Responses in support of the proposals	Responses not in support (oppose) of the proposals	Don't know
Post	9	9 (100%)	0	0
Online	28	22 (79%)	5 (17.9%)	1 (3.6)
<b>Total</b>	<b>37</b>	<b>31 (83.3%)</b>	<b>5 (13.5%)</b>	<b>1 (2.7%)</b>

**Table 3 - Results of the public consultation**

5.9 Comments from postal and online responses are included below.

<b>Responses in favour of the proposals</b>		
<b>Comments on responses</b>	<b>No of responses</b>	<b>Officer's response</b>
Responses in favour of the proposals	<b>31</b>	83.3% of the responses received were in support of the proposals.
Cycle crossing near Loddiges Road/St Thomas Square over Mare Street into London Lane is dangerous.  One respondent who supported the scheme proposals was concerned about the cycle crossing at London Lane.	<b>1</b>	<b>Officer's comment:</b>  Regarding the crossing near Loddiges Road / St Thomas's Square over Mare Street into London Lane, the Council is aware of this issue.  Cyclists here are protected by narrow bollards. The decision to use these was to allow for some protection for cyclists but if

<p>Their concerns were that it is extremely dangerous to cross this section of Mare Street at darker times especially for school children during the winter period.</p>		<p>kerbs were used to provide the protection it would have meant a much narrower space for cyclists. The island could have been made wider. but it would have meant taking more carriageway space and losing the bus lane which was felt to be disproportionate at that time.</p> <p>The Council is going to bid TfL in the next financial year, to upgrade this section with a signalised crossing.</p>
<p>Support further measures.</p> <p>The first respondent who supported the scheme also requested that motorcycles are allowed to use bus lanes.</p> <p>The second respondent who supported the scheme requested 24hour bus lanes on Mare Street.</p>	<p>2</p>	<p><b>Officer's comment:</b></p> <p>With regards to allowing motorcycles on bus lanes, Hackney's current policy is not to allow this because motorcyclists frequently use inappropriate speeds in bus lanes and endanger cyclists.</p> <p>Regarding 24 hour bus lanes on Mare Street, the Council's bus priority's team recognises the need to improve the efficiency of bus journey times,while also helping local businesses where possible. Therefore the new bus lane timings proposals were made based on these considerations. The current proposal allows car users to park their vehicles in the bus lanes after the peak hours to do the shopping on Mare Street.</p>
<p>Improves bus service in the area.</p> <p>Five respondents fully support the scheme and mentioned the proposals will improve the bus services in the area.</p>	<p>5</p>	

<b>Responses not in favour of the proposals</b>		
<b>Comments on responses</b>	<b>No. of responses</b>	<b>Officer's response</b>
Responses not in support (oppose) of the proposals	<b>5</b>	13.5% of the responses did not support the proposals.
<p>Unnecessary, scheme not needed.</p> <p>Two responses felt the current bus lane times are perfect as they cover the morning and evening rush hours. The times between 10 am-4pm are not busy and the ONLY reason the buses are stuck in traffic is due to the LTNs causing traffic from Well Street to impact the vehicles on Mare Street. Also, they feel during non-bus lane operational hours, this will ease the traffic congestion in the area.</p>	<b>2</b>	<p><b>Officer's response</b></p> <p>The Council's bus priority team and London Buses identified that at off-peak times (10am - 4 pm) when the bus lane is not enforced, vehicles parked in the parking bays on the southbound bus lane on Mare Street between St Thomas's Square and Well Street obstruct buses as only one lane is available for all traffic. This has been identified as a cause of significant delays to local bus routes. The change of bus lane hours from 7 am to 7 pm will improve the bus journey times during off-peak hours and also improve the cyclist's journey and for emergency vehicles.</p>
<p>Traffic congestion concerns.</p> <p>Two responses mention the nearby LTNs are causing the traffic congestion at Mare Street. They mention since the Council is pushing traffic to the main road, therefore, the Council should open bus lanes to normal traffic to ease the congestion.</p>	<b>2</b>	<p><b>Officer's response</b></p> <p>The Council understands that there is an increase in traffic on some main roads due to LTNs and each LTN has been assessed to look at the impacts of it, before decisions are made as to whether to retain, modify or remove the LTN. This includes the impacts on roads such as Mare Street Residents are allowed to use the bus lane on Mare Street between St Thomas's Square and Well Street between 7 pm and 7 am.</p>



## **Statutory consultation**

5.10 These proposals will only be implemented subject to successful statutory consultation on changes to the bus lane timings and also to the removal of the parking bays and replacing them with 'waiting and loading' restrictions.

## **6.0 IMPACTS**

### **Permanent Impacts**

#### **Bus service and general traffic**

6.1 If approved, these proposals would provide bus journey time benefits and also ease the general traffic congestion on Mare Street between St Thomas's Square and Well Street.

### **Temporary Impacts**

6.2 If approved, the works are due to be implemented during the 2022/23 financial year, subject to statutory consultation.

6.3 The works are expected to take approximately 1 week to complete and will be carried out under normal working times of 08:30 am to 4:30pm Monday to Friday.

6.4 No recurring maintenance costs will emanate from this scheme, except for routine maintenance.

## **7.0 EQUALITIES IMPACT ASSESSMENT:**

7.1 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; a full analysis has been done in which knowledge about protected groups has been examined from a variety of sources. This knowledge base is included in **Appendix 3**.

### **The Equality Act**

7.2 Hackney Council and its delegated authority decision-makers must have regard to 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.

7.3 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.

7.4 The Act 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.

### **Links between Equality and Traffic Management**

7.5 A full analysis has been undertaken in which knowledge about protected groups and their travel patterns has been examined from a variety of sources. This considers what the general impact will be of a scheme that reduces car use on the majority of streets with some potential increase on others. This evidence base is included as **Appendix 3**. 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, 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.
- It is the case that some members of some groups will be disadvantaged for some journeys. This is accepted and recognised. Where this results in

a disadvantage that is not compensated for by other advantages then changes to scheme design will be considered.

- 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 own a car. This should be considered when appraising the impact on any group.
- The overall impact is going to be positive for the whole population and will, if anything, be disproportionately beneficial to people with protected characteristics.

7.6 The proposals are designed to benefit all user groups whilst minimising and mitigating any potential disadvantages, especially to those groups who are protected by the Equality Act.

### **Area-Specific Data**

7.7 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.

7.8 Key Characteristics of the Ward have been referred to from the full analysis available at <https://hackney.gov.uk/hackney-ward-profiles>

7.9 Information on health needs have also been referred to as contained in the Joint Strategic Needs Assessment from 2016 available at <https://hackneyjsna.org.uk/ward-profiles/>

7.10 Local data 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.

## EQIA Summary

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

Protected Characteristic						
Disability	Pregnancy & Maternity	Age	Religion & Belief	Race & Ethnicity	Gender, gender reassignment, sexual orientation, and marriage and civil partnership	Poverty
Overall IP	Overall P	Overall P	Overall P	Overall P	Overall N	Overall P
Positive		<p>The scheme is part of an overall plan aimed at improving the efficiency of 5 busy bus services on a section of Mare Street.</p> <p>The scheme will have a positive improvement to <b>public transport</b> for all users.</p> <p>This scheme's objectives are to improve bus services on bus routes 55, 106, 236, 254, and 277 where they are currently delayed by parked vehicles. London Buses are satisfied that there will be an overall benefit to their operations. The protection of bus services 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.</p> <p><b>There can reasonably be expected to be a minor improvement in road safety</b> as buses will not need to move in and out of the bus lanes into passing traffic flows.. They are also particularly beneficial for older people and young children, who are overrepresented in road collision accidents.</p> <p>The impact on <b>Air Quality</b> is predicted to be marginally positive and benefits should increase as slightly reduced journey times become established. Air quality improvements are beneficial to all protected groups.</p> <p>Note also that among some protected groups, for example <b>pregnancy</b>, 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>				

<p>Negative</p>	<p>The loss of twelve parking spaces on Mare Street can be accommodated within nearby side roads. The existing parking bays will be replaced with single yellow lines with “No waiting” restrictions between 7am-7pm Monday to Saturdays, which allows parking or loading at all other times.</p> <p>This will affect car users more than others. It is accepted that car users may have different representations from those people with protected characteristics. All destinations will remain accessible by all modes. Users that are more reliant on cars/vehicles will be marginally disadvantaged and will have to walk a short distance further to their parked cars. Subgroups of the group of car dependent people will include members of protected groups including older people and people with disabilities.</p> <p>As a mitigation to this, the Council has a clear policy of prioritising Blue Badge parking as set out here <a href="http://www.hackney.gov.uk/blue-badge">www.hackney.gov.uk/blue-badge</a></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, 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.</p> <p>Balancing these positives and negatives and the impact on different locations, overall it is believed that the scheme has been beneficial in terms of equalities.</p> <p>Certain measures have been incorporated into the proposals to mitigate negative impacts, or to ensure that certain negative impacts would not increase. These include:</p> <ul style="list-style-type: none"> <li>● The maintaining of access for all emergency services in the scheme area</li> <li>● All properties are still accessible by vehicles including taxis</li> <li>● Blue badge parking is available</li> </ul> <p>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.</p>

	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.
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7.11 It is accepted that there are some car users who will experience a minor disadvantage in accessing parking spaces. The Council has considered carefully the representations it has received and recognises these difficulties. However, the Council has a continuing duty to keep its network management under review and represent the best interests of all road users. Taking all these factors into account, the Council considers the advantages of the scheme overall are potentially significant and outweigh these disbenefits.

## **8.0 LEGAL IMPLICATIONS**

8.1 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).

8.2 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.

8.3 Permanent Traffic Management Orders, made under Section 6 of the Road Traffic Regulation Act 1984, will be used to legally enforce the traffic management changes.

8.4 In this case the new 'waiting and loading' restrictions and bus lane operating hours? at any time will require statutory consultation.

## **9.0 FINANCIAL IMPLICATIONS**

9.1 The estimated cost of this scheme is £5,000. The scheme is fully funded by the Transport for London's Local Implementation Funding Allocation for 2022/23.

9.2 Routine maintenance of the scheme will be passed on to the Council's Highway Maintenance team.

## **10.0 AUTHORITY TO MAKE DECISIONS**

10.1 Within the scheme of delegation for Neighbourhoods and Housing, delegation (authority) for making permanent orders under Section 6 of the Road Traffic Regulation Act (RTRA 1984) falls under (what is currently numbered as): NH256 - Making "permanent" orders for prescribed routes, waiting and loading restrictions, bus stop and school clearways, disabled persons' parking places, doctors' parking places, free parking places, loading bays, bus and cycle lanes,

pedestrian zones, weight, height and length restrictions, is delegated to Director, Public Realm and Head of Streetscene. The Head of Streetscene is able to approve the recommendations set out in this report.

## 11.0 RECOMMENDATIONS

**It is recommended that the Head of Streetscene:**

11.1 Considers this report that contains the results of the consultation responses and objections received for the Bus priority proposal for Mare Street.

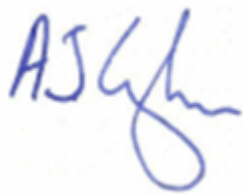
11.2 Approves that the Council proceeds with the statutory consultation and the advertising of the necessary Traffic Management Orders (TMO) to:

- Upgrade the existing bus lane operating hours to Monday to Saturday to 7am - 7pm, between St Thomas's Square and Well Street.
- Remove the existing shared use parking bays between St Thomas's Square and Well Street and replace it with single yellow lines.

11.3 Approves that, subject to funding and a positive outcome to statutory traffic order making processes, to proceed with implementing the agreed measures.

## 11.0 APPROVAL

I have noted the contents of this summary and approve with the recommendations contained therein.



Signed: - ...

Dated: - 21 April 2022

Andrew Cunningham - Head of Streetscene

cc Councillor Mete Coban – Cabinet Member for Energy, Waste, Transport and Public Realm

cc Aled Richards – Strategic Director, Sustainability and Public Realm

cc Maryann Allen – Group Engineer, Design and Engineering

## **Appendices**

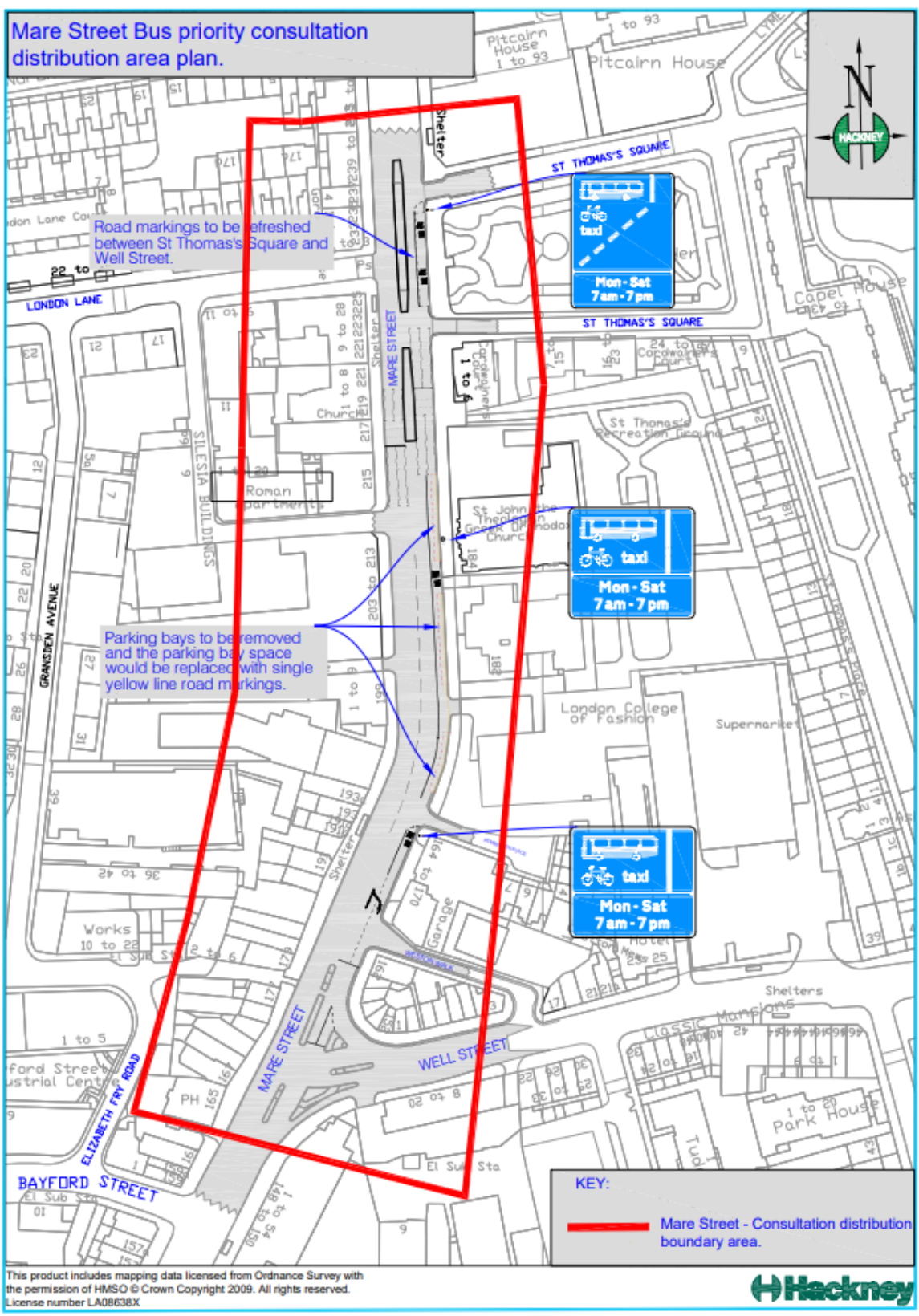
Appendix 1: Distribution area for consultation

Appendix 2: Consultation document

Appendix 3: EQIA Knowledge Base

### **Appendix 1**





**Map I – Distribution area and location of responses received by post**