

DELEGATED POWERS DECISION

STREETSCENE SERVICE Sustainability and Public Realm - CLIMATE, HOMES AND ECONOMY

Shoreditch Park Area - Permanent Modal Filters Pitfield Street and Hyde Road

AGREE TO:

- Consider the results of the monitoring, consultation responses and objections received for the modal filters at Pitfield Street and Hyde Road, which were implemented using a Temporary Traffic Management Order (TTMO).
- Proceed with the statutory process and advertising of the necessary Traffic Management Orders to implement permanent closures on:
 - Pitfield Street, at a point 15m south of the junction with Hemsforth Street, except for cyclists, emergency vehicles and the Council's waste service vehicles.
 - Hyde Road, from the junction with Pitfield Street to the junction with Northport Street, except for cyclists, emergency vehicles and the Council's waste service vehicles.
- Replace the existing planters with permanent features to improve the look and feel of the environment, subject to funding being available and a favourable consultation response to the design proposal.
- Proceed with the investigations, consultations and, subject to funding and approvals, the implementation of mitigation measures requested by residents, for other roads as set out in **Section 15** of this report to include, but not limited to: Purcell Street, Mintern Street, Crondall Street, Falkirk Street, Hoxton Street and the section of Pitfield Street to the south of the modal filter.

REASONS

The proposals will:

Help to make Hackney a more sustainable, greener and safer borough by encouraging users of the borough to give further consideration to using more sustainable modes of transport to assist improving local air quality, reduce car dominance, reduce accidents and assist in the reduction of the use of residential roads by through-traffic.

The Council is also committed to its 2019 Climate Emergency Declaration to achieve a 45% reduction in emissions against 2010 levels and net zero emissions by 2040. Delivering modal filters, Low Traffic Neighbourhoods (LTNs) and a reduction in the number of cars rat-running through our borough is seen as a key contributor to Hackney achieving this target.

Under the Traffic Management Act 2004, local authorities have a duty of care to all road users, including pedestrians and cyclists, and to facilitate a more sustainable and better use of road space. Delivering closures, LTNs and a reduction in the number of cars rat-running through our borough is also seen as a key contributor towards the Council's Transport Strategy which gives priority to pedestrians and cyclists.

The closures will also:

- Encourage more sustainable modes of transport such as walking and cycling as well as helping to improve air quality.
- Prevent through-traffic on Pitfield Street to create a safer environment for residents, school children and users of the new Britannia Leisure Centre and to improve cycle facilities on the Cycleway 1 (C1) along Pitfield Street, formerly known as Cycle Superhighway 1 (CS1).
- Improve road safety by reducing accidents caused by through-traffic on residential roads and on one of the busiest cycle routes in the borough.
- Prevent through-traffic on Hyde Road creating a safer environment for residents and school children and improving cycle facilities for west to east cyclists from Hoxton West to London Fields using the cycle Quietway (Q). This will also help improve connectivity with the recently introduced cycle tracks along Queensbridge Road.
- Prevent through-traffic on Hyde Road and Pitfield Street encouraging motorised vehicles to use The A10 Kingsland Road, the A1200 New North Road and the A501 Old Street / Great Eastern Street.

- Support Transport for London's (TfL) ambitions for "Healthy Streets", reducing through-traffic and its noise impacts, which will contribute towards a liveable neighbourhood, improve the ambience of our streets and directly benefit people's health. Achieving reduced traffic and quieter roads helps to deliver on a number of key indicators of TfL's "Healthy Streets", including encouraging residents to walk and cycle and reducing the worry about road dangers.
- Improve the Cycling Level of Service (CLoC) as set out by TfL's London Cycle Design Standards (LCDS) which describes the objective of efficiently delivering safer, more comfortable, direct, coherent, attractive and adaptable cycling infrastructure.
- Support the concept of low traffic residential streets and the possibility of making permanent public realm improvements (replacing the existing box planters) which could substantially improve the public realm along Hyde Road and Pitfield Street.

1.0 Background and Proposals

- 1.1 In June 2019 Hackney Council implemented traffic measures, through the use of Temporary Traffic Management Orders, in the Shoreditch Park area to allow for the construction of the new Britannia Leisure Centre and the new Academy. Road closures on Hyde Road and Pitfield Street were introduced for safety purposes given the ongoing construction works in this area.
- 1.2 In June 2021 Hackney Council made a decision to continue with some of the restrictions around the new Britannia development as building works carried on in the area, particularly for the safety of pedestrians and cyclists. Committed in our Transport Strategy to make Hackney's roads safer for everyone living, working and visiting the borough, the aim was to create an environment that would encourage more walking and cycling and improve road safety and air quality.
- 1.3 The pandemic also made it critical that the Council addressed the issue of rapidly growing traffic on residential streets in the capital. Vehicle mileage on such roads has almost doubled from 5.5bn vehicle miles in 2009 to nearly 9.5bn in 2019. In the same period, traffic on A roads in London had not increased at all. The phenomena, which has been blamed on a rise in 'rat running' enabled by the use of route planning and sat-nav devices and also by the rise of online deliveries, has recently been confirmed by newly revised traffic figures from the DfT¹.

¹ <https://roadtraffic.dft.gov.uk/regions/6>

1.4 Traffic filters (planters on the road, which prohibited unauthorised motor vehicles from passing through) were implemented under a TTMO at the following locations within the Shoreditch Park area:

- **Pitfield Street.** A modal filter on Pitfield Street to the south of its junction with Hemsworth Street, was implemented in June 2021. This modal filter consists of one planter to narrow the width of the road. The filter is camera enforced and allows cyclists, emergency services and Hackney's refuse vehicles to pass through.
- **Hyde Road.** A modal filter on Hyde Road from Pitfield Street to Northport Street, was implemented using two planters to narrow the width of the road on each end. The filter is camera enforced and allows cyclists, emergency services and Hackney's refuse vehicles to pass through.

Figure 1: Pitfield Street modal filter

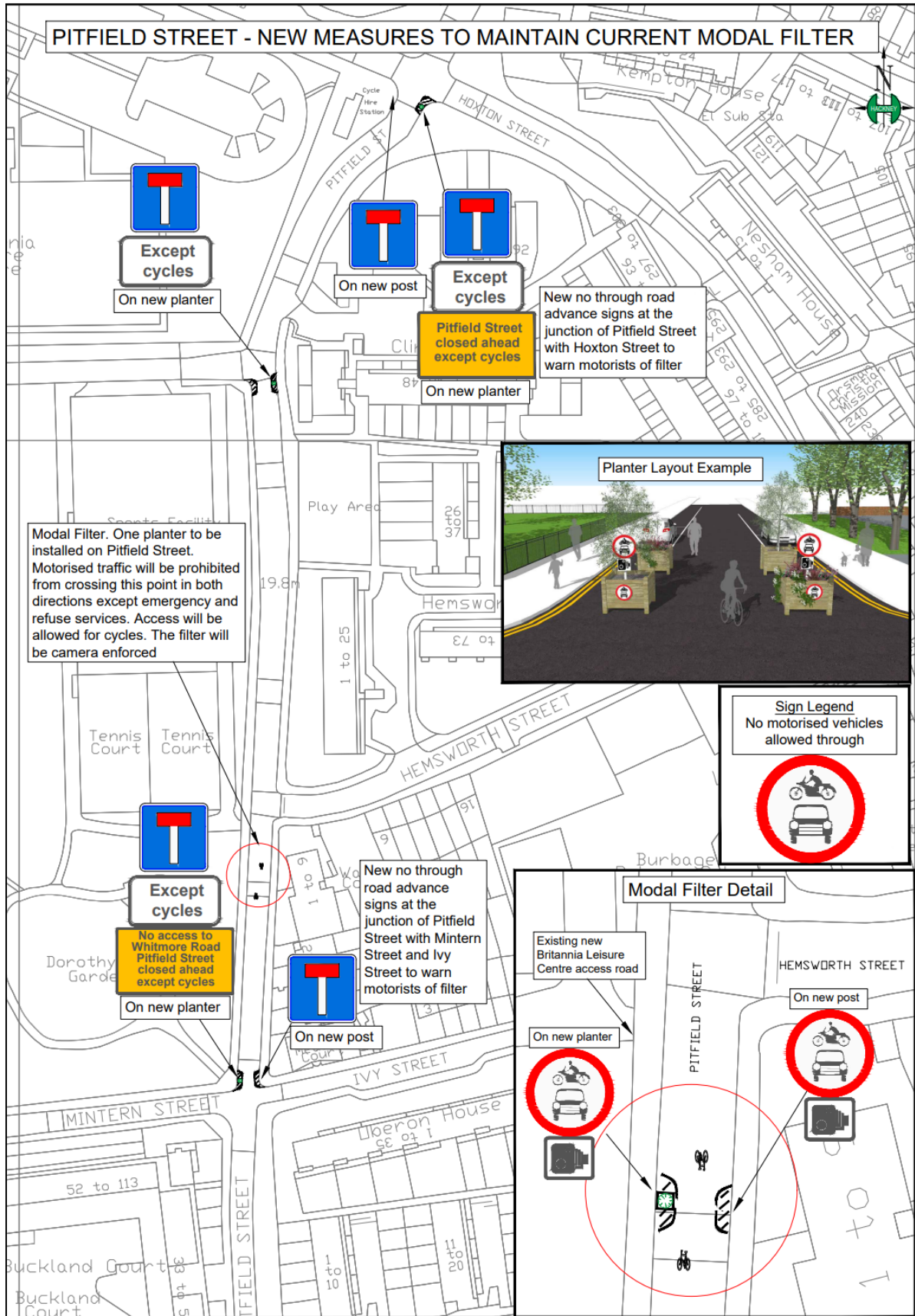


Figure 2: Pitfield Street modal filter (June 2021)



Figure 3 : Hyde Road modal filter

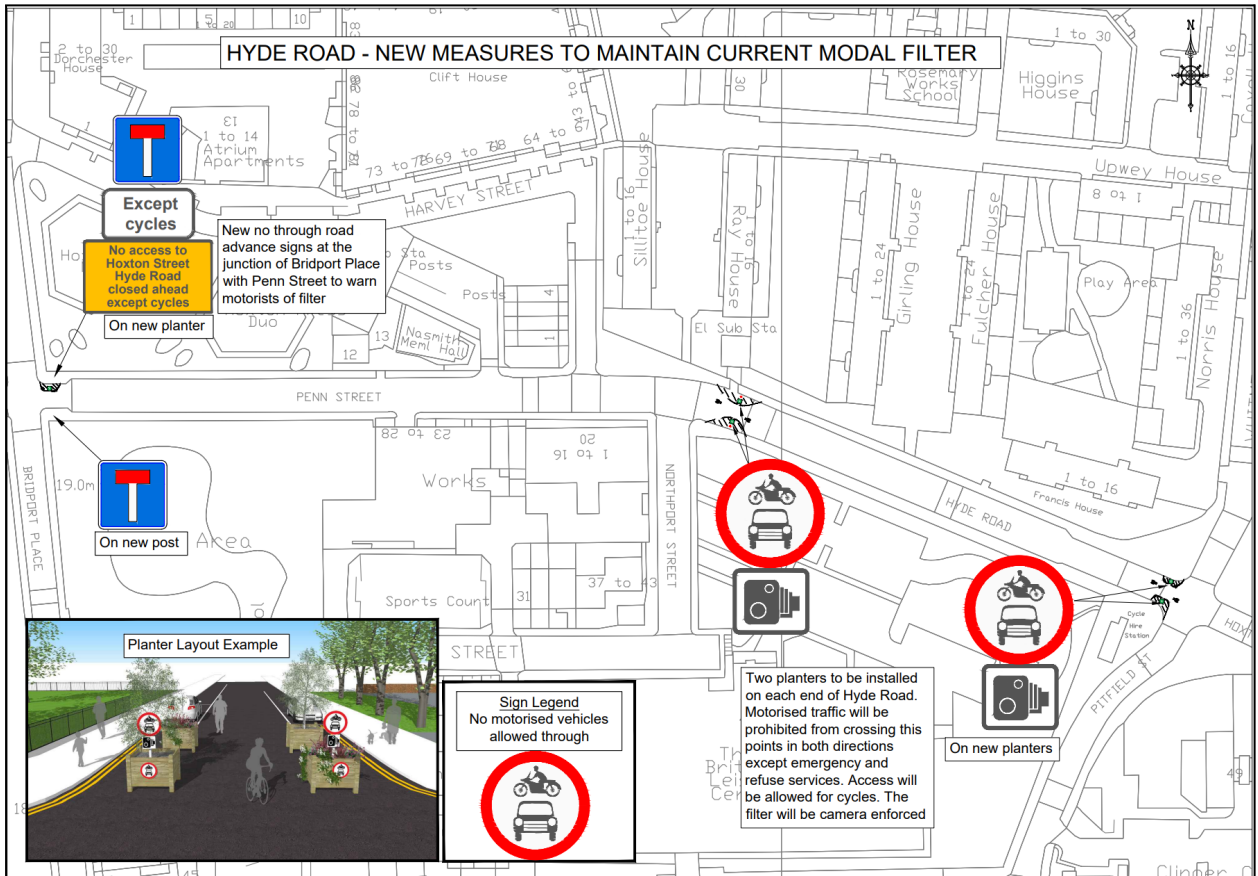
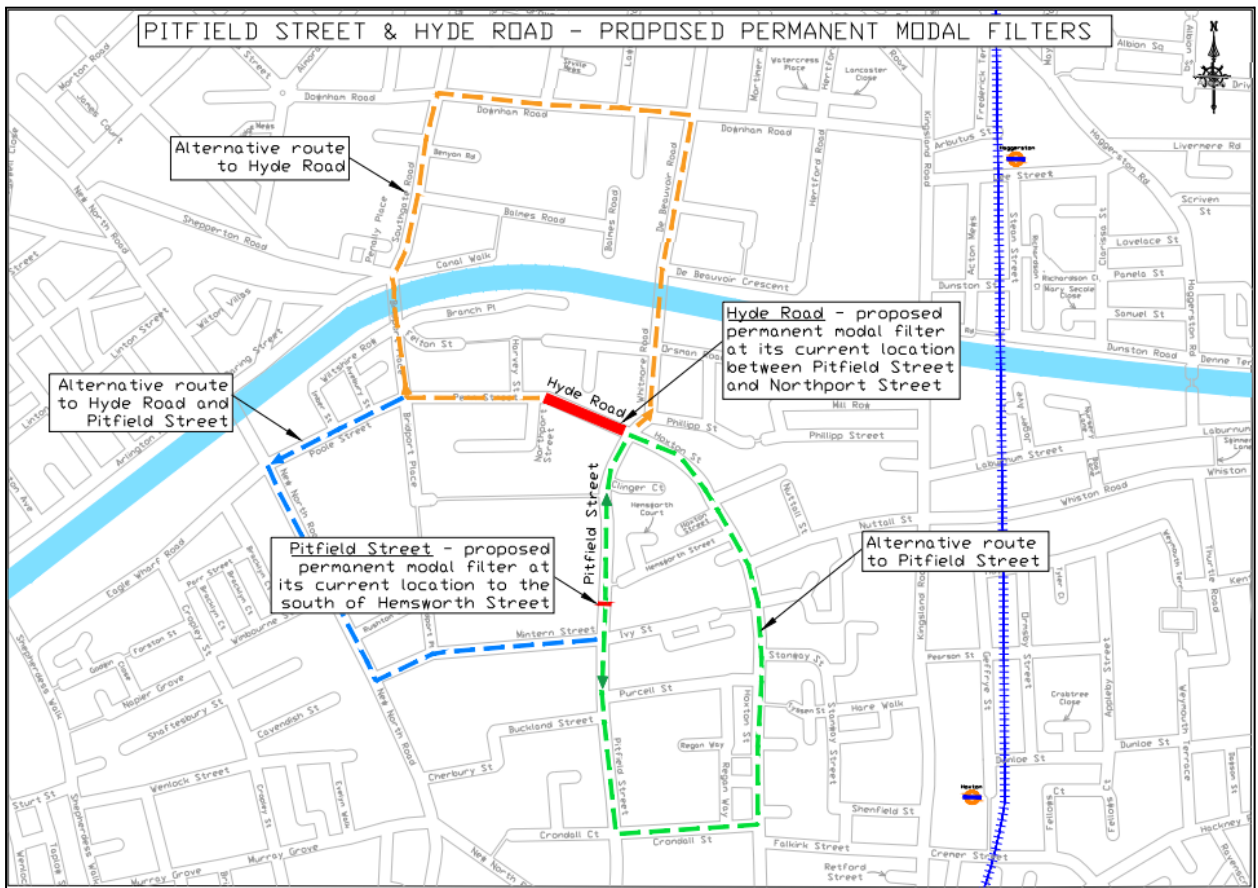


Figure 4 : Hyde Road modal filter (June 2021)



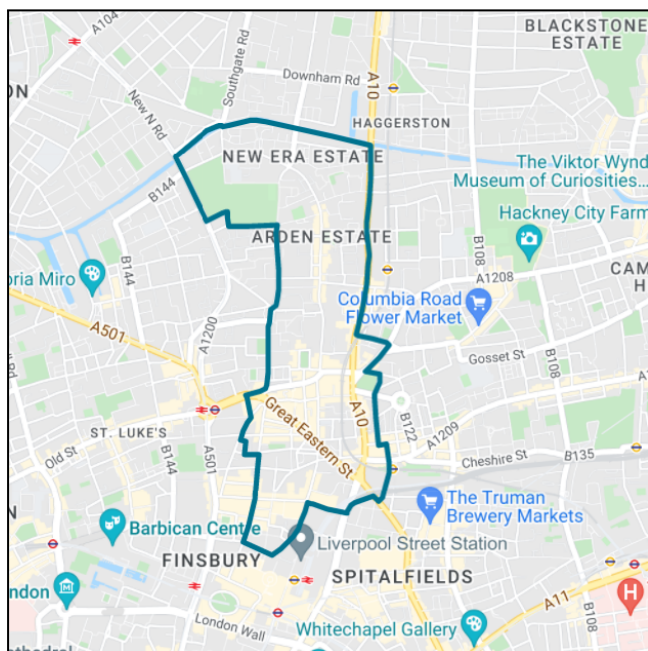
- 1.5 The modal filters aim to enable residents to walk and cycle to their destinations and to protect local residential streets from an increase in construction and through-traffic.
- 1.6 On 25 October 2021, Hackney Council launched a public consultation within the Shoreditch Park area. Residents and businesses in the area were given the opportunity to comment on the proposals to make the temporary modal filter restrictions permanent to achieve a safer and more pleasant environment. The consultation closed on 3 December 2021.

Figure 5: Shoreditch Park area - permanent modal filter proposals



- 1.7 As shown in **Figure 6** below, this scheme falls within the Hoxton East and Shoreditch Ward.

Figure 6: Hoxton East and Shoreditch Ward



- 1.8 Prior to the implementation of the closures in June 2021, the Council conducted a feasibility study analysing traffic speeds, traffic volumes and accidents in the Shoreditch Park area. A full analysis can be found within **Sections 2 & 4** of this report.
- 1.9 The scheme eliminates a significant proportion of through traffic on Hyde Road and Pitfield Street, whilst accepting that through traffic still uses main routes, such as New North Road and Kingsland Road (A10). As a consequence, road safety and air quality could be improved locally. Local residents are still able to access their homes, however they will have to use a route that avoids driving through the traffic filters.

Improvements for pedestrians and school children - School Streets

- 1.10 The closures also aim to improve road safety for pedestrians crossing Hyde Road and Pitfield Street. These roads are highly used by children attending Shoreditch Park Primary School (PS), Hoxton Garden PS and the new City of London Academy located within the area.
- 1.11 Shoreditch Park PS and Hoxton Garden PS are located on School Streets (SS). School Streets are a pioneering programme to transform roads outside schools, so that pedestrians and cyclists are prioritised at school start and finish times. The schemes tackle congestion, reduce accidents and help improve air quality at the school gates, making it easier and safer to walk and cycle to school. They create a more pleasant environment for everyone, while making sure residents,

businesses, pedestrians and cyclists can still use the road. The streets around a school temporarily become a Pedestrian and Cycle Zone at set times in the morning and afternoon. Vehicles are not permitted to enter the zone between these times unless they have been granted an exemption. For more information on SS visit: <https://hackney.gov.uk/school-streets>

- 1.12 The operational times of these listed School Streets are 8:30am to 9:30am and 3pm to 4pm, Monday to Friday, during school term time only. Some vehicles are exempt from School Street zones, including Emergency Services vehicles, Hackney Waste Services vehicles, vehicles registered to a residential or business address inside a School Street zone, and Blue Badge holders and carers who need access to a property inside a School Street zone.
- 1.13 Shoreditch Park PS and Hoxton Garden PS School Streets were introduced experimentally and reviewed independently, with a decision to be made in each case as to whether to make each School Street permanent, permanent with modifications or withdrawn. These SS came into operation on 20 August 2020. They were made permanent in February 2022 following a full assessment. Further information and the approval reports are contained in **Appendix I**.
- 1.14 The SS changes have aided vulnerable users and have encouraged local pedestrians, particularly school children, to walk and cycle to local amenities and places of interest.

Improvements for cyclists

- 1.15 There is currently an existing cycle route, Cycleway 1 (C1) formerly known as CS1 which runs along Pitfield Street. Reduced traffic on this road would help improve cycle facilities, reduce collisions and improve air quality.
- 1.16 The filter on Hyde Road also aims to improve cycle facilities for west to east cyclists from Hoxton West to London Fields which runs through Hyde Road, improving connectivity with the existing cycle Quietway (Q) route along Whiston Road and the cycle lanes along Queensbridge Road.

Communications & Engagement Approach

- 1.17 On 24 May 2021, a notification letter was sent to residents and businesses in the area to inform them of the Council's plans to continue with the road closures on Pitfield Street and Hyde Road, as building works carried on in the Shoreditch Park area. Residents were given the opportunity to contact Hackney Council and to provide their feedback offline through writing to 'Freepost Streetscene' and

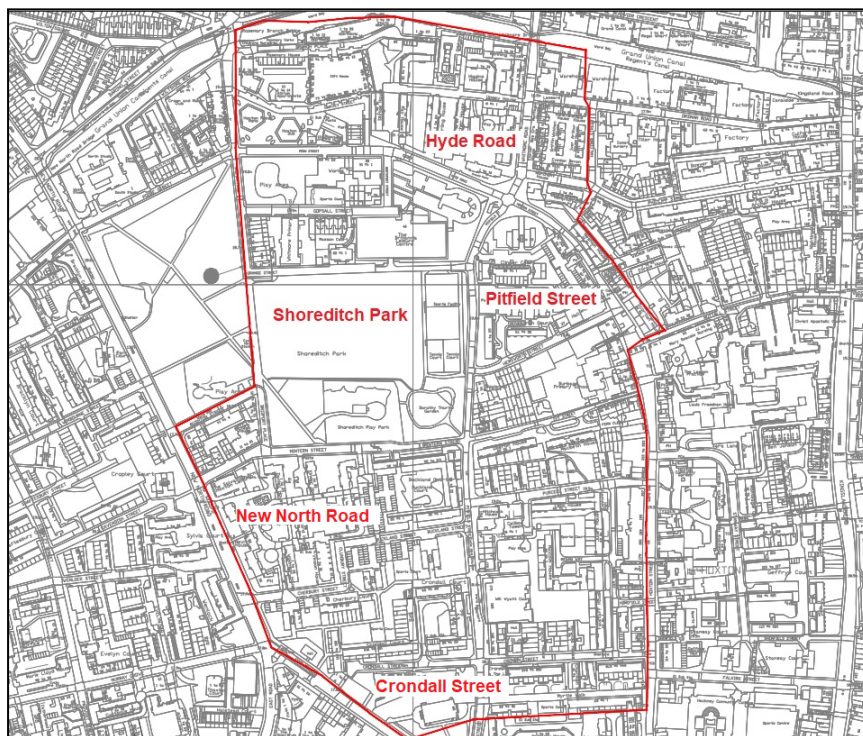
electronically to streetscene.consultations@hackney.gov.uk. The letter, drawings and distribution area can be found in **Appendix II**.

1.18 On 25 October 2021, Hackney Council launched a public consultation, giving residents the opportunity to comment on the proposals to make the temporary modal filter restrictions permanent. The consultation closed on 3 December 2021. The consultation and proposals were also published online: <https://consultation.hackney.gov.uk/streetscene/shoreditchparkarea>.

1.19 The consultation conversation was promoted by:

- Distribution of 3,000 consultation leaflets, drawings and questionnaires to residents in the surrounding area. These can also be found in **Appendix I**. The distribution area is shown in **Figure 7** below.
- Articles in Hackney Today.
- Encouraging residents to provide feedback via Council social media channels and relevant e-newsletters, including through targeted, area-based social media ads.
- Nextdoor, a neighbourhood hub which enables online local engagement.
- The involvement of local Councillors was important in order to cascade the information through their surgeries.

Figure 7 - Consultation material distribution area outlined in red



2.0 Data Collection Methodology:

Scheme Feedback

- 2.1 The primary method of collecting data was through the online platform: <https://consultation.hackney.gov.uk/streetscene/shoreditchparkarea> and through the delivery of 3,000 paper leaflets and questionnaires within the area.
- 2.2 You can view the summary of the responses from the consultation in the **Appendix III**.

Traffic survey data

- 2.3 Automatic Traffic Counts (ATCs) were undertaken in December 2019 and November 2020, after the original closures implemented by the developers of the Britannia Leisure Centre and the new Academy. A second set of ATCs was undertaken in July 2021, after the decision to continue with the temporary closures from June 2021. The majority of this data could be compared to baseline data where available, including October 2006, March 2007, November 2017 and March 2019, before any closures were implemented. However, this earlier data was not available for some locations and therefore any available data was used; the dates have been inserted into the tables below. The surveys were undertaken throughout the Shoreditch Park area and shown in **Appendix IV**.

2.4 **Table 1** below shows 7 day average flows on roads around Hyde Road and Pitfield Street before the introduction of the modal filters and how that flow has changed since the introduction of the closures.

2.5 **Figure 8** shows the location of the counts taken and a summary of the traffic flows before and after implementation.

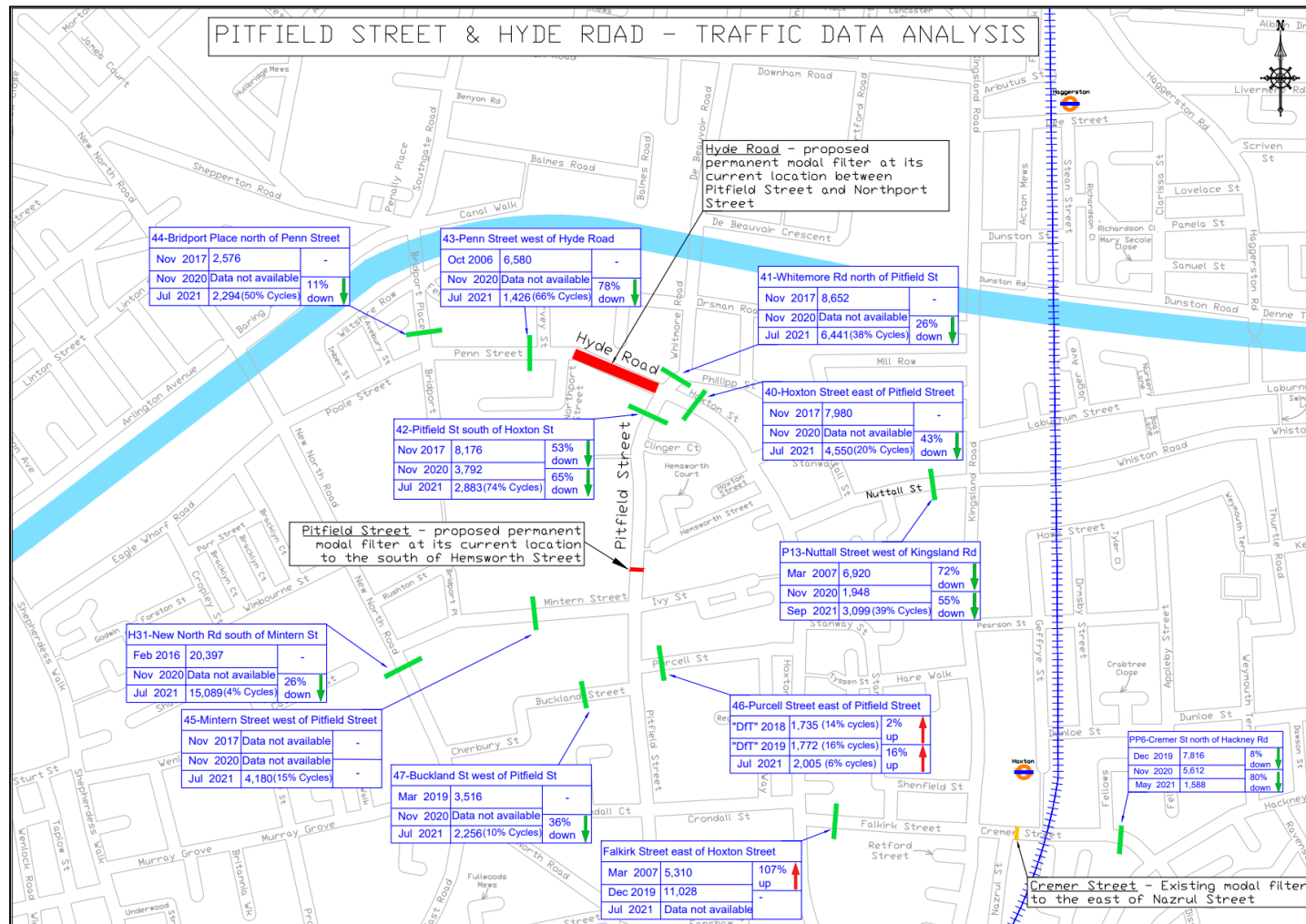
Table 1: Traffic Change in the Shoreditch Park area compared to pre-implementation baseline

Pitfield Street / Hyde Road Traffic Filters - Traffic Flow Analysis - Baseline, Nov 2020, Jul 2021																		
Location Details		Pre Implementation (03/19, 11/17, 03/07 & 10/06) 7 Day average traffic counts (Base)					Post closures by developers in Jun 2019 (Data Nov 2020, Dec 2019) - 7 Day average traffic counts						Post Implementation of closures in Jun 2021 (Data Jul 2021) - 7 Day average traffic counts					
Name	Direction	Site Ref	Date	Lane Total	Total both lanes	2 Wheelers	Site Ref	Date	Lane Total	Total both lanes	2 wheelers	Difference (against Base figures)	Site Ref	Date	Lane Total	Total both lanes	Pedal cyclists	Difference (against Base figures)
Pitfield Street south of Hoxton Street	Northbound	-	11/17	4252	8176	-	H18	11/20	1339	3792	-	-4,384 53%↓	42	07/21	1438	2883	1064 (74%)	-5,293 65%↓
	Southbound			3924		-			2453		-						1445	
Hoxton Street east of Pitfield Street	Eastbound	-	11/17	2470	7980	-	Data not available					Nov 2020 data not available	40	07/21	2653	4550	540 (20%)	-3,430 43%↓
	Westbound			5510		-					1897						509 (19%)	
Whitemore Road north of Pitfield Street	Northbound	-	11/17	4278	8652	-	Data not available					Nov 2020 data not available	41	07/21	3570	6441	1257 (35%)	-2,211 26%↓
	Southbound			4374		-					2871						1180 (41%)	
Penn Street west of Hyde Road	Eastbound	-	10/06	2966	6580	-	Data not available					Nov 2020 data not available	43	07/21	641	1426	412 (64%)	-5,154 78%↓
	Westbound			3614		-					785						526 (67%)	
Bridport Place north of Penn Street	Northbound	-	11/17	1641	2576	-	Data not available					Nov 2020 data not available	44	07/21	783	2294	478 (61%)	-282 11%↓
	Southbound			935		-					1511						569 (38%)	
Mintern Street west of Pitfield Street	Eastbound	Data not available					Data not available					Nov 2020 data not available	45	07/21	2013	4180	345 (17%)	Base data not available.
	Westbound										2167						261 (12%)	

Table 1 (Cont.): Traffic Change in the Shoreditch Park area compared to pre-implementation baseline

Pitfield Street / Hyde Road Traffic Filters - Traffic Flow Analysis - Baseline, Nov 2020, Jul 2021																		
Location Details		Pre Implementation (03/19, 11/17, 03/07 & 10/06) 7 Day average traffic counts (Base)					Post closures by developers in Jun 2019 (Data Nov 2020, Dec 2019) - 7 Day average traffic counts						Post Implementation of closures in Jun 2021 (Data Jul & Sep 2021) - 7 Day average traffic counts					
Name	Direction	Site Ref	Date	Lane Total	Total both lanes	2 Wheelers	Site Ref	Date	Lane Total	Total both lanes	2 wheelers	Difference (against Base figures)	Site Ref	Date	Lane Total	Total both lanes	Pedal cyclists	Difference (against Base figures)
Buckland Street west of Pitfield Street	Eastbound	-	03/19	1375	3516	-	Data not available					Nov 2020 data not available	47	07/21	984	2256	106 (11%)	-1,260 36% ↓
	Westbound			2141		-												
Purcell Street east of Pitfield Street	Eastbound	DfT Annual average daily flow	2018	-	1735	251 (14%)	DfT Annual average daily flow	2019	-	1772	277 (16%)	+37 2% ↑	46	07/21	893	2005 Missing some Jul data	46 (5%)	+270 16% ↑
	Westbound			-		-			-		-				-		1112	
Nuttall Street west of Kingsland Road	Eastbound	-	03/07	2546	6920	-	P13	11/20	Cycles only	1948	No cycles data	-4,972 72% ↓	P13 Site 9	09/21	849	3099	840 (99%) Cycles only	-3,821 55% ↓
	Westbound			4374		-												
Falkirk Street east of Hoxton Street	Eastbound	-	03/07	2147	5310	-		12/19	4829	11,028	-	+5,718 107% ↑						
	Westbound			3163		-												
Cremer Street north of Hackney Road	Northbound	East of Nazrul Street	12/19	3628	7816	-	PP6	11/20	2530	5612	417 (16%)	2204 28% ↓ Missing some Nov data	PP6	05/21	781	1588	270 (35%)	-6,228 80% ↓
	Southbound					4188			-									
New North Road south of Mintern Street	Northbound	LC 17	02/16	8448	20397	-	Data not available						H31	07/21	6754	15089	434 (6%)	-5308 26% ↓
	Southbound					11949	-											

Figure 8: Traffic data analysis map



2.6 **Table 1** shows traffic changes on roads within the Shoreditch Park area. An analysis of the traffic counts during the years where traffic data was available, shows strong evidence of traffic reduction in the area, but a more mixed picture on the boundary roads.

2.7 **Table 1** above shows the results of traffic surveys completed during November 2020 and July 2021. Compared to available baseline traffic counts taken before the implementation of the two road closures, the data shows decreases in total traffic volumes on:

- Pitfield Street (-65%). 74% of the total traffic is cycles.
- Hyde Road (-78%). 78% of the total traffic is cycles.
- Hoxton Street (-43%). 20% of the total traffic is cycles.
- Whitmore Road (-26%). 38% of the total traffic is cycles.
- Bridport Place (-11%). 50% of the total traffic is cycles.
- Buckland Street (-36%). 10% of the total traffic is cycles.
- New North Road (-26%). 4% of the total traffic is cycles.

2.8 **Table 1** also shows an increase of traffic against baseline data on:

- Falkirk Street (+107%). There was not available data for July 2021, therefore, this increase compares the baseline data of March 2007 and the latest data in December 2019. Additional data has been commissioned, however the results were not available at the time of writing this report.
- Purcell Street (+16%). 6% of the total traffic is cycles.

During the consultation, a number of residents claimed that the traffic had increased along Mintern Street. Although the data collected for July 2021 (where 15% of the total traffic is cycles), the July data could not be compared to baseline data as this was not available. Due to the cyberattack on the Council's systems, some historic data was missing and a comparison with the scenario before the implementation of the closures could not be done. Additional data has been commissioned and it will be compared to the data in July 2021 to understand if the traffic flows are changing.

2.9 The flow analysis suggests that drivers wishing to travel within the area to avoid the main roads may be using Falkirk Street - Crondall Road and Purcell Street and perhaps Mintern Street, although the latter can not be confirmed due to the lack of baseline data.

2.10 If the actual numbers across all of the roads around Pitfield Street and Hyde Road are combined, the totals are:

- Baseline (varies) - 74,348
- July 2021 - 41,631

Falkirk Street has not been added to the numbers above because there is baseline data (5,310 vehicles / 7 day average) but not July 2021 data.

Mintern Street has also been removed from the above numbers because there is data available for July 2021 (4,180 vehicles / 7 day average) but not baseline data.

- 2.11 This indicates that overall traffic flows through this part of Hackney have decreased, whilst still acknowledging that some residents have experienced the opposite effect. The reduction could be attributed to the fact that either users have found alternative routes to travel to their destination, or due to using alternative modes of transport to reach their destination.

Enforcement and compliance

- 2.12 These modal filters were implemented using solid planters to reduce the carriageway width, but allowing enough space for cyclists, emergency and refuse vehicles to go through. Signs and road markings make it clear that regular vehicles cannot pass through. Both closures on Pitfield Street and Hyde road are camera enforced by Hackney Parking Services.

- 2.13 **Table 2** details the number of Penalty Charge Notices (PCN) issued:

	Table 2: PCNs per location per month										
Location	6/21	7/21	8/21	9/21	10/21	11/21	12/21	1/22	2/22	3/22	4/22
Hyde Road (junct with Pitfield St)	76	*	517	647	269	340	351	314	280	194	
Hyde Road (junct with Northport St)	5	*	300	243	229	171	137	135	163	128	
Pitfield Street (south of Hemsworth St)	69	7	583	780	410	648	436	538	418	437	

*Where the PCN numbers were missing or low in comparison to the adjacent months, it is likely that this was a result of the Council experiencing vandalism to the CCTV equipment and, as a result, camera enforcement was intermittent or not possible.

- 2.14 At the time of writing this report, PCN numbers were available up to March 2022. **Table 2** shows a general decrease in the number of PCNs for the

closure on Hyde Road month by month. The PCN numbers for the closure point on Pitfield Street are more variable along the months. The Council will continue to monitor this data.

- 2.15 The Council would like to see greater compliance with the measures and the numbers of PCNs being issued reduced. One of the recommendations if the filters are to be made permanent, is to replace the existing planters with permanent features such as new kerbed planters. These would be designed to reinforce the existence of the restrictions and encourage greater compliance.

3.0 Air Quality

Air quality Data Analysis & Review

- 3.1 The potential impacts (positive and negative) on air quality within the Pitfield Street and Hyde Road area have been determined using Hackney Council diffusion tube monitoring data². Where this has not been possible, modelled air quality data by Hackney Council has been used instead.
- 3.2 Diffusion tubes only monitor Nitrogen Dioxide (NO₂) concentrations. While this pollutant is the one most associated with exceedances of the Air Quality Objectives (AQO), we know that particulate matter concentrations (measured as PM₁₀ and PM_{2.5}), can have health effects even at low levels. Hackney realises the need to determine potential impacts on all relevant air pollutant concentrations and has recently implemented automatic monitors which will gather real-time data on both NO₂ and PM₁₀ concentrations across the borough. This is in addition to the automatic monitor currently located at the Old Street roundabout. Once enough data has been collected, potential impacts of this scheme on particulate matter concentrations can be assessed.
- 3.3 The impact of these closures on air quality can be determined by comparing changes in traffic flows before and after the scheme was implemented with NO₂ annual mean concentrations measured before and after the scheme was implemented. This comparison requires both sets of data to be measured at the same location and during the same time period.
- 3.4 There are no air quality monitors located along Pitfield Street or Hyde Road where the modal filters have been implemented. This means traffic data recorded before and after the implementation of the closures in these areas cannot be compared to air quality data. Therefore, the impact on air quality

² https://docs.google.com/document/d/1lyudz8t6C_bjgaM5Uql92LxnORGPMsbqcBzkvOBByi4/edit

from the implementation of the scheme cannot be determined using this method. Instead, air quality modelling has been used. This showed NO₂ concentrations at modelled receptors on Pitfield Street where modal filters have been implemented, were 36.1µg/m³. On Hyde Road, annual mean NO₂ concentrations at modelled receptors where the modal filter was implemented was between 35.1 - 35.8µg/m³ in 2018. As Hackney has seen an overall decline in NO₂ annual mean concentrations between 2014 - 2020 across the borough it can be assumed that Pitfield Street and Hyde Road are still well below the annual mean NO₂ AQO.

3.5 On boundary roads of the closures, traffic data was recorded at Automatic Traffic Counters (ATCs) in the locale of diffusion tubes on Nuttall Street, Falkirk Street and New North Road. However, NO₂ annual means have been monitored for the years 2019 (before the original closures were implemented) and 2020, which are different to the years of pre and post scheme traffic data collection. Therefore, traffic and air quality data cannot be compared to determine potential impacts from the scheme on air quality along boundary roads. However, all diffusion tubes which are located on boundary roads in the locale of the scheme were below the annual mean NO₂ AQO in 2020 (see **Table 3**) when the scheme was in place. This suggests that even though the impact of the scheme on the air quality within the locale on these boundary roads is unknown, it has not led to the exceedance of the NO₂ annual mean AQO. Further to this, **Table 3** shows all diffusion tubes, where both 2019 and 2020 annual means have been collected. Apart from the location at Hackney Community College on Falkirk Street, there is a decline in annual mean concentrations between 2019 and 2020. This suggests that the implementation of the modal filters did not lead to the worsening of NO₂ annual mean concentrations along these boundary roads around Pitfield Street and Hyde Road. See **Appendix V** - London Borough of Hackney Air Quality Annual Status Report for 2020.

Table 3 - Monitored NO₂ annual mean concentrations at diffusion tube locations on boundary roads

Monitoring Location	Road	NO ₂ annual Mean Concentration 2019 (µg/m ³)	NO ₂ annual Mean Concentration 2020 (µg/m ³)
Anthology Hoxton press	Bridport Place	-	20
Shoreditch Park	Background	33	23

St Leonards Hospital	Background	-	16
Hoxton Primary School	Ivy Street	-	19
Hackney Community College	Falkirk Street	33	35
St John the Baptist 3	Cron dall Street	29	22
New North Road 3	New North Road	40	30
St John the Baptist 2	New North Road	34	24

Note: Annual means exceeding the NO₂ annual mean AQO of 40µg/m³ are highlighted in **bold**

4.0 Collision data

- 4.1 Road traffic casualty data from the scheme area was analysed from the periods before and after the scheme's implementation using STATS19 data.
- 4.2 Accident and casualty statistics are normally reviewed over at least a three year period to ensure statistical significance. Three year collision data was analysed, which includes the collisions that occurred before the initial closure of Pitfield Street and Hyde Road by the developers in June 2019. This study looks at data between 1 October 2018 and 30 September 2021, which was the latest available at the time of writing this report.
- 4.3 No fatal collisions took place within the three year study period. Before the scheme's implementation there were 38 collisions (31 slight and 7 serious) recorded in total within the Shoreditch Park area in the twelve month period between 01/10/18 and 30/09/19. 24 collisions (21 slight and 3 serious) were recorded in the period between 01/10/19 and 30/09/20. 18 collisions (16 slight and 2 serious) occurred between 01/10/20 and 30/09/21.

Table 4: Collision numbers for all roads

Collisions for all roads before and after - Shoreditch Park Area									
All roads	Pre Implementation			Post Implementation			Post Implementation		
	01/10/18 - 30/09/19			01/10/19 - 30/09/20			01/10/20 - 30/09/21		
	Slight	Serious	Total	Slight	Serious	Total	Slight	Serious	Total
Collisions numbers	31	7	38	21	3	24	16	2	18

- 4.4 The figures in **Table 4** show a decrease in the number and severity of collisions within the area for the three year study.
- 4.5 The number of collisions by roads or junctions within the scheme boundary are shown in **Table 5** below. The locations and details of the collisions before and after the implementation of the road closures can be seen in **Appendix VI**.

Table 5: Collisions by road before and after

Collisions by road before and after - Shoreditch Park Area									
Location	Pre Implementation			Post Implementation			Post Implementation		
	01/10/18 - 30/09/19			01/10/19 - 30/09/20			01/10/20 - 30/09/21		
	Slight	Serious	Total	Slight	Serious	Total	Slight	Serious	Total
Pitfield St / Hyde Rd / Hoxton St junction	5	1	6			0	1		1
Pitfield St / Ivy St junction	2		2			0			0
Pitfield St south of Crondall St	1		1			0			0
Pitfield St / Buckland St junction	2	1	3	1		1	1		1
Pitfield St / Fanshaw St / Bevenden St / NNR junct	4	1	5	2		2	2		2
Pitfield St / Crondall St junction			0	1		1			0
Whitmore Rd / Orsman Rd junction	3		3			0	2		2
Whitmore Rd / Phillip St junction		1	1	1		1			0
Bridport Place / Poole St junction	2		2			0			0
Bridport Pl / Grange St junct		1	1			0			0
Bridport Pl / Mintern St junction			0			0	1		1
New North Rd / Rushton St junction	1		1	1	1	1			0
New North Rd / Mintern St junction			0	3		3	2		2

New North Rd / Cherbury St junction	4		4	3		3	1	1	2
New North Road / Murray Gr junction	2		2	2	1	3	1	1	2
Hoxton St / Crondall St junction	1		1			0			0
Hoxton St / Falkirk St junction			0	1		1			0
Hoxton St / Purcell St junction	1		1			0	1		1
Hoxton St / Nuttall St junction			0	1	1	2	1		1
Hoxton St / Shenfield St junction			0	1		1			0
Hoxton St / Stanway St junction		1	1	2		2			0
Hoxton St / Ivy St junction			0	1		1	1		1
Regan Way / Homefield St junct	1		1	1		1			0
Mintern Street	1		1			0			0
Halcomb St south of Orsman Rd		1	1			0			0
Crondall St west of Pitfield St	1		1			0			0
Penn St west of Bridport Place			0			0	1		1
Hoxton St / Wilks Pace junction			0			0	1		1
Total	31	7	38	21	3	24	16	2	18

4.6 The data was investigated further to understand casualties by road user type, which was broken down into the three vulnerable road user types (pedestrian, cycle and motorcycle) and all other motor vehicle occupants. The results of this analysis can be seen in **Tables 6** below.

4.7 The figures in **Table 6** show a great percentage of collisions involving vulnerable users, in particular, pedal cycles in collision with vehicles. The percentage of collisions involving cycles has been decreasing, however, the percentage of collisions involving pedestrians have seen a slight increase in the last year.

4.8 Although the number of total collisions, casualties and severity of collisions has been decreasing since the period prior to the installation of these two road closures, special care and additional monitoring should be done to address the safety of vulnerable users. Further collision investigation will be done once additional collision data becomes available and the Council will act accordingly if necessary.

Table 6: Casualties by road user type

Casualties by road user type on all roads 'before' and 'after' the implementation of the scheme.			
	01/10/18 - 30/09/19	01/10/19 - 30/09/20	01/10/20 - 30/09/21
Pedestrians	3	3	5
Cyclists	23	14	9
Motorcyclists	6	3	2
All other vehicle occupants	6	4	2
% of cycles	61%	59%	50%
% of pedestrians	8%	13%	28%
% of all vulnerable users	84%	83%	89%

4.9 At this time it is unclear what has caused this increase in the percentage of pedestrians being involved in collisions. All 3 collisions involving pedestrians in the first year period, involved other motorised vehicles. In the second year, all 3 collisions recorded also involved motorised vehicles. In the third study period, 3 collisions involved pedestrians and cars and 2 collisions occurred between a pedestrian and a cycle. The Police have commented that speeding became an issue across many of London's roads, as traffic flows decreased since the pandemic, which may be a contributory factor.

4.10 A study by Rachel Aldred with a broader sample in LTNs (including Hackney) across London has found statistically significant evidence that LTNs have decreased casualties. The Londonwide study of LTNs in the October to December period of 2020 found absolute numbers of injuries inside LTNs halved relative to the rest of London (ratio 0.51, p<0.001) with substantial reductions in pedestrian injury risk. The study also found no evidence of

changes in injury numbers or risk on LTN boundary roads³. Although specific for LTNs, the results of this study are considered to be applicable to this scheme due to the similar conditions that the closures have created compared to LTNs.

5.0 Impact on Transport for London (TfL) Buses

5.1 **Bus Journey Times** - London buses have not had routes directly adversely affected by these closures within the Shoreditch Park area as the closures are on residential roads and not on a bus route. Any other road closure (bus gate) present in boundary areas allow buses to travel through.

5.2 Any risk of delays to buses would come as the result of displaced traffic on the boundary roads of the closures. **Tables 1 and Figure 8** in the traffic **Section 2** of this report show the changes in traffic flows in and around the scheme.

5.3 **Bus Speeds** - London Buses operate within the legal road speed limit of which the majority of roads within Hackney are 20 miles per hour. Various factors can decrease the maximum speed any vehicle, including buses, can travel, these include surface conditions, weather, congestion and time of day or night amongst other factors. The roads are maintained regularly within the Council's and TfL's responsibilities as highway authorities.

5.4 **Bus runtime report from TfL** - TfL has a system called 'iBus' which provides bus runtime reports from the last 2 years. This has allowed us to choose three sets of data: from 15/3/19 to 01/06/19 for pre-implementation closures done by developers. A middle period between 01/06/19 and 01/06/21 for a period where both Hyde Road and Pitfield Street were closed by developers. For the third period we used 01/06/21 to 11/02/22, which is the period when the Council extended the duration of the closures but with an amendment. This amendment was done on Pitfield Street where the closure was restricted to a closing point to the south of Hemsworth Street.

5.5 Changes in bus journey times between March 2019 and February 2022 are shown by graphs for:

- A1200 New North Road northbound (NB) and southbound (SB) for routes 21, 76, 141, 271 and 394. See **Graphs 1 and 2**.

³ Goodman, Anna, Jamie Furlong, Anthony A. Lavery, Asa Thomas, and Rachel Aldred. 2021. "Impacts of 2020 Low Traffic Neighbourhoods in London on Road Traffic Injuries." *Findings*, July 2021, sourced at <https://doi.org/10.32866/001c.25633>.

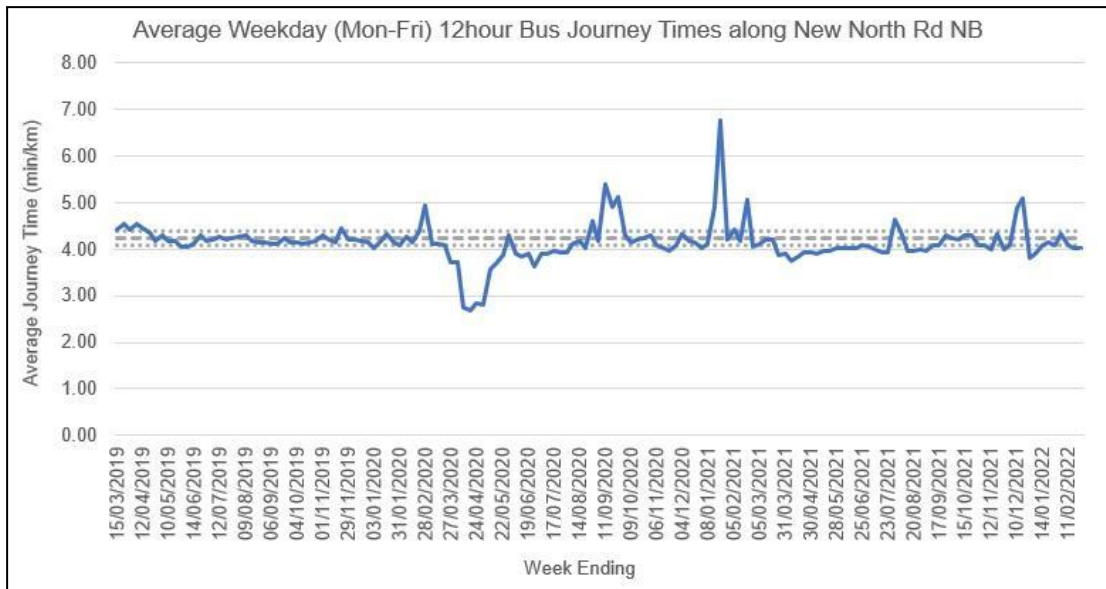
- Falkirk Street - Crondall Street NB and SB, route 394 (**Graphs 3 and 4**).
- Pitfield Street - Buckland Street NB and SB, route 394 (**Graphs 5 and 6**).

Changes in bus journey times between March 2019 and December 2021 are shown by graphs for:

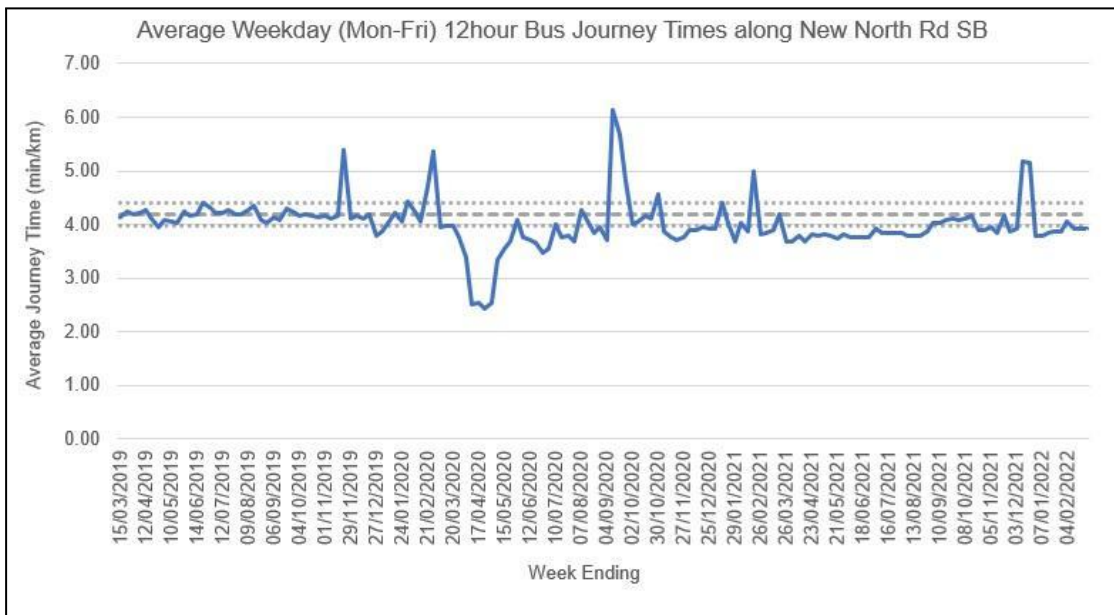
- A10 Kingsland Road NB and SB for routes 149, 242, 243 (and 394). See **Graphs 7 and 8**.

5.6 The data shows the average weekday (Mon - Fri) 12 hour (7 AM - 7 PM) bus journey times for each road in each direction. The blue line shows average bus journey time and the dashed lines show upper and lower thresholds.

Graph 1: A1200 New North NB - Changes in bus journey times in min/Km

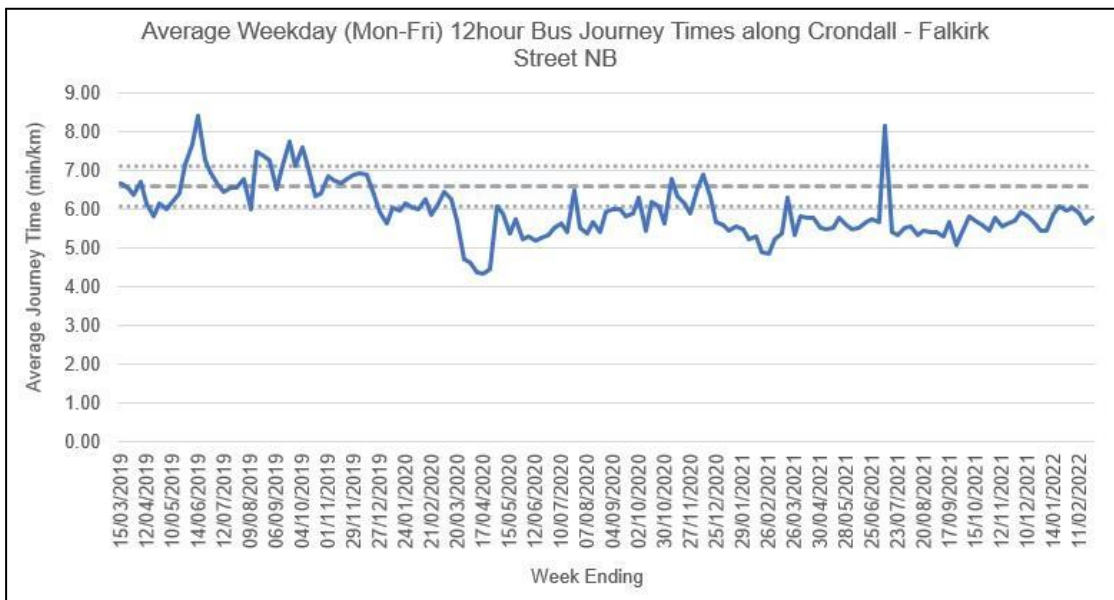


Graph 2: A1200 New North SB - Changes in bus journey times in min/Km

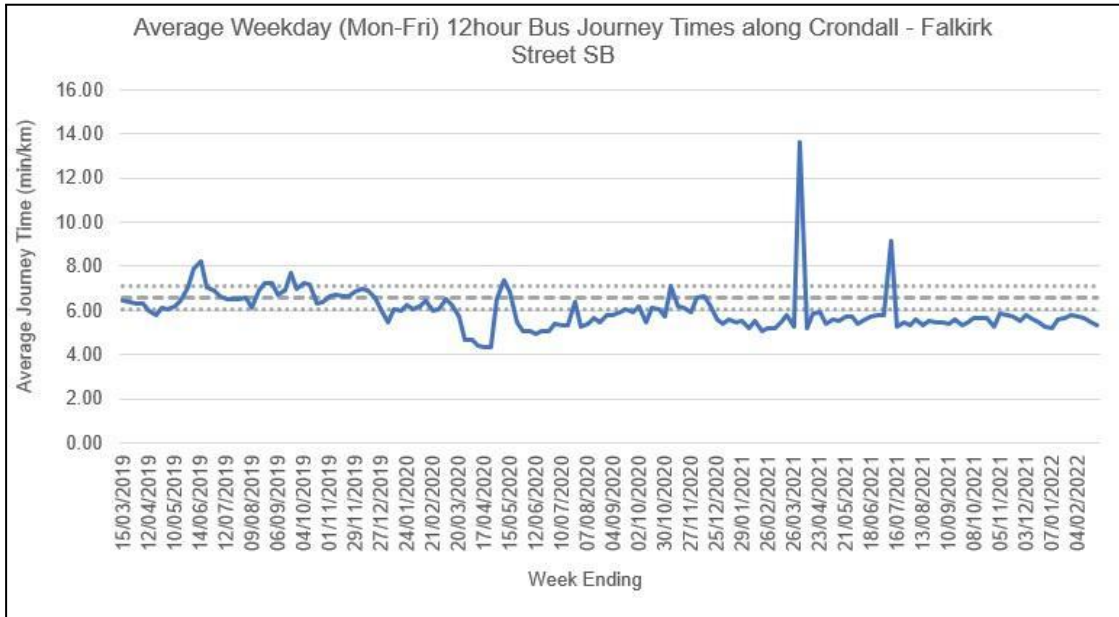


5.7 **Graph 1** and **Graph 2**: some changes were recorded on the northbound bus routes in March and October 2020 and January 2021. On the southbound bus routes changes show in February, March, April, September and October 2020 and February 2021 and January 2022. Some of these changes are believed to be related to the periods of lockdown.

Graph 3: Falkirk Street - Crondall Street NB - Changes in bus journey times in min/Km

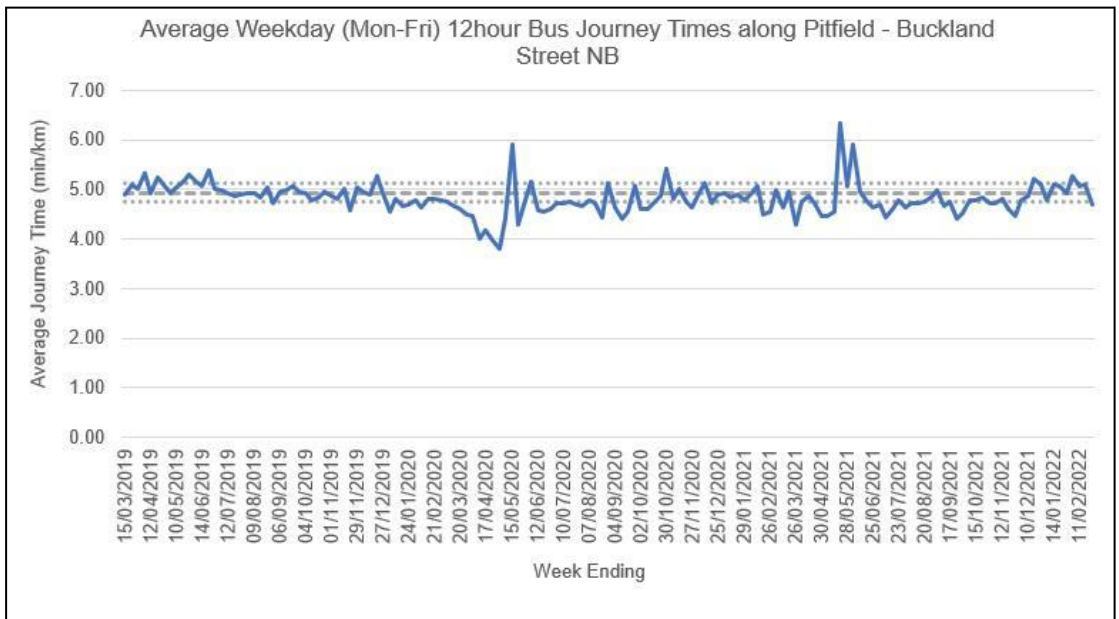


Graph 4: Falkirk Street - Crondall Street SB - Changes in bus journey times in min/Km

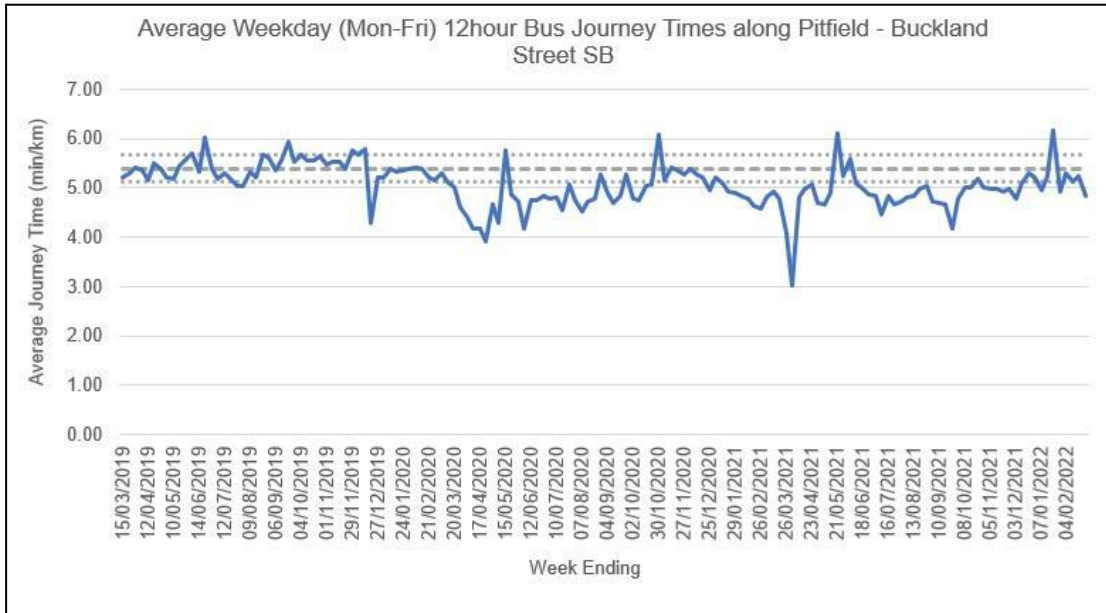


5.8 **Graph 3** and **Graph 4** show the changes in bus journey times along Crondall Street and Falkirk Street. Some changes were recorded on the northbound bus routes in March 2020, January and June 2021. On the southbound bus routes, changes show in March 2020 and December 2020, March and July 2021.

Graph 5: Pitfield Street - Buckland Street NB - Changes in bus journey times in min/Km

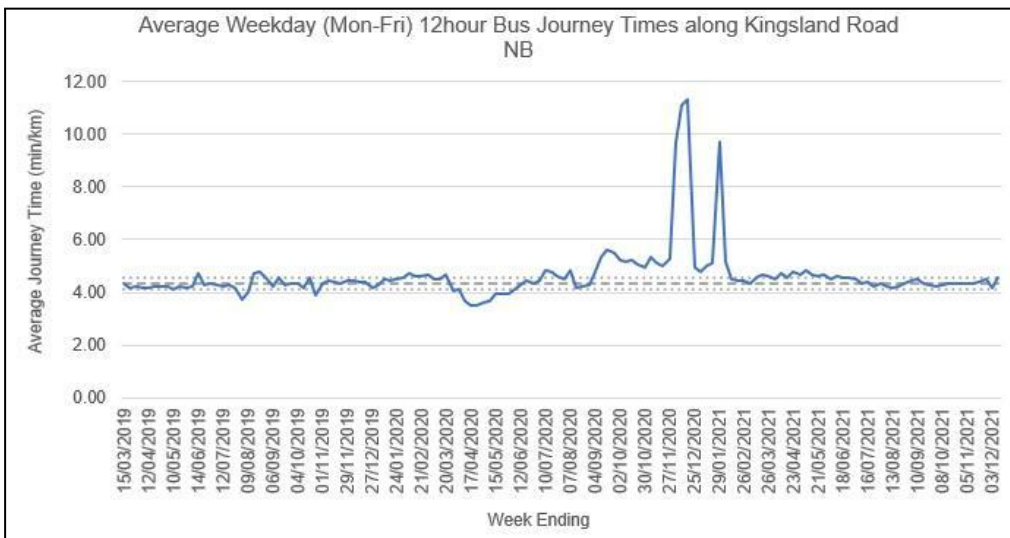


Graph 6: Pitfield Street - Buckland Street SB - Changes in bus journey times in min/Km

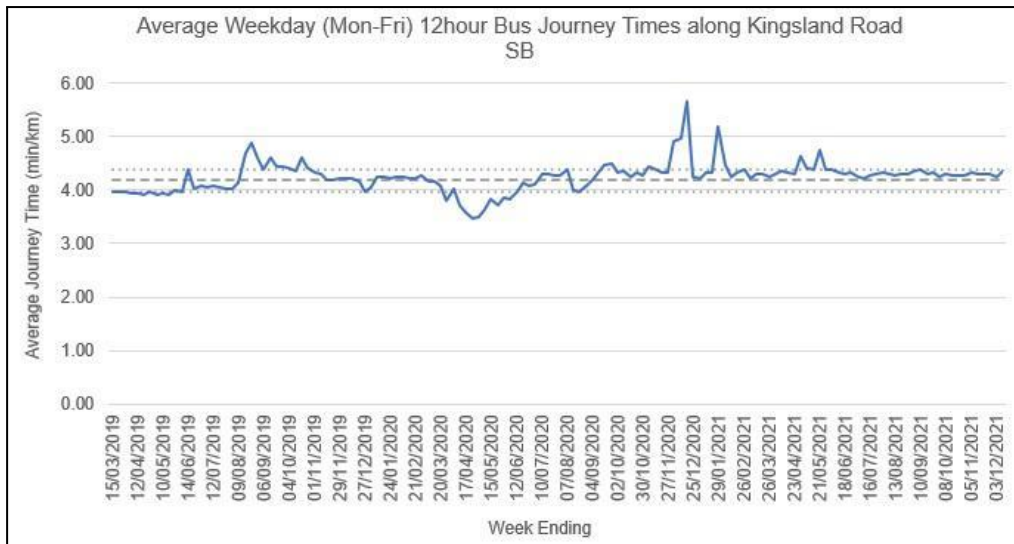


5.9 **Graph 5** and **Graph 6** show the changes in bus journey times on the northbound bus routes in March and April 2020 and May 2021. On the southbound bus routes, changes show in November 2019, in March and April 2020 and March and September 2021.

Graph 7: Kingsland Road NB - Changes in bus journey times in min/Km



Graph 8: Kingsland Road SB - Changes in bus journey times in min/Km



5.10 **Graph 7** and **Graph 8** show the changes in bus journey times at Kingsland Road. Some changes were recorded on the northbound bus routes in December 2020 and January 2021 and on the southbound bus routes in March and December 2020 and January 2021, possibly associated with Covid-19 lockdowns.

Bus performance across London

5.11 Until 2017/18, average bus speeds had been in consistent decline. The deterioration had been reversing over the previous two years, although speeds remained much slower than in 2014.

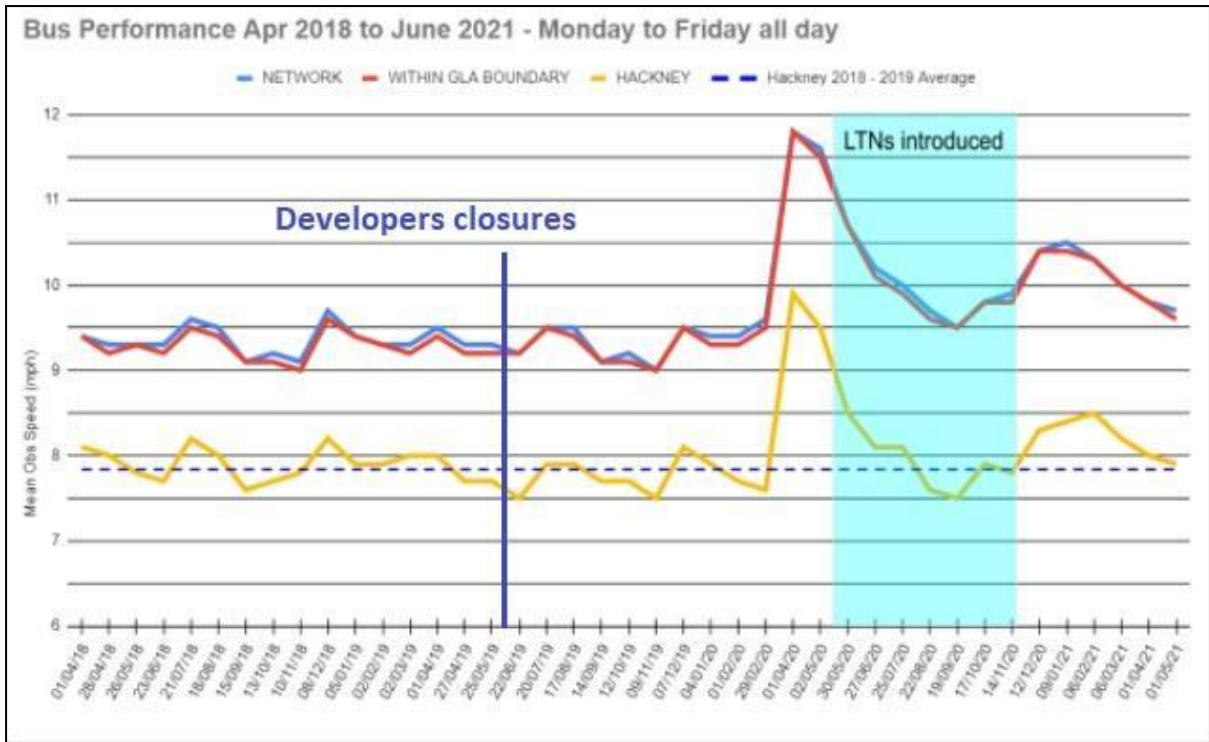
5.12 Overall bus speeds in the Autumn and Winter 2020 were significantly higher than the previous year. This was the case in all areas of London and reflected increased speeds of general traffic, having been boosted by the impacts of reduced traffic levels during the Covid19 lockdown restrictions.

Bus speeds in Hackney

5.13 Bus speeds and waiting times were also monitored right across the borough - a fact which is important to residents in the Shoreditch Park area, making bus journeys outside their immediate area of residence.

5.14 According to Hackney Council analysis of TfL bus performance figures, average borough-wide bus speeds remain consistent with previous years and matched trends across the capital during 2020. See **Graph 9** below.

Graph 9: Average Borough Wide Bus Performance Apr 2018 to June 2021 - weekdays all day



5.15 For the two year period prior to the pandemic and the first lockdown in March 2020, all day speeds in Hackney had an overall average of 7.8mph. For the first two periods of the 2021 reporting year (April - May 2021), the average speed in Hackney was 8mph. This trend is replicated during morning peak hours. For the two years prior to the pandemic, average morning peak bus speeds in Hackney were 7.2mph. For the first two periods of the 2021 reporting year (April - May 2021), the average speed during the morning peak in Hackney was 7.3mph.

5.16 Excess passenger waiting times, which is a measurement of the average of how long passengers actually wait at a stop for their bus compared to the expected average wait according to schedule, on the local bus routes that are highly affected by travel in and around this area, also did not rise or fall after the introduction of these road closures.

The impact of LTNs on buses in Hackney

5.17 Although the road closures at Pitfield Street and Hyde Road were not implemented as an LTN, the conditions that these closures have created could be easily comparable to an LTN due to the general traffic reduction in the area. A fuller report has been prepared which examines overall bus performance in Hackney to determine the relative influence of Covid,

compared to the impact of LTNs. This is available online here: [The impact of LTNs on buses in Hackney](#). Buses remain a vital mode of transport for the people of Hackney and the Council is determined to ensure the best possible conditions for them.

- 5.18 Hackney Council analysis shows a pattern of bus speeds and waiting times not being affected adversely by the introduction of LTNs right across the borough - a fact which is important to residents around Pitfield Street and Hyde Road, making bus journeys to different parts of Hackney and further afield. Analysis of TfL bus performance figures show average bus speeds remaining consistent with previous years and matching trends across the capital during 2020, where bus speeds increased significantly during the first lockdown, before falling in August and September and rising again in October, November and December⁴.

6.0 Policy Context

Hackney Transport Strategy

- 6.1 Hackney Council's Transport Strategy sets out a coherent set of sustainable transport policies, proposals and actions that aim to further improve walking, cycling and public transport conditions and options for all residents, visitors and people who work in the borough.
- 6.2 The Strategy recognises that not only does transport have a critical role to play in Hackney's continuing physical regeneration but is also a key factor in achieving other key borough priorities, such as promoting transport equality and access to jobs, training and essential services, reducing obesity levels through incidental exercise, supporting the local economy, improving air quality and reducing carbon emissions. In all cases, the Strategy recognises that the borough must continue to challenge the potential impacts of greater levels of private car use through greater integration of transport and land use decisions and through providing sustainable alternatives to meet the aspirations of Hackney's people while improving social inclusion and combating climate change.
- 6.3 This vision supports the broad objectives of the borough for the environment, social inclusion, accessibility, connectivity, health, and supporting the local economy outlined in the Council's Corporate Plan to 2018 'A Place for Everyone' and other strategic policy documents including the Council's emerging Local Plan and Health and Wellbeing Strategy.

⁴ <https://tfl.gov.uk/corporate/publications-and-reports/buses-performance-data>

- 6.4 In addition to securing the necessary public transport improvements to support growth in the borough, Hackney Council wants to encourage its residents to walk and cycle more often and more safely. There are a number of very strong economic, social and environmental reasons why we should seek to do this. Hackney's population and employment are amongst the fastest growing in London, meaning that future travel patterns and the demand for travel will need to be carefully managed.
- 6.5 Creating a travel and transport system that is safe, affordable and sustainable and that fully supports residents and local businesses is a key reason for producing the Transport Strategy.

Road Safety Plan

- 6.6 Hackney Council is committed to making our highways safer for all users and to reduce road traffic casualties from road traffic accidents. Hackney recognises the role that reducing casualties and improving the perception of the borough as a safe place to walk and cycle has on facilitating modal shift and will continue to seek innovative ways to do this. Any investment from available sources in road safety will be priority based and data led. The borough also understands the need to tackle the relationship between areas of deprivation and high casualty rates, and will seek to address this through the Road Safety Plan. Achieving further casualty reductions will require greater effort and a coordinated approach with Transport for London, our neighbouring boroughs and engagement with road users persuading them to behave more safely. This Road Safety Plan outlines some of the more successful initiatives undertaken by the Council to date.

Cycling Plan

- 6.7 The Scheme should help to encourage cycling, which would align generally with Hackney's Transport Strategy. Hackney is synonymous with cycling in London, with many thousands of trips being made every day on the borough's streets, parks and towpaths. Hackney has the highest levels of cycling in the capital and has set an ambitious long-term target of 15% of all journeys to be made by bicycle by 2025. Reducing the dominance of the private vehicle will contribute to achieving this aspiration.
- 6.8 It is considered that the Scheme would accord with a number of relevant policies set out in the Council's supporting plans to the Transport Strategy i.e. Walking Plan / Cycling Plan / Public Transport Plan / Liveable Neighbourhoods Plan / Road Safety Plan / Sustainable Transport

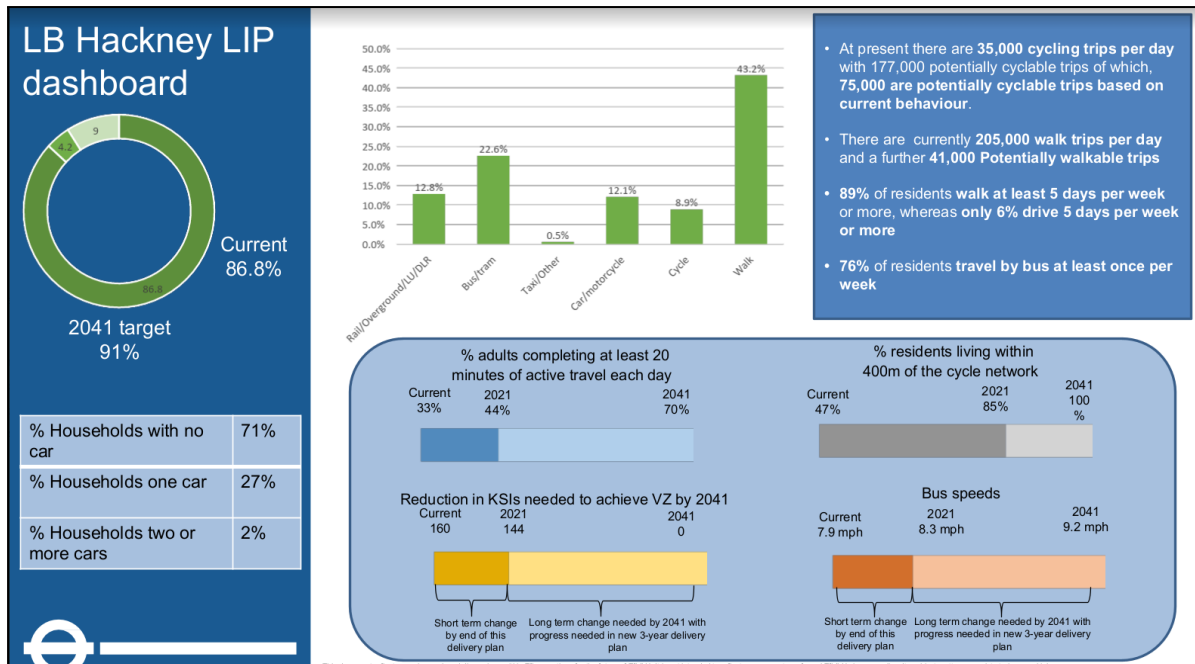
Supplementary Planning Document, which form part of the Council's Transport Strategy:

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

Hackney Emergency Transport Plan

- 6.9 Hackney's Emergency Transport Plan (ETP) represents the borough's transport response to the global COVID 19 pandemic. As detailed above the response was consistent with Hackney's existing Transport Strategy. Government advice in 2020 was specifically to avoid public transport whenever possible to minimise the risk of virus transmission. This created a risk that a switch from public transport to private car use would create catastrophic traffic congestion and air pollution, creating dangerous conditions for cyclists; and poor and crowded (not socially-distanced) conditions for pedestrians.
- 6.10 This was all in the context of a borough heavily dependent on public transport and where 71% of households do not have a car. A borough that already has the sixth highest mortality rate out of 418 UK local authorities and by one analysis, the largest number of road injuries amongst pedestrians and cyclists per 1000 journeys of any borough in London. The public health and road safety implications will be profound for those groups already disproportionately impacted upon by the secondary effects of motor vehicle use, including those on low incomes, people of minority ethnic backgrounds, the elderly, and children.

Figure 9: Hackney Council Summary - Car ownership - Active travel - Road collisions & vision zero target - Provision of cycle facilities - Bus speeds



6.11 The ETP was designed to prevent the potential damaging effects of a car-led recovery from Covid through assisting social distancing for pedestrians on our streets and supporting a switch to walking and cycling instead of private car use. The main traffic management measures used to achieve this are:

- The introduction of modal filters and LTNs widely across the borough in areas such as London Fields, Homerton and Hoxton West. These were designed to protect residents from the negative effects (road danger and air pollution) of through-cutting motor traffic through the use of permeable filters while maintaining full access to residential areas.
- The introduction of 48 School Streets which restrict traffic outside school gates at the beginning and end of the school day.
- The continuation of Pitfield Street and Hyde Road closures to further protect pedestrians and cyclists from the flow of developers' construction vehicles and to assist them with social distancing during the pandemic.
- The introduction of new protected cycle lanes on Queensbridge Road and Green Lanes.
- Social distancing measures in town centres including widening pavements to allow for improved social distancing at bus stops, train station entrances, parks entrances, and in areas of high footfall, due to demand for socially distanced shops and services.

6.12 The measures introduced follow clear guidance from the London Mayor and national guidance. Streetspace guidance was published by TfL, while the Secretary of State for Transport and the Department for Transport (DfT) were

also clear that local authorities were expected to undertake emergency structural measures to encourage active travel and discourage non-essential motor-vehicle use.

- 6.13 The Government's statutory guidance on transport network management states: "The government therefore expects local authorities to make significant changes to their road layouts to give more space to cyclists and pedestrians. Such changes will help embed altered behaviours and demonstrate the positive effects of active travel" (ref DfT, 2020). That guidance, as updated in 2021, also contains guidance on engagement and consultation to be used when local authorities seek to modify, remove or make permanent these emergency schemes: "Engagement, especially on schemes where there is public controversy, should use objective methods, such as professional polling to British Polling Council standards, to establish a truly representative picture of local views and to ensure that minority views do not dominate the discourse. Consultations are not referendums, however. Polling results should be one part of the suite of robust, empirical evidence on which decisions are made."⁵

Mayor's Manifesto Commitments

- 6.14 The Scheme also aligns with certain manifesto commitments made by the current Mayor of Hackney:
- "We will make it easier and more attractive to walk and cycle to school".
 - "We will implement measures to reduce road accidents especially in relation to vulnerable road users and working towards the Vision Zero target of no deaths on London's roads".
 - "We want Hackney's streets to be the most walking and cycle-friendly in London, leading the push to build people-focussed neighbourhoods".

Mayor of London's Policies

- 6.15 It is also considered that the Scheme would accord with a number of the Mayor of London's policies. The central aim of the Mayor of London's Transport Strategy (2018) is to create a future London that is not only home to more people, but is a better place for all of those people to live in. It recognises that the success of London's future transport system relies upon

⁵

<https://www.gov.uk/government/publications/reallocating-road-space-in-response-to-covid-19-statutory-guidance-for-local-authorities/traffic-management-act-2004-network-management-in-response-to-covid-19>

reducing Londoners' dependency on cars in favour of increased walking, cycling and public transport use, and that this will bring with it other benefits

- 6.16 The Mayor of London's aim for 2041 is for 80 percent of Londoners' trips to be on foot, by cycle or by using public transport. Further, the Mayor of London's Vision Zero (2018) sets out the goal that, by 2041, all deaths and serious injuries will be eliminated from London's transport network. One of the ways to achieve this goal is to facilitate and prioritise walking and cycling through modal filters, which is one of the main objectives of the Scheme

Exemptions to Traffic Filters on the Borough's Classified Road Network for Hackney Resident Companion e-badge Holders

- 6.17 A 2021 policy decision to allow Hackney Companion Badge holders to be granted exemptions to drive through traffic modal filters on Classified Roads is described in section 2 of [DPD - Exemptions on Classified Roads Companion e-badge Holders](#). This exemption was subsequently extended to Hackney residents who are blue badge holders and have registered one vehicle for an exemption permit, however it does not apply to the filters on Pitfield Street and Hyde Road. The DPD does commit to keeping under review the question of exemptions, especially when dealing with protected groups and amendments will be done if necessary.

Climate Emergency Declaration

- 6.18 Hackney Council is committed to doing everything within its power to deliver net zero emissions across Council functions by 2040, which is ten years earlier than the target set by the government. When the Council made [our commitment](#), we resolved to:

- tell the truth about the climate emergency we face.
- Pursue our declaration of a climate emergency with the utmost seriousness and urgency.
- Do everything within our power to deliver against the targets set by the The Intergovernmental Panel on Climate Change (IPCC's) October 2018 1.50C report, across our functions (including a 45% reduction in emissions against 2010 levels by 2030 and net zero emissions by 2040), and seek opportunities to make a greater contribution.
- Call on the UK government to provide powers and resources to make the 2030 and 2040 targets possible.
- Campaign to change national policy where failure to tackle the challenges has undermined decarbonisation and promoted unsustainable growth.

- Support the campaign to create a just transition for workers and users.
- Help create a million public sector jobs nationally to help minimise the effects of the climate crisis.
- Involve, support and enable residents, businesses and community groups to speed up the shift to a zero carbon world.
- Work closely with them to establish and implement successful policies, approaches and technologies that reduce emissions across our economy while also improving the health and wellbeing of our citizens.
- Conduct an annual Citizens' Assembly with a representative group of local residents to allow for public scrutiny of the Council's progress and explore solutions to the challenges posed by climate change.
- Work with other local governments (in the UK and internationally) to discover the best methods to limit climate change and put them into practice.

Department for Transport - Statutory guidance - Traffic Management Act 2004: network management to support recovery from Covid-19

6.19 The government is committed to delivering a step change in levels of active travel. Although the scheme was not implemented as an LTN, it shares the benefits and objectives of the LTNs to encourage active travel during Covid-19. Guidance at the time of the scheme extension included the following descriptions and recommendations for local authorities to follow:

“LTNs have been around for decades, but in recent years they have been increasingly employed by councils across England using emergency funding from the DfT to encourage active travel during the coronavirus crisis. Covid-19 has had an impact on the lives and health of many people. However, it has also resulted in cleaner air, quieter streets – and an extraordinary rise in walking and cycling. Cycling increased by 46% in 2020, the biggest rise in postwar history.

Local authorities have a duty to manage their roads for the benefit of all traffic, including cyclists and pedestrians. The more people that cycle and walk, the more road space is freed up for those who really need to drive. Encouraging more cycling and walking is a key part of the Government's efforts to reduce harmful emissions from transport, as well as to help make people healthier.

The LTNs deliver a wide range of benefits – a safer and more pleasant environment for residents, more walking and cycling and better air quality, and school streets can reduce the number of people driving their children to school by up to a third.

In this way, we will do what is necessary to ensure that transport networks support recovery from the emergency and provide a lasting legacy of greener, safer travel”

[Traffic Management Act 2004: network management to support recovery from COVID-19](#)

7.0 Consultation

Emergency Services

7.1 For any major traffic scheme, there are a number of statutory consultees. This also applies for projects introduced using Temporary Traffic Orders. The important group of stakeholders who are always consulted is the emergency services. They generally agree to traffic management changes that include road closures, so long as access and response times are not adversely affected. For road closures, they have made clear that in the majority of cases they need to exempt emergency vehicles and not have bollards obstructing access, although they can accept this in some locations. The filters at Hyde Road and Pitfield Street are both camera enforced. Emergency services were consulted again for the permanent proposals.

Metropolitan Police Service comments:

7.2 On 10 Nov 2021:
I cannot really agree to formalising the existing closures when I do not know what the order says, especially with regard to emergency services access. Until it is a bit clearer, note that I object to this proposal.

Hackney response:

7.2.1 On 12 Nov 2021:

The initial scheme was put in place under a Temporary Traffic Management Order which started on 10 June 2019. This TTMO was done to introduce two closures to accommodate the developer works for the new Britannia Leisure Centre on Pitfield Street and the new academy on Hyde Road.

In June 2021, Hackney installed some planters with signage to continue with the temporary road closures because the developers were removing their main Traffic Management barriers. However, demolition and building works were still in progress. The closures were continued to protect pedestrians and cyclists on the Cycleway 1 (C1) on Pitfield Street and the cycle Quietway Q on Hyde Road. We are now consulting on making those temporary closures permanent.

The exemptions within the Permanent Traffic Management Order will include: “any vehicle being used for police, fire brigade or ambulance purposes”.

Police final response:

7.2.2 On 15 Nov 2021:

That wording is fine.

I have no objections to nor concerns with this proposal.

London Ambulance Service comments:

7.3 On 8 Nov 2021

As the filter will both be camera enforced there will be sufficient space to allow ambulance access and egress in the area. Could I just confirm:

- Correct exemptions for ambulances are included in any traffic orders – exemptions should be for ambulance purposes not just emergencies.
- No motor vehicle signs will be used instead of “No Entry”.
- Both Pitfield Street and Hyde Road will be two way up to the closures.

Hackney response:

7.3.1 We can confirm:

- An exception for ambulances and other emergency services would be included in the Traffic Management Order (“any vehicle being used for police, fire brigade or ambulance purposes”).
- No motor vehicle signs will be used instead of No Entry signs.
- Two way systems will remain up to the closure points.

The Council doesn’t have a permanent design yet. The current consultation is only to make permanent the existing closures. Subject to the outcome of this consultation and available funding, we will look at preparing concept designs. Whatever the future design is, we are keen to continue with open filters with camera enforcement.

London Fire Brigade (Hackney Branch) comments:

7.4 The LFB has not raised any specific concerns in relation to making the closures permanent on Pitfield Street and Hyde Road.

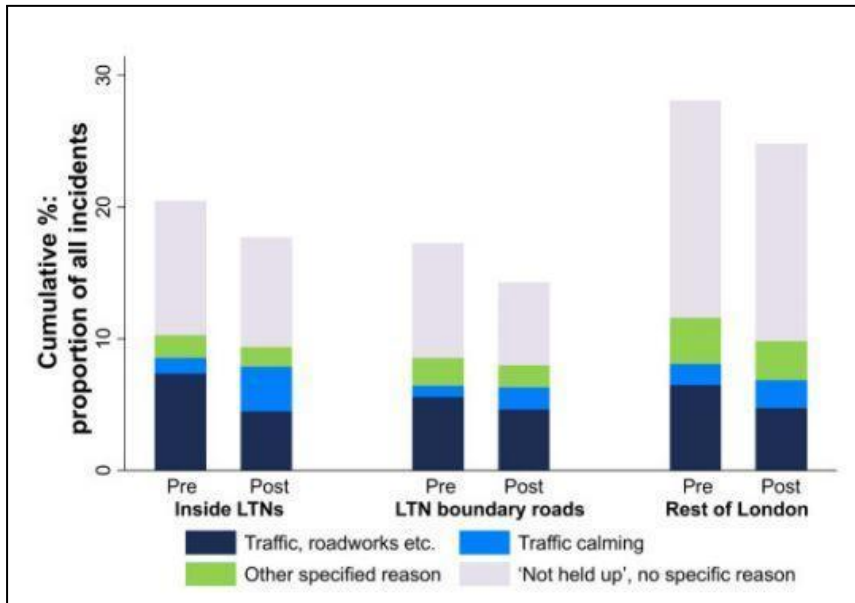
Hackney response:

7.4.1 The emergency services were formally consulted during the consultation period and will be formally consulted again during the statutory process for the permanent traffic orders if the scheme goes ahead. This is in addition to any informal ongoing liaison over this and other scheme proposals that the

Council develops. There are no plans to change the current arrangements for the emergency services, although if any concerns are raised in the future they would always be investigated and actioned as appropriate.

7.4.2 Studies by (Goodman, Lavery, and Aldred 2020) using London-wide data from the London Fire Brigade found no evidence that the LTNs implemented in London in 2020 adversely affect emergency response times. See **Figure 10** below from their report. It is assumed that the results can be applicable to these closures.

Figure 10: Change in proportion of delayed first engines (>360 seconds)



Excerpt from:

<https://data.london.gov.uk/dataset/incident-response-times-fire-facts>

Designing out Crime Office comments

7.5 Section 1 - Introduction

We have reviewed the road closure proposals within the London borough of Hackney and note that this involves the permanent closure for general through traffic on Pitfield Street and Hyde Road. This will look to make the previous temporary restrictions permanent.

From a Crime prevention and reduction perspective implementing a road closure such as this will potentially have an impact on crime. The reduction in general through traffic will reduce the potential for any ongoing natural surveillance from passing vehicles. This reduces the active street scene, which may result in increased opportunities for offenders to commit crime

nearby, especially during quieter hours overnight. However, it has been noted that these restrictions have already been in place for the past few years.

Section 2 – Recommendations

Lighting

The proposed road closure areas are already public highways therefore they should all be to the latest standard of BS5489. Regular maintenance and servicing should be in place to ensure this area is appropriately lit at all times.

Raised Footpaths

Consideration should be given to how the current road surface interacts with the adjacent footpaths once the restrictions are in place. Continuation of the raised curbs along the footpaths would provide protection to pedestrians passing the closure, whilst also reducing the possibility of mopeds by passing the restrictions as a cut through either as part of a legitimate journey or evading passing police vehicles. This will also reduce the opportunities of mopeds mounting the footpaths to commit crime directly against unsuspecting pedestrians.

Planters

Planters on the public highway can cause a number of unexpected issues if placed in the wrong areas. This includes reduced visibility and reduced natural surveillance from nearby shops, homes and passing pedestrians. These can create loitering hotspots and unintentional seating areas, which significantly increases anti-social behaviour incidents.

Additionally, is their use as weapon and drug storage areas. Offenders are aware of the potential for police stop and search therefore a safe place to store such items, in the short term, is often sought. This could be within the planters or underneath.

The content of planters should be bulky and dense enough to ensure this does not happen. However, if the chosen plants require regular maintenance after a few months these can end up dishevelled and become hotspots for littering and provide cover from any nearby natural surveillance.

CCTV

The installation of CCTV at the closures would assist in providing a level of formal surveillance in place of the reduction of natural surveillance. If this is not an immediate requirement, possibly due to cost, consideration should be made to pre-installing commando sockets within suitable lamp posts at the

locations for quick fitting of temporary/permanent CCTV at a later date should the closure become a hotspot area for crime.

Trees

Part of the proposal may include the planting of new trees. All tree canopies should be a minimum of 2m ensuring sightlines are maintained, encouraging clear lines of sight in order to prevent any situation where someone can hide out of sight with the intention of committing crime. The introduction of new trees, lighting and CCTV should all be done in tandem to prevent one key element adversely affecting the other.

Section 3 - Conclusion

We would ask that our department's interest in this proposal is noted and that we are advised of the final decision notice, with attention drawn to any changes within the proposal. Additionally we would ask that we be made aware if / when the scheme is further extended.

Hackney response:

7.5.1 Section 1 - Impact on crime

Hackney Council has an on-going commitment to improve the street environment of the borough and has invested significant sums in making traffic management improvements across Hackney. This has led to major improvements in the condition of our street lighting, roads and footways which continue to provide substantial benefits for residents and visitors alike. This includes ensuring the public realm feels and looks safe to walk and cycle on.

The Hyde Road and Pitfield Street area has a lot of front facing residential properties and due to the quieter roads thanks to these closures, criminals would be seen and heard more easily if a crime was being committed. Furthermore, there is an expectation that more people would be walking and cycling creating a stronger community cohesiveness resulting in lower crime. There may be a perception of increased crime and therefore, this would be a priority area for us to monitor.

Under section 17 of the Crime and Disorder Act 1998, the Council is required to have due regard to the likely effect of its decisions, and the need for the Council to do all that it reasonably can to prevent crime and disorder in the borough.

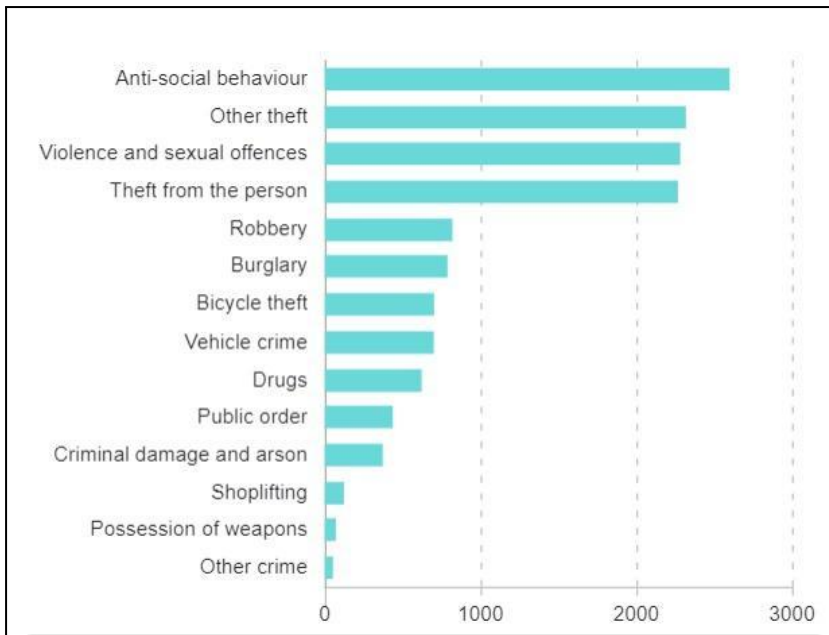
The Scheme has been discussed with the Council's Community Safety and Enforcement Team who work closely with the police to monitor crime statistics and respond to local concerns.

It should be also noted that the lower levels of traffic created by this scheme are not so different to traffic levels in many existing residential areas in Hackney and the historic areas with restricted access.

These traffic filters are camera enforced and therefore still accessible by emergency vehicles, such as police vehicles. This would allow police, for instance, to continue to patrol the area and respond quickly to local issues.

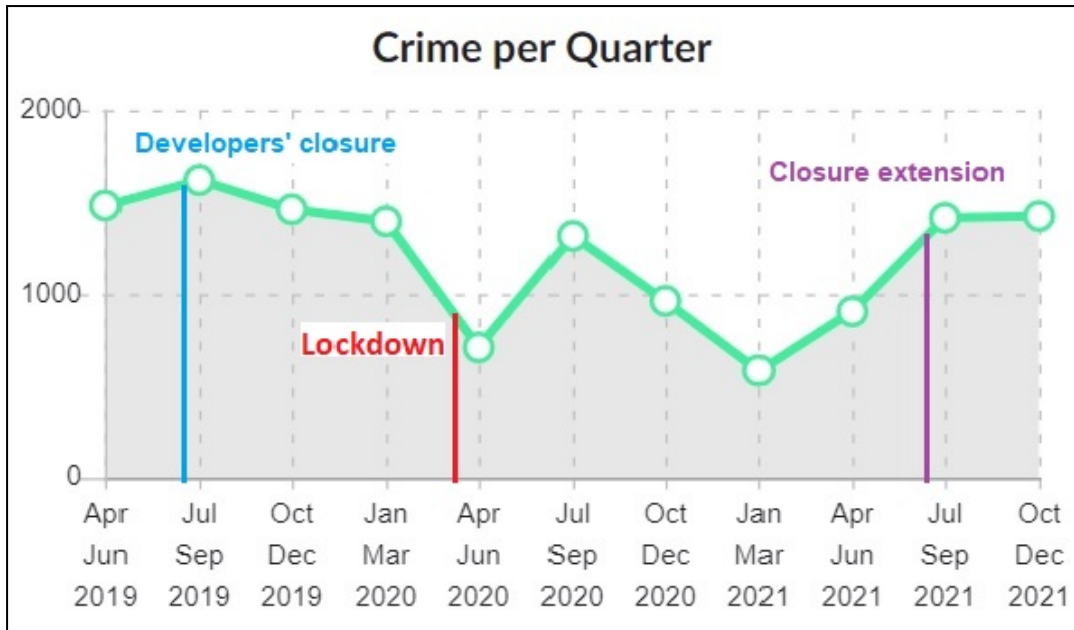
The area was analysed at Ward level and type of crime. The increase was predominantly for antisocial behaviour (ASB). It is believed that the spike in ASB during the first lockdown was mostly brought about by people recording Covid breaches, which were classified as ASB. During 2020 ASB reports increased whilst crime dropped, largely for this reason.

Figure 11: Crime types description for the last 3 years (from Mar 2019 to Jan 2022)



As described above and shown in **Figure 12** below, the crime and disorder numbers in the area started to decrease in July 2019, immediately after the introduction of both closures by the developers on Pitfield Street and Hyde Road. The numbers then increased around April 2020 at the start of the lockdown. The numbers started decreasing once again from July 2020 until January 2021. From then and until June 2021 there is another increase in crime numbers. From July 2021, immediately after the continuation and amendment of the closures at Pitfield Street and Hyde Road, the crime and disorder numbers settled and remained the same until December 2021. The numbers recorded by December 2021 are very similar or even lower than those registered before the implementation of the first closures in June 2019. More analysis of the details of offences and locations will continue both for the Hoxton East and Shoreditch Ward specifically and across the borough, as part of the Council's ongoing work. Although a direct link between the closures and the decrease in crime numbers cannot be directly assumed, the figure below shows that the introduction of these road closures didn't translate into an increase of crime.

Figure 12: Recorded Crime and Anti Social Behaviour within Hoxton East and Shoreditch Ward (Apr 19 - Dec 21)



Section 2

Lighting

The Council's Street Lighting team has confirmed that the areas of Hyde Road and Pitfield Street already satisfy BS5489 lighting standards. They will be continued to be maintained to satisfy these standards under the Council's routine maintenance programme.

Raised footpaths

Subject to the results of this consultation and the availability of funding, Hackney Council will be looking at permanent designs for these modal filters. These may include the installation of trees and rain gardens with planting along the footways. These long planters would introduce sustainable drainage and create a more attractive area where people may feel more encouraged to walk and cycle. These green areas would also help prevent motorcycles from mounting the footpaths to commit crimes.

Planters

In the case that Hackney gets the approval and funding for a permanent design including planters, the Council would be giving great consideration to the type of planting and its position to avoid any of the concerns you have rightly raised. Additionally, the proposals have been shared with the Council's Community Safety and Enforcement team which would be doing regular checks of the area.

CCTV

The modal filters would continue to be camera enforced. However due to insufficient funding, we are not planning to install specific CCTV to cover the whole area where permanent changes are proposed. Subject to post implementation observations and availability of funds, this could be considered at a later time. As we know from experience installing cameras for the recent Low Traffic Neighbourhood (LTN) closures, the installation of commando sockets is straightforward and quick if we require new CCTV provision at a later stage.

Trees

The type of trees would be considered as part of our detailed design and agreed with Hackney's Senior Arboricultural officers for both the locations and species used. Trees will have lower crown canopies (branch structure raised) over 2m in their establishment and future growth to ensure that the footway is not impeded both in terms of access and visibility. Shrub layers would be on routine pruning regimes. Trees will be located away from street lighting to avoid obscured areas and planting away from sightlines to avoid blocking visibility.

Section 3 - Conclusion

The Council will of course keep you and the rest of stakeholders and emergency services informed of any changes.

Public consultation

- 7.6 To accommodate for building construction around the Shoreditch Park area, Hackney had an agreement to allow the developers to close both Hyde Road and Pitfield Street in June 2019. These closures were introduced under a TTMO.
- 7.7 In May 2021, a notification letter was sent to residents and businesses in the area to inform them of the Council's plans to continue with the road closures, as building works carried on in the area. Residents were given different ways to contact Hackney Council to provide their feedback on the Council's decision.
- 7.8 On 25 October 2021, Hackney Council delivered 3,000 public consultation leaflets and questionnaires to give residents the opportunity to comment on the proposals to make the temporary closure restrictions permanent. The consultation closed on 3 December 2021. The consultation and proposals were also published online, where residents could also share their views: <https://consultation.hackney.gov.uk/streetscene/shoreditchparkarea>.

Residents were also able to write to streetscene.consultations@hackney.gov.uk

7.9 All paper and online responses received between October and December 2021 were analysed and they are shown from **Section 7.19**.

7.10 The Secretary of State for Transport has stated in his [Statutory guidance for Local Authorities - Traffic Management Act 2004](#): network management to support recovery from COVID-19 - Updated 30th July 2021:

“We have no interest in requiring councils to keep schemes which are proven not to work. But that proof must be presented. Schemes must not be removed prematurely or without proper evidence. And, any decisions on whether to remove or modify them must be publicly consulted on with the same rigour as we require for decisions to install them. This guidance lays out new standards for consultation, including the use of objective methods, such as professional polling, to provide a genuine picture of local opinion, rather than listening only to the loudest voices.”

7.11 In response to this guidance to undertake polling to provide a genuine picture of local opinion, rather than listening only to the loudest voices, the Council has employed an independent polling organisation, Opinion Research Services, to undertake polling of residents within Hackney and undertake a number of focus groups. Although this research was specific for the LTNs, given the objectives and characteristics of this scheme, it is considered similarly applicable.

7.12 A representative poll of 812 residents, has found that 25% of respondents who knew about nearby LTNs which affect them said that the new schemes have meant they have been encouraged to walk or cycle more, with 30% saying they drive less as a result of the changes.

7.13 The polling also showed significant (66%) support for the aims of the rebuilding a greener Hackney programme - with respondents asked to what extent they agree or disagree with the Council’s ‘stated aim to rebuild a greener Hackney that protects communities from increases in traffic, supports people to make healthier local journeys, prioritises public transport for those who need it, and creates cleaner, greener streets for everyone to enjoy’.

7.14 There was a clear majority support for the Council’s 48 School Streets, where traffic is banned outside the school gates at opening and closing times, with 72% wanting at least some School Streets to be made permanent.

7.15 Four fifths (79%) of residents are aware of a low traffic neighbourhood near them which affects them. Of all respondents surveyed, opinion on low traffic neighbourhoods was evenly divided: with 48% wanting at least some to continue and 47% wanting them removed.

The polling shows:

- 26% of people say they're walking or running more, 64% say this hasn't changed, and 9% say they're walking less. A net 17% of people report walking or running more
- 24% of people say they're cycling more, 61% say this hasn't changed and 15% say they're cycling less. A net 9% of people report cycling more.
- 30% of respondents report that they are encouraged to drive less as a result of these changes, 53% say they drive about the same and 17% say they drive more. A net 13% of people report being encouraged to drive less. This shifts when looking at those who own a car, with 23% of those who own one car saying they are encouraged to drive less, and 21% saying they are encouraged to drive more.

7.16 Further information about this independent research can be found here: <https://news.hackney.gov.uk/a-quarter-of-hackney-residents-say-theyre-walkin-g-or-cycling-more-following-ltns/>

7.17 Research in March 2021 by Redfield & Wilton Strategies, <https://redfieldandwiltonstrategies.com/steady-support-for-for-low-traffic-neighbourhoods-in-london/>, has already published findings from a number of surveys on the support and opposition for LTNs within London. It finds:

- That 47% of Londoners support the introduction of LTNs (LTNs), up slightly from [44% in January](#) but still lower than the [52% in October](#). Support thus remains high for LTNs - residential roads with limited motor traffic which have proliferated across England following the UK Government's £250m Emergency Active Travel Fund in May 2020.
- That being said, only 16% of London respondents said they oppose LTNs, down from 21% in January. Meanwhile, 28% neither support nor oppose them, showing a degree of ambiguity and perhaps lack of awareness about the policy and its implications.
- LTNs have the greatest support among 25 to 34-year-olds (54%), but a plurality or majority supports them across all age groups - including 51% of those aged 55 to 64.
- There is an element of partisan difference on the issue: support for LTNs is slightly higher among 2019 Labour voters (53%) and those who intended to vote for Labour candidate Sadiq Khan in the 2021 London

Mayoral Election (52%). By comparison, 46% of respondents who voted Conservative in 2019 and 46% of those who intend to vote for Conservative candidate Shaun Bailey for Mayor, support LTNs. Despite the difference, these figures still represent a plurality of Conservative voters who support LTNs.

- Interestingly, the level of support for the introduction of LTNs is similar among respondents who own a car and those who do not. In fact, support for LTNs is slightly higher among car owners (49%) than among individuals who do not own a car (46%). That being said, *opposition* is also higher among motorists, 21% of whom oppose LTNs, whereas 10% of non-motorists oppose them. A likely explanation for this variation is that motorists are likely to be more aware of the day-to-day impact of LTNs—for better or worse—thus leading them to have stronger sentiments for or against LTNs than non-motorists.
- There is also greater support from Londoners who say they currently live in an LTN. When participants were asked if they live in a LTN, 49% of respondents said no and 24% said yes. A considerable 27% of Londoners said they don't know if they live in an LTN or not, revealing a lack of extensive awareness about what they are and where they are located. This lack of awareness is especially true among those who do not own a car, 34% of whom said they don't know whether they lived in an LTN, compared to 22% of motorists who also answered don't know.

7.18 It is clear that the London wide surveys support the concerns of the Government that wider surveys provide a genuine picture of local opinion, rather than listening only to the “loudest voices”.

Public consultation analysis

7.19 A total of 155 paper responses were received, using the questionnaires distributed in October 2021. **Figure 13** and **Figure 14** show the responses supporting / opposing the permanent changes on Pitfield Street and Hyde Road respectively (number and % of responses). 2 responses did not specify their support / opposition.

7.20 For Pitfield Street, 55 (40%) respondents agreed to the changes, 80 (50%) disagreed and 15 (10%) neither agreed nor disagreed.

7.21 For Hyde Road, 57 (43%) respondents agreed to the changes, 80 (50%) disagreed and 11 (6.3%) neither agreed nor disagreed.

Figure 13: Number of paper respondents and percentages that support or oppose to the permanent closure of Pitfield Street

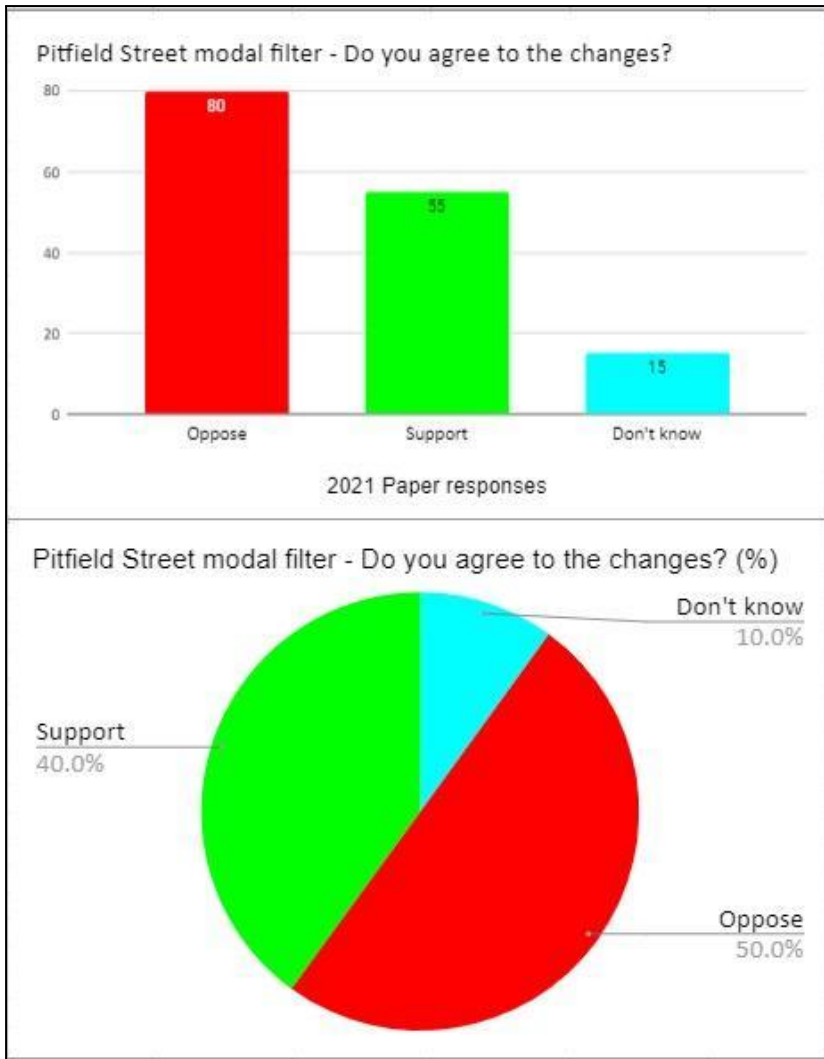
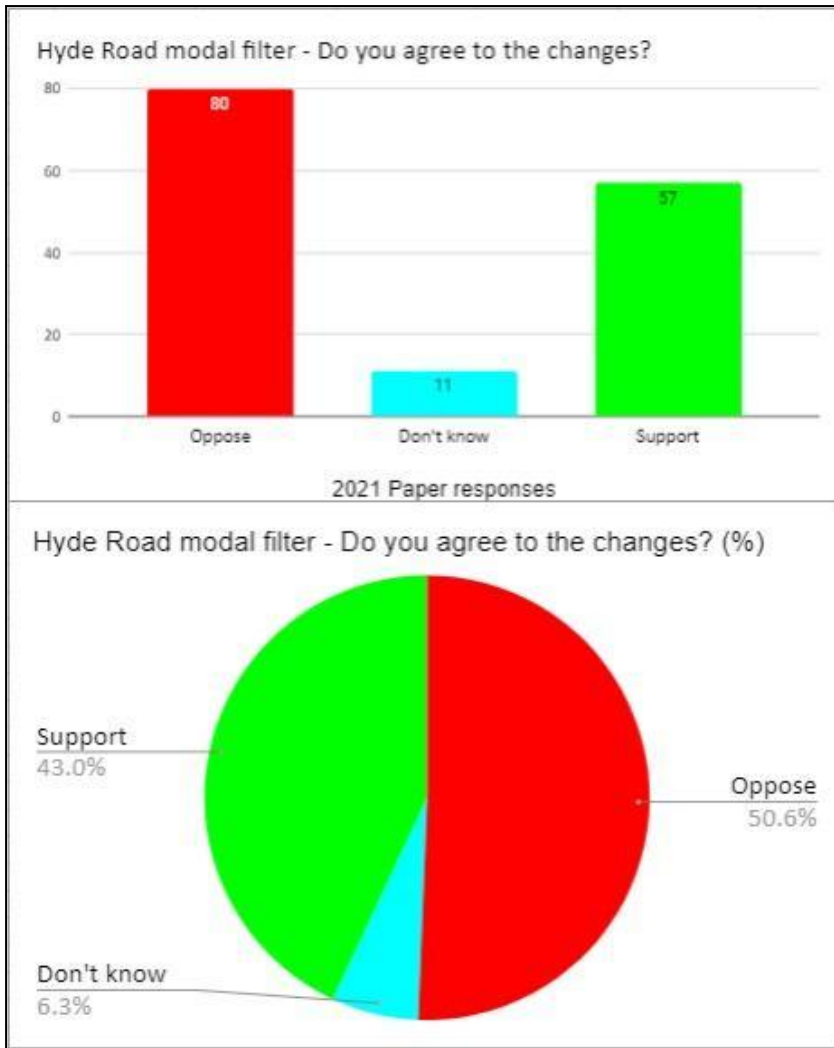


Figure 14: Number of paper respondents and percentages that support or oppose to the permanent closure of Hyde Road



7.22 A total of 161 online responses were received through the online space and emails. **Figure 15** and **Figure 16** show the responses supporting / opposing the permanent changes on Pitfield Street and Hyde Road respectively (number and % of responses).

7.23 For Pitfield Street, 102 (61.1%) respondents agreed to the changes, 57 (37.8%) disagreed and 2 (1.1%) neither agreed nor disagreed.

7.24 For Hyde Road, 103 (61.1%) respondents agreed to the changes, 55 (36.7%) disagreed and 3 (2.2%) neither agreed nor disagreed.

Figure 15: Number of online respondents and percentages that support or oppose to the permanent closure of Pitfield Street

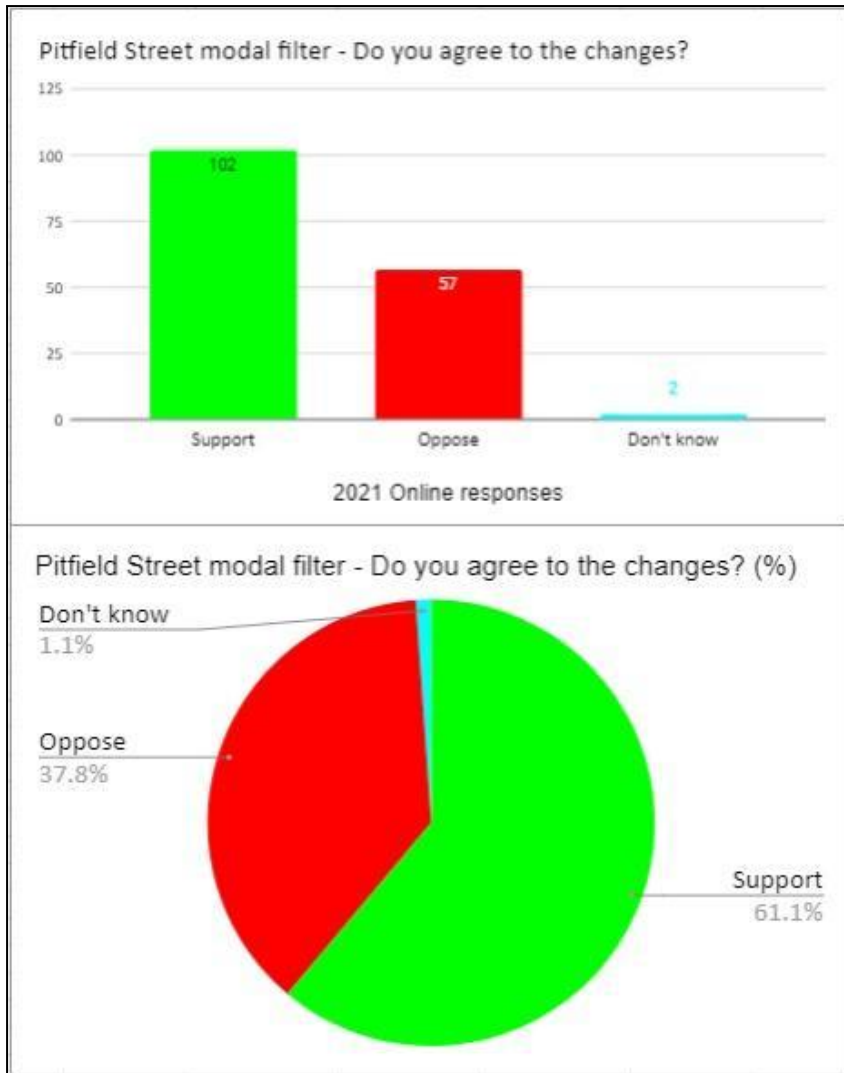
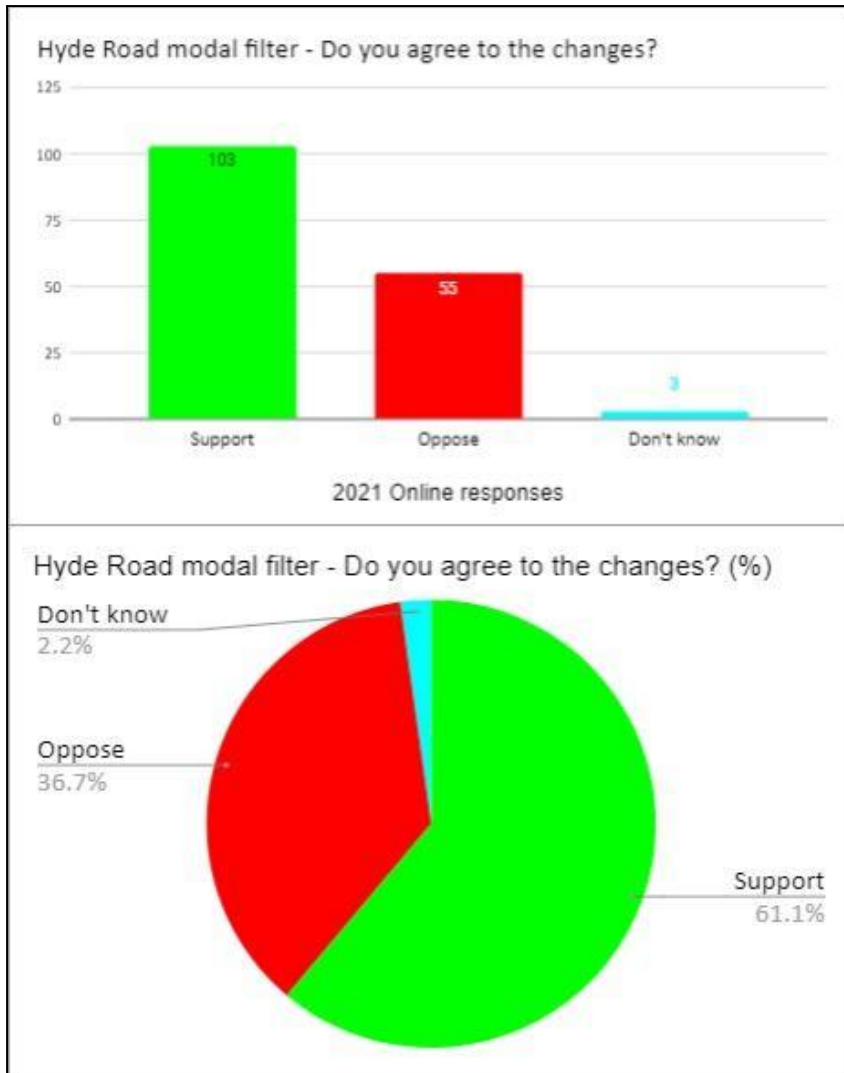


Figure 16: Number of online respondents and percentages that support or oppose to the permanent closure of Hyde Road



7.25 An overall analysis taking into account both paper and online responses was also undertaken. **Figure 17** and **Figure 18** show the responses supporting / opposing the permanent changes on Pitfield Street and Hyde Road respectively (number and % of responses).

7.26 For Pitfield Street, 157 (50.5%) respondents agreed to the changes, 137 (44.1%) disagreed and 17 (5.5%) neither agreed nor disagreed.

7.27 For Hyde Road, 160 (51.8%) respondents agreed to the changes, 135 (43.7%) disagreed and 14 (4.5%) neither agreed nor disagreed.

Figure 17: Overall responses and percentages that support or oppose to the permanent closure of Pitfield Street

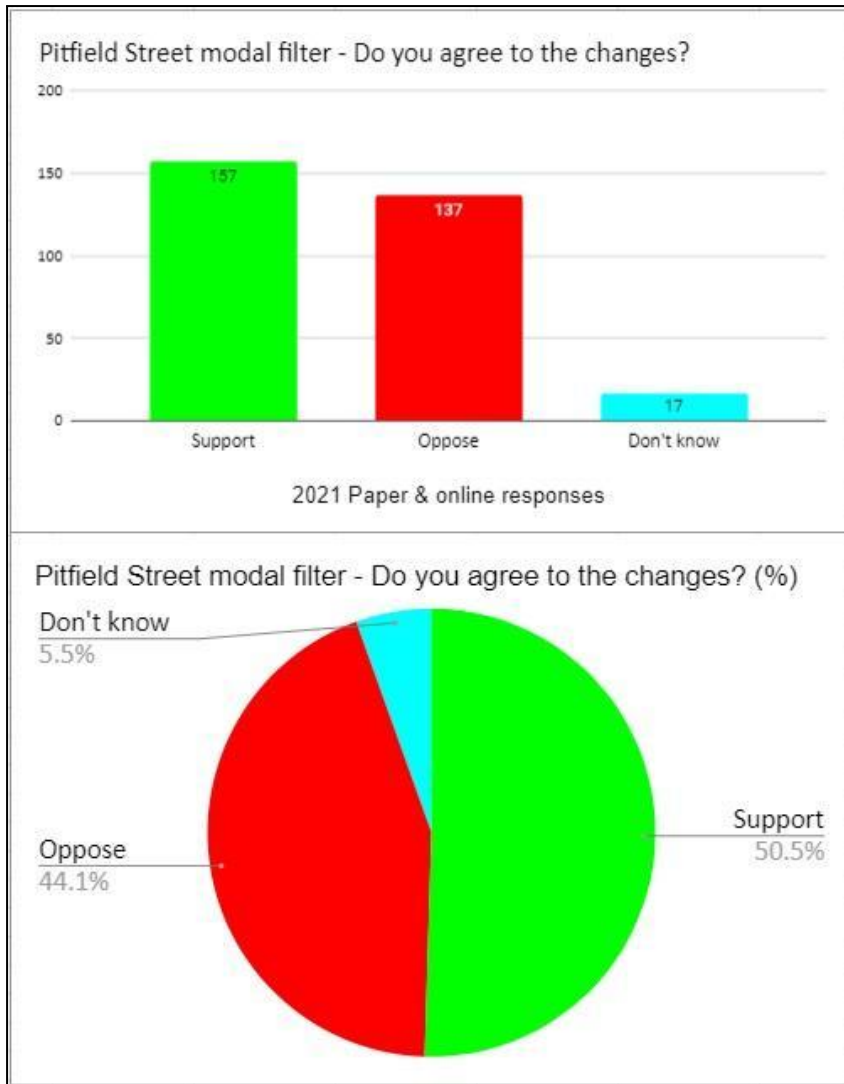
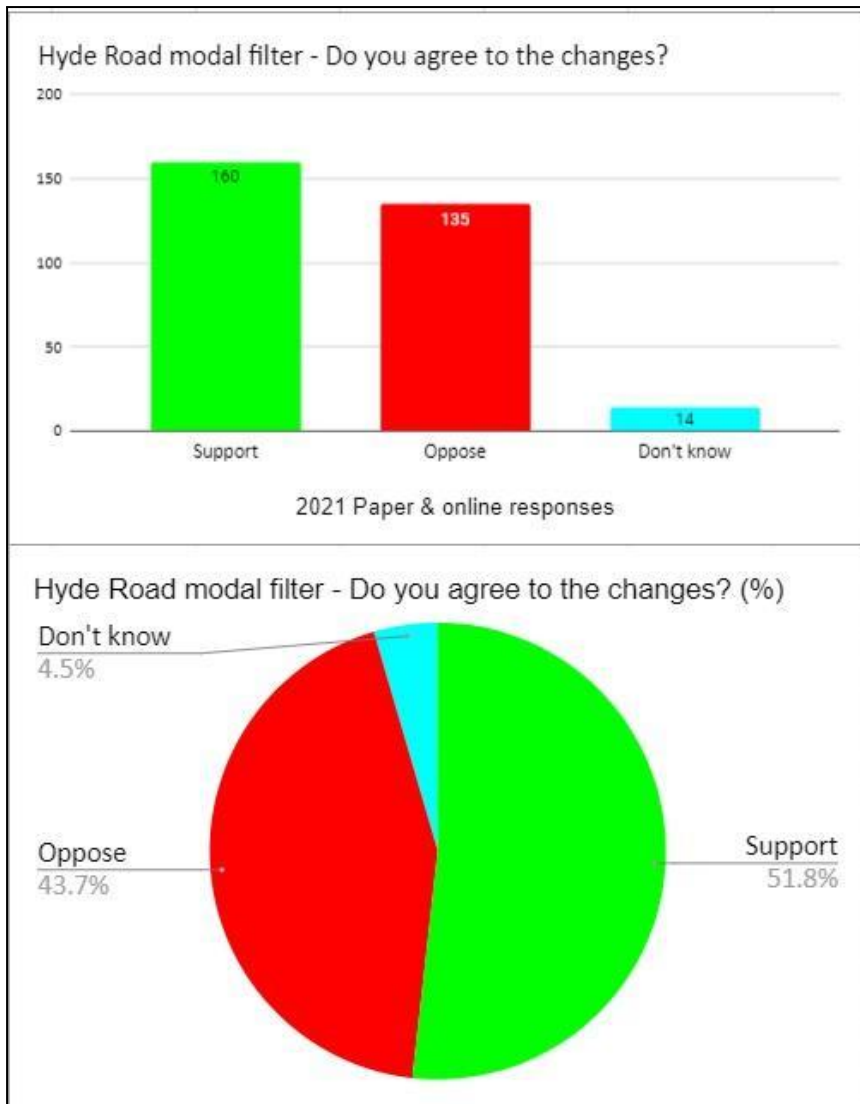


Figure 18: Overall responses and percentages that support or oppose to the permanent closure of Hyde Road



7.28 **Figures 17 and 18** show an overall support for the permanent closures.

7.29 Detailed responses were grouped to represent common themes / issues, related to the scheme. One response may fit into several themes. The themes and Hackney's response to each are summarised below. **Figure 19 and 20** show the summary chart for all these themes during the consultation period.

Figure 19: Paper responses for Pitfield Street and Hyde Road

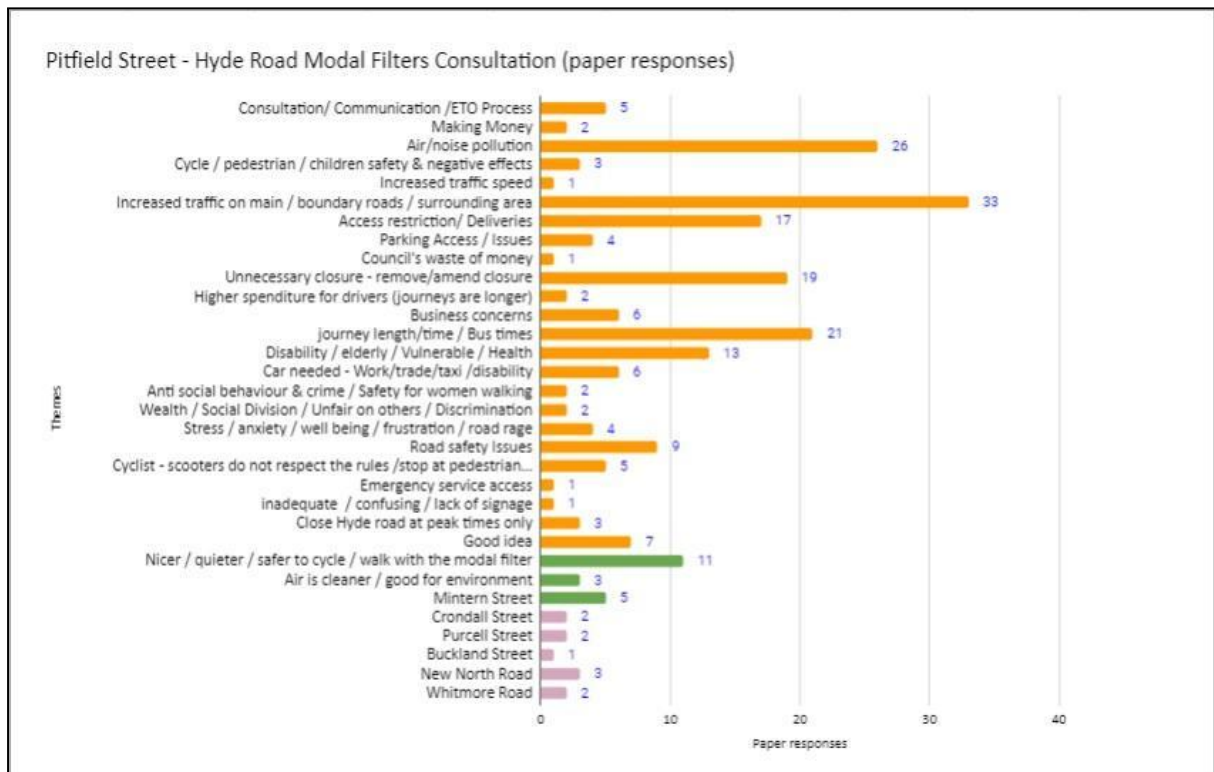
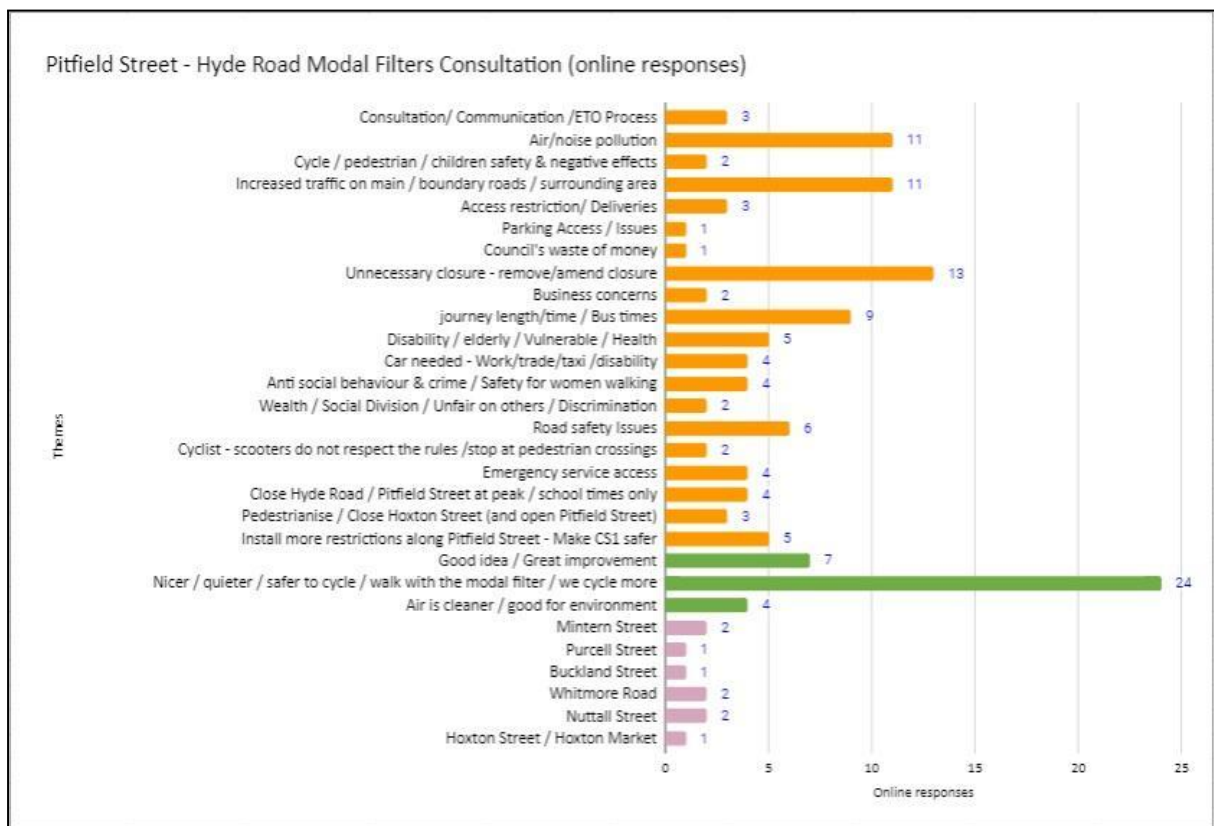


Figure 20: Online responses for Pitfield Street and Hyde Road



7.30 Example comments relating to general positivity are provided below:

It feels nicer, safer to walk and cycle in the area, we cycle more now

- Pitfield Street is a delight to cycle along especially when accessing the Britannia Leisure Centre or going along C1. I have three children, these modal filters allow us all to cycle there safely and without conflict with motor traffic.
- The filters have greatly improved the area. I'm a cyclist and I have found the route is much safer now that it is filtered. It is also an area with a lot of children walking to school with their parents. Fewer cars has made the area much more pleasant.
- They have made it possible for me to cycle to the leisure centre, when previously I found it a bit scary cycling with cars. Also as it is a place to go to get fit makes sense to reduce pollution in the area
- These filters are necessary and allow my kids to cycle to school. It helps make their journey much safer
- They make it possible for me to cycle in the area with my children, previously we would have used a car when visiting the Britannia Leisure Centre.
- I cycle along both roads every day to and from work. The closed roads make me feel so much safer and make for a nice atmosphere for the many cyclists, pedestrians and school kids.
- I cycle along Pitfield Street every day en route to work. The cycle has become far more pleasant in the two years the modal filter has been in place, and it has meant that I've cycled more regularly.

Great improvement

- Amazing improvement to the area.
- Continue to do all these improvements! They are great.
- I commute on this route on my bike. These changes are great.
- This is great progress for Hackney neighbourhoods. Please implement more LTNs and road closures to prioritise pedestrians and cyclists.
- It's been brilliant. Please let's keep it!

The air is cleaner and it is good for the environment

- The closures reduce noise and improve air quality in this residential area, making the quality of life much better and a healthier place to live.
- Safe cycling infrastructure means I can safely travel around, without any environmental damage, and without harming other people via the noise and pollution driving a car would cause.
- Thank you for improving space for cycling and walking with cleaner air for

- all.
- Less pollution and noise.

7.31 Example comments relating to general concerns are provided below:

Increased traffic on main / boundary roads / area

7.32 Example of comments:

- This causes congestion on other local routes and makes life difficult for both residents and road users.
- This "modal filter" has now diverted traffic into Purcell Street. I walk to Hoxton Street through this route and it has been busier than before the modal filters have been put in.
- The proposed changes just cause a lot more traffic and pollution as people have to drive all the way around to reach Southgate Road. There are already too many closures in the area, we do not need another one.
- Hackney Council say that they support Hoxton Street Market and local businesses and want to improve the environment for residents. Sending more traffic down Hoxton Street works against all these principals.
- Push traffic onto other residential roads with no thought given for those residents.

Hackney response:

7.32.1 The Council is aware that there may be some roads that will experience an increase in traffic. This is predominantly on roads that are designated as main roads, rather than the previous situation in which traffic was increasing on quiet residential streets. On these main roads it is easier to focus traffic management measures, such as improved traffic signal control. However, as many of these roads were already at full capacity in the pre-Covid period, this had begun to make some drivers question whether they should use their car for every journey. As modal filters and LTNs increase the reluctance to use a car for some 'unnecessary' journeys, then there should be more space on the roads for those who must use a vehicle. The Council acknowledges that some drivers will have increased journey times, but believes that in the majority of cases the benefits of these closures outweighs the disadvantages. Access to all properties and businesses is maintained even though some of the routes to them have changed.

7.32.2 The scheme was implemented using TTMOs to assist with the traffic management for the building works in the area. These closures were initially introduced in June 2019. During this time, the actual impacts of the scheme have been monitored and analysed. Automatic Traffic Surveys were undertaken throughout the area in residential streets and on the boundary

roads of the closures. One of the aims of these modal filters is to reduce overall motorised traffic across the area and to encourage behavioural change in which, where possible, people walk and cycle to their destinations and not drive private vehicles. The Council is aware that there were people transferring to private cars from public transport due to the Covid pandemic.

- 7.32.3 ATC analysis can be found in **Section 2** of this report which indicates a significant reduction in traffic along Pitfield Street (-65%), Hyde Road (-78%), Hoxton Street (-43%), Whitmore Road (-26%), Bridport Place (-11%), Buckland Street (-36%) and New North Road (-26%).
- 7.32.4 The ATC analysis in **Section 2** also shows that there was an increase of traffic on Falkirk Street (+107%). There was not available data for July 2021, therefore, this increase compares the baseline data of March 2007 and the latest data in December 2019. Purcell Street also shows an increase in traffic (+16%).

Recommendations

- 7.32.5 Some issues remain for residents, especially on some of the boundary roads. If the scheme is to be approved and made permanent, the following work is recommended:
- Investigate options for additional traffic filters / other mitigation measures to stop non-local traffic from using Purcell Street.
 - Investigate options for additional traffic filters / other mitigation measures to stop non-local traffic from using Mintern Street.
 - Investigate options for additional traffic filters / other mitigation measures to stop non-local traffic from using the Falkirk Street - Crondall Street route.
 - Investigate options for additional mitigation measures along the section of Pitfield Street to the south of the modal filter.
 - Investigate additional improvements along Hoxton Street Market.
- 7.32.6 Comparative data is not available on every road such as Mintern Street and Falkirk Street as the Council did not hold the 2019 base data for many of these roads. This makes it impossible to calculate the changes from the baseline; data has subsequently been collected that may be useful if another set of surveys are carried out. Recommendations for further mitigation investigations for roads where traffic has increased have been included in **Section 7.32.5** and at the end of this Report.
- 7.32.7 The Council monitors changes to the traffic network and is continually seeking to improve its management of roadworks, such as those carried out by public utilities e.g. by ensuring improved public information is put in place. Contingency plans for traffic diversions (in the event of roadworks) will also

continually be developed and updated as the need arises. The Council also closely works with TfL regarding the management of roadworks and will implement any 'best practice' that may arise in the future.

- 7.32.8 Covid-19 has had an impact on the lives and health of many people. However, it has also resulted in cleaner air, quieter streets and an extraordinary rise in walking and cycling. Cycling increased by 46% last year, the biggest rise in postwar history. Making these closures on Pitfield Street and Hyde Road permanent, is an important part of making full use of capturing these benefits.
- 7.32.9 Bus journey times data shows minimal impact from the introduction of the closures at Pitfield Street and Hyde Road. A full analysis of the bus journey times is shown in **Section 5** of this report. Bus speeds and passenger waiting times were monitored around the area and right across the borough. According to the analysis of TfL bus performance figures, average borough-wide bus speeds remain consistent with previous years and matched trends across the capital during 2020, where bus speeds increased significantly during the first lockdown, before falling in August and September and rising again in October, November and December 2020 and January 2021.
- 7.32.10 Excess passenger waiting times, which measures the average time that passengers wait at a stop for their bus, compared to the expected average wait, also did not rise or fall after the introduction of these road closures.
- 7.38.11 It is acknowledged that there are many people who either need, or choose, to continue to drive and the measures do not prevent anyone from either doing that or from accessing any property. As people begin to understand the temporary road layouts and alternative routes available, and as sat-navs are updated, it is likely that the scheme will become more 'normalised' for the majority of residents - although it is accepted that some residents would still prefer all routes to remain open to all traffic. Further policy context can be found in **Section 6** of this report.
- 7.38.12 It is also accepted that the scheme will have moved some traffic from one location to another, although a key assumption is that some through traffic will dissipate as drivers reroute beyond the area, i.e choose an entirely different route, and that traffic volume will therefore reduce on the main roads, though it will not all go away. Evidence from the traffic survey results suggests that this scheme results in a degree of traffic evaporation as different transport choices are made (see **Tables 1 and 2**).

7.38.13 The measures are not intended to penalise car owners specifically, but rather to encourage drivers to change their routes (and possibly their reliance on motorised vehicles) and not cut through areas that are not suited for larger volumes of traffic. This applies especially to drivers from outside the local areas. While only 29% of Hackney's residents are car owners, many still use cars or vans that they have hired, or perhaps accept lifts from friends and family or use minicabs or taxis. In addition, many residents also now use online deliveries. Combined, these add to the overall numbers of vehicles using the roads and consequent associated problems such as road casualties and poorer air quality.

Waste of Money / Money Making scheme

7.39 Example of comments

- Closing roads is all about money making.
- Another money making scheme.
- just spending taxpayers money on useless projects.
- Totally unnecessary and a waste of time and money.

Hackney response:

7.39.1 Local authorities have a duty to manage their roads for the benefit of all traffic, including cyclists and pedestrians. The type of closures used at Pitfield Street and Hyde Road using planters and signage, is one of the most cost effective traffic management options available. These types of schemes are not considered to be a waste of money, they are explicitly promoted and supported by the Government and the Mayor of London, as well as being supported by the Council's own Transport Strategy. As set out in the monitoring section of the report, the scheme has delivered benefits in the immediate area through the very cost effective measures of a number of planters.

7.39.2 In addition, the cost benefit of these closures is more than proportional to the benefits they bring to public health, by reducing harmful emissions from motor vehicles, reducing accidents on residential streets, and reducing noise pollution.

7.39.3 These modal filters have camera enforcement. The camera enforcement is used as the most effective method of keeping the roads physically open (for example for the emergency services to pass through) while preventing other drivers from doing so. Any income the Council makes from PCNs is ring-fenced for highway works. The use of any income raised is strictly governed by Section 55 of the Road Traffic Act of 1984 which is set out here: <https://www.legislation.gov.uk/ukpga/1984/27/section/55>. Although the number of

PCNs have generally decreased over time, the Council would like to see improved compliance with these closures and, if made permanent, would seek to implement improvements such as new kerbs and road markings that would increase compliance. In turn this would reduce the number of PCNs issued.

Air / noise pollution

7.40 Example of comments:

- What about the noise for residents on main roads with all the extra traffic.
- You are just displacing traffic into smaller areas causing more pollution for the area.
- You're not making anything greener. All you're doing is forcing traffic to a standstill in the surrounding area and causing more pollution.
- drivers are spending more time on roads, more fuel and more air pollution on main roads.
- I have had to divert around roads whilst these measures have been in place which have caused not just myself but many others to waste more fuel which then contributes to extra & necessary pollution.

Hackney response:

7.40.1 Air quality is closely related to traffic flows. As such, much of the responses regarding traffic volumes and the aim for their overall reduction will apply to the comments on air quality.

7.40.2 Air pollution monitoring is continuously carried out within Hackney. Road closures dramatically reduce motor vehicles using residential streets as through-routes which in turn can help reduce local air pollution on those residential streets.

7.40.3 Air pollution analysis can be found in **Section 3** of this report which explains that Hackney is seeing an overall decrease in annual mean NO₂ concentrations across the borough. Also, Hackney's efforts to tackle air pollution across the borough are continuing. The new [Air Quality Action Plan](#) will see the Council adopt World Health Organisation-backed guidelines on harmful particulate matter pollution immediately. As part of the plan, the Council is investing in new real-time pollution monitors to supplement its existing network of diffusion monitors.

7.40.4 Air quality modelling has been used to determine the impact on air quality from the implementation of the scheme. This showed NO₂ concentrations at modelled receptors on Pitfield Street and Hyde Road, well below the annual mean NO₂ Air Quality Objective (AQO). As Hackney has seen an overall decline in NO₂ annual mean concentrations between 2014 - 2020 across the

borough it can be assumed that Pitfield Street and Hyde Road are still well below the annual mean NO₂ AQO.

- 7.40.5 All diffusion tubes which are located on boundary roads in the locale of the scheme were below the annual mean NO₂ AQO in 2020, when the scheme was in place. This suggests that even though the impact of the scheme on the air quality within the locale on these boundary roads is unknown, it has not led to the exceedance of the NO₂ annual mean AQO. Apart from one diffusion tube at Hackney Community College on Falkirk Street, the diffusion tubes at all other locations have shown a decline in annual mean concentrations between 2019 and 2020. This suggests that the implementation of the modal filters did not lead to the worsening of NO₂ annual mean concentrations along these boundary roads around Pitfield Street and Hyde Road.
- 7.40.6 These closures have delivered on balance a wide range of benefits, a safer and more pleasant environment for residents, more walking and cycling.
- 7.40.7 The Council has already embarked on schemes that will encourage the use of electric cars instead of fossil fuel powered vehicles. As of October 2021 there were 96 electric charging points across the borough with 218 more planned during 2022.
- 7.40.8 In addition, the Mayor of London introduced the extended Ultra Low Emission Zone (ULEZ) on 25 October 2021 to mitigate against the use of high air polluting vehicles and promotion of active travel including developing safe cycle lanes and behaviour change campaigns.
- 7.40.9 In terms of pollution around schools, the Council has an ongoing programme looking at improvements to schools, which includes both improving safety and air quality. School Streets, discussed in **Section 1**, have been made permanent in schools in this area. Hackney is also a member of the Pan London Anti-Idling campaign, which focuses on reducing vehicle idling across the borough, primarily outside schools, through awareness raising and behaviour change. In addition, Hackney also promotes schools within the borough to use the London Schools Air Pollution Helpdesk run by Global Action Plan, where schools can get advice on how they can reduce their exposure and their own air pollutant emissions. Further information on what Hackney is doing to improve air quality at schools can be found on our [website](#) and in our [Air Quality Action Plan](#).
- 7.40.10 Many of the roads in London have for a long time been congested due to the high volume of private-use vehicles. One of the aims of modal filters is to discourage private car use and encourage walking and cycling. Cycling and

walking is often quicker, healthier and preferred for short journeys, although it is accepted that not everyone can choose either of these options for any, or all of, their journeys. However if some people can change some of their journeys, fewer cars would be present on the road network, as more people would be using active modes of travel and therefore, freeing up road space for motorists that need to use the road, i.e. delivery drivers, buses, emergency vehicles etcetera. Where road closures dramatically reduce motor vehicles using residential streets as through-routes, they in turn can help reduce local air pollution on those residential streets.

Journey times

7.41 Example of comments:

- It has caused me to travel further out to the main roads to get to loved ones. Whereas it would have taken me 5-10mins instead of the 20 mins now.
- Roadblocks cause congestion and longer journey times, more fuel, more pollution.
- It increases journey times and length and hence the overall amount of environmental pollution in the surrounding area.
- Closing Pitfield Street has added time to journey to work and back home again, this has also caused delays in picking my child up from school.
- London is locked by these closures. You can hardly go nowhere and if you do you have to travel more miles to get to your home.
- You care not for the environment or the impact of increased driving times.

Hackney response:

7.41.1 It is accepted that some journeys are longer through the implementation of these road closures but, it is considered that the overall benefits outweigh these disadvantages. These closures have delivered, on balance, a wide range of benefits including a safer and more pleasant environment for residents. As this leads to more walking and cycling and a lifestyle based on local access to shops and services, this should ensure better air quality for the whole borough. On balance it is considered that these benefits outweigh the dis-benefits of the scheme with additional traffic on the main road network and the additional congestion.

7.41.2 Road closures such as the ones on Pitfield Street and Hyde Road clear local residential streets of through-traffic and the associated exhaust gases making journeys to and from school via walking and cycling, safer and healthier. A great number of short journeys, including school journeys, could

be avoidable, reducing the volume of traffic on other roads and consequently journey times for general traffic, buses and emergency services.

- 7.41.3 Parents and children are encouraged to walk and cycle to school. To reduce congestion and local air pollution on streets surrounding schools, restrictions on vehicles were introduced known as School Streets. As a result, children can breathe cleaner air near their school gates when coming to and from school.
- 7.42.4 Protecting bus routes and encouraging bus use is an important part of the Hackney Transport Strategy. Studies on bus journey times in the Shoreditch Park area show that these were not affected by the introduction of these modal filters. For more details see **Section 5** - Impact on bus journey times. The Council will keep monitoring bus travel in the borough through the Bus Priority and Accessibility Schemes and target any areas identified as having delays for action, in association with TfL.
- 7.42.5 Additionally, buses are exempt from all traffic restrictions and will benefit from the reduced traffic on some routes. This, along with the improved walking environment to and from bus stops should compensate for the delays on short sections of busier roads.
- 7.42.6 The Council recognises that many key sectors, such as the care sector, including Community Nurses and midwives, have established the practice to use cars to make home visits or to carry out their jobs. The Council recognises that these road closures have an impact on how quickly these workers can get from one appointment to the next, in certain circumstances, where the appointments are on either side of the road closure. The Council realises that this may require changes to the way that these services are operated and recognises that this is disruptive.
- 7.42.7 The Council must consider the scale of the challenge that these type of closures are seeking to address, namely the risk of a car-led recovery from the pandemic, the ongoing risk of Climate Change and the need to reduce road danger to people walking and cycling and accepts that the balance - the scale of disruption and change required in sectors, such as the care sector, that currently rely on motor vehicles - is not disproportionate to the scale of the challenge that the scheme addresses.
- 7.42.8 The change required by these sectors can be summarised as 're-time, re-mode, re-route'. Retiming may involve adjusting the number of appointments a worker has in a day, re-modelling may involve carrying out part of the journey between appointments by other modes, such as walking from one side of a filter to another (although it is recognised that workers are sometimes burdened by equipment), or rerouting may involve sequencing appointments in a more efficient way. In situations where none of these

changes are possible, including for staff in the care sectors, the Council's exemptions policy remains under active review and a mechanism has been put in place to identify those with a genuine need for special permissions.

Concerns about road safety / Conflicts between pedestrians and cyclists

7.43 Example of comments:

- On Pitfield Street we have the "Tour de France" every day. They don't respect pedestrians and don't stop at the pedestrian crossing. This is not a safe place.
- It is more unsafe now than ever. Cyclists don't obey the law and don't stop at all for pedestrians. Impossible to cross with 20-50 bikes
- very busy with car traffic, and quite dangerous especially during the morning rush hour. There are three primary schools in the area, so there are a lot of families crossing the road, as well as a lot of cyclists.
- I think Hackney needs to develop a holistic plan for the entire area. It is only a matter of time before a serious accident occurs here.

Hackney response:

7.43.1 Road safety is a priority for the Council and it is important to deal with actual collision data. On some occasions a perception of poor safety leads to drivers paying more attention. However it is clear that some drivers undertook a number of unsafe manoeuvres when the filters were first installed, partly out of awareness and partly to avoid the possibility of a fine. This behaviour has improved as drivers have become used to the filters. If the filters are approved permanently, specific safety reports will be taken into consideration during the development of any permanent design layouts. With regard to vehicles passing through the filters, some will have exemptions and those that do not will receive PCNs, which will discourage them from doing this again.

7.43.2 Information on collision data can be found in **Section 4** of this report. The data shows that no fatal collisions took place within the three year study period. Before the scheme's implementation there were 38 collisions (31 slight and 7 serious) recorded in total within the Shoreditch Park area between 01/10/18 and 30/09/19. 24 collisions (21 slight and 3 serious) were recorded in the period between 01/10/19 and 30/09/20. 18 collisions (16 slight and 2 serious) occurred between 01/10/20 and 30/09/21. These figures show a decrease in the number of collisions and their severity within the area for the three year study period.

- 7.43.3 The figures in **Table 6** of **Section 4** show a great percentage of collisions involving vulnerable users, in particular, pedal cycles in collision with vehicles. The percentage of collisions involving cycles has been decreasing, however, the percentage of collisions involving pedestrians have been increasing along the three year period.
- 7.43.4 Although the number of total collisions and casualties has been decreasing since the period prior to the installation of these two road closures, special care and additional monitoring should be done to address the safety of vulnerable users. Further collision investigation will be done once additional collision data becomes available and the Council will act accordingly if necessary.
- 7.43.5 The scheme has been shared and consulted on with the Council's Road Safety team. As a result, the Road Safety team will ensure that these two locations are added to their events calendar to promote road safety and improved behaviour within the cycle community. As part of the events, the Road Safety team will organise a "Respect the Zebra" campaign . This is normally done in conjunction with local primary schools and their Road Safety Officers team and, if available, supported at times by Police Community Support Officers (PCSOs). This is a visual campaign and helps reinforce the legality of stopping at zebra crossings and in turn allows us to engage, wherever possible, with cyclists directly.
- 7.43.5 The closures were implemented using visible planters with reflective strips and reflective signage. Road markings were installed on the road carriageway. The gap between planters is predominantly for cyclists. No recorded accidents have been caused directly from the introduction of these modal filters. The planters are not considered to be hard to see.

Access (restriction of)

7.44 Example of comments:

- Accessing my home by car (either for myself or for my visitors, or for deliveries and tradespeople) is now significantly more complicated.
- Really hard to get around now.
- There are so many roads closed to traffic that it is becoming very difficult to navigate.
- How this will impact vehicle access to my home for my supporting family and friends.

Hackney response:

- 7.44.1 Access to properties and businesses will be maintained at all times, however they may have to drive longer distances than in the past. The scheme does not prevent residents, deliveries or taxis from reaching any properties. The length of any diversion to enter the area is considered to be small in comparison with the benefits that the filters bring. Where vehicles are travelling long distances, the expectation is for them to use the main roads. Local journeys are encouraged to re-route or be made via walking, cycling or public transport. One of the aims of these modal filters is to reduce overall motorised traffic across the area and to encourage behavioural change in which, where possible, people walk and cycle to their destinations and not drive private vehicles.
- 7.44.2 The Council is aware that these modal filters have created a larger diversion for some residents and visitors. Whilst the Council would hope that those residents and visitors able to, may look at alternative more sustainable modes of transport, the Council does understand that some residents do not have the ability to do so and rely solely upon their motor vehicle.
- 7.44.3 The Council feels that the advantages of this scheme outweigh the disadvantages. The advantages being that these filters have now reduced the amount of non-local traffic and thus improving pedestrian and cycle accessibility whilst also attempting to reduce pollution levels in the local area, aiming to improve air quality for residents and people using the local area and schools. Cyclists, emergency vehicles and refuse vehicles are able to pass through the traffic filter.
- 7.44.4 Although car usage is being discouraged in modern day London, it is not banned. It is the case that some vehicles are being discouraged from using London streets by a range of initiatives such as ULEZ.
- 7.44.5 The Council monitors changes to the traffic network and is continually seeking to improve its management of roadworks, such as those carried out by public utilities e.g. by ensuring improved public information is put in place. Contingency plans for traffic diversions (in the event of roadworks) will also continually be developed and updated as the need arises. The Council also closely works with TfL regarding the management of roadworks and will implement any 'best practice' that may arise in the future.
- 7.44.6 Associated work, including the use of the Zero Emission Network (ZEN) aims to engage with local businesses to help some journeys to be switched to low or zero emission modes of transport such as cargo bikes. Free offers for ZEN members range from E-bike switch grants, giving businesses the opportunity to switch to a more sustainable mode of transport in which the closures would not affect their usual routes.

7.44.5 Improvements to Public Health are an important part of the objectives of the scheme and the importance of the health sector is understood. All traffic restrictions have exemptions for emergency vehicles. In the event of a genuine health emergency which needs attention by a vehicle without a blue light, such as a midwife, then any PCN can be challenged and cancelled.

Emergency service access restriction:

7.45 Example of comments:

- Emergency services are struggling to get to people because of these closures.
- Are Police, fire and ambulance services able to access these points.
- Make the job of the emergency services more difficult and can cause delays.
- The first responders are having real trouble getting to emergency calls as they lack up to date info.

Hackney response:

7.45.1 For the schemes to become permanent, there has been a requirement from emergency services to keep the closure points clear of bollards or other obstacles as emergency response times can be adversely affected. Emergency services are legally and physically able to pass through the closures.

7.45.2 The emergency services have been consulted directly as part of this consultation and their responses are set out in **Section 7.1**. These responses are supportive as long as the closure remains clear of physical obstacles.

7.45.3 Although some journey times may be longer on some roads at some times of the day, many will be shortened as the emergency vehicles can travel through the camera controlled filters with small amounts of traffic. Although they were consulted, the Council is aware of some initial problems. However these have reduced as drivers become familiar with the routes and Sat-Nav systems updated.

7.45.4 In the event of a genuine health emergency by other vehicles, essential users issued with a PCN will be able to apply for this to be cancelled.

7.45.5 If any of the services raise concerns over any location in the future, the Council will investigate as a matter of urgency and seek to mitigate those concerns as appropriate.

Unnecessary closures - remove / amend closure:

7.46 Example of comments:

- Please open the roads.
- I hope this gets reviewed and the roads will open back soon.
- There are far too many road closures like these in Hackney.
- The proposed scheme should be scrapped and the street should be put back as it was before.
- These roads weren't particularly busy. It is not necessary to close them.

Hackney response:

- 7.46.1 The main issue of concern was that the scheme was an inconvenience and did not benefit everyone. It is accepted that some people will be inconvenienced, however this is not the case for the majority. An overall reduction in traffic flows of 65% on Pitfield Street, 78% on Hyde Road, 43% on Hoxton Street and 26% Whitmore Road, will see more people having the benefit of less traffic, compared to the number of disadvantaged people. This is especially important for local residents, school children attending the local schools and cyclists using Cycleway 1, one of the busiest cycle routes in London.
- 7.46.2 Alongside the general decrease of traffic volumes in the area, there has been a reduction in traffic collisions. This is of benefit for all users, including children walking to the local schools. The full collision data analysis can be found in **Section 4** of this report. The data shows a decrease in road collisions over the three year study period.
- 7.46.3 As shown on **Section 3**, the air quality assessment shows that the closures of Pitfield Street and Hyde Road did not lead to an exceedance of the NO₂ annual mean AQO. Further to this, most monitoring locations showed a decline in concentrations in 2020 in comparison to 2019. Therefore, it is unlikely that the implementation of the scheme had a negative impact on NO₂ annual mean concentrations within or on boundary roads.
- 7.46.4 Overall Hackney has seen a decrease in NO₂ concentrations between 2014 - 2020 across the monitoring network. This will be partly due to measures such as the Ultra Low Emission Zone (ULEZ) and promotion of active travel including developing safe cycle lanes and behaviour change campaigns.
- 7.46.5 Additional measures may be implemented to improve the scheme in future if it becomes apparent that they are required. Residents would be consulted on any future modifications should these be required.

Concerns regarding people with disabilities, the elderly and vulnerable:

7.47 Example of comments:

- I am disabled, use a wheelchair and need to get transport twice a week. All these proposals are causing problems to be picked up.
- With a disabled child, it's difficult accessing the leisure centre.
- You have made disabled people's lives a lot harder than they were before.
- It is not fair, especially to the older generation with mobility problems and disabled residents.

Hackney response:

- 7.47.1 A full Equality Impact Assessment on ethnicity, children, disability, LGBT is included in **Section 9** of this report. Fair treatment of all disadvantaged and protected groups is an important part of our approach.
- 7.47.2 Hackney encourages all road users to walk and cycle more, however it is recognised some people may not be able to. The impact of increased cycling and walking however is that the roads should become quieter and easier for those who do have to make journeys by car. The Council is aware that some diversion routes for residents do represent an inconvenient diversion. This will negatively impact some people when they are in a car, though when walking the same people will see an improvement.
- 7.47.3 A full review was conducted of the need for exemptions for the disabled to be allowed to drive through some closures, mainly within the LTNs. The review concluded that some blue badge holders should be exempted from some closures. However, allowing more exemptions would negatively impact the whole purpose of the scheme. Details of the exemptions can be found here www.hackney.gov.uk/blue-badge. This is a live document, which will be updated when needed, as additional road closures may be introduced.
- 7.47.4 Access to properties and businesses is maintained at all times. People living in the area are getting used to finding their way although it may take more time to get around. The reduction in through traffic should make it more likely that social interaction can take place as more people walk, cycle or just linger on quieter streets.
- 7.47.5 It is also the case that some people's routines would have had to change to accommodate the change in journey times. In practical terms this is no different to changes brought about by a variety of other factors such as children changing schools or a new job in a different location, but the Council understands that many people felt this was imposed on them and not of their choice and therefore it was more problematic.
- 7.47.6 The impact on travel arrangements for children with disabilities is becoming more widely understood. Journey times will vary depending on where the vehicle is travelling. If a vehicle is regularly being used to carry disabled child(ren) and any of the closures are causing operational issues, then the Council's Sustainable Transport Team should be contacted to discuss them.

7.47.7 The monitoring of bus performance indicates that average borough-wide bus speeds remain consistent with previous years and matched trends across the capital during 2020 (see **Section 5** Impact on TfL Buses). This will continue to be monitored and improvements sought when required, in conjunction with TfL.

Consultation / Communication:

7.48 Example of comments:

- A lack of trust with respect to Hackney Council. What was supposed to be temporary, unsurprisingly you have made permanent.
- We should have been asked about the road closures before they were done.
- If these schemes are as supported as you claim, then you should have a vote on them with the people of Hackney.

Hackney response:

7.48.1 Consultation for standard schemes often takes place by asking people about their views on a proposal set out as text and drawings in advance of the scheme. However, these closures were originally introduced as temporary measures for safety purposes, given the ongoing construction works in this area.

7.48.2 In addition, as we emerged from lockdown, the Council wanted to rebuild a greener Hackney. In line with our Transport Strategy, we want to make Hackney's roads safer for everyone living, working and visiting the borough. We aim to create an environment that will encourage more walking and cycling and improve road safety and air quality. Therefore, Hackney Council continued with some of the restrictions around the new Britannia development.

7.48.3 On 24 May 2021, a notification letter was sent to residents and businesses in the area to inform them of the Council's plans to continue with the road closures on Pitfield Street and Hyde Road, as building works carried on in the Shoreditch Park area. Residents were given the opportunity to contact Hackney Council and to provide their feedback offline through writing to 'Freepost Streetscene' and electronically to streetscene.consultations@hackney.gov.uk. The letter, drawings and distribution area can be found in **Appendix I**.

7.48.4 On 25 October 2021, Hackney Council launched a public consultation, giving residents the opportunity to comment on the proposals to make the temporary modal filter restrictions permanent. The consultation closed on 3

December 2021. The consultation and proposals were also published online: <https://consultation.hackney.gov.uk/streetscene/shoreditchparkarea>.

7.48.5 The consultation conversation was promoted by:

- Distribution of 3,000 consultation leaflets, drawing and questionnaire to residents in the surrounding area. These can be found in **Appendix I**.
- Articles in Hackney Today.
- Encouraging residents to provide feedback via Council social media channels and relevant e-newsletters, including through targeted, area-based social media ads.
- Nextdoor, a neighbourhood hub which enables online local engagement.
- The involvement of local Councillors was important in order to cascade the information through their surgeries.

7.48.6 Statutory consultation with key stakeholders, such as emergency services, was also undertaken.

7.48.7 A final letter will be sent to residents advising them of the decision made on the scheme. Consultation and feedback from residents will be required if permanent measures are installed to replace the existing traffic filters.

7.48.8 The responses from the consultation (paper, online and email responses) are being taken into consideration with all other relevant information (i.e. traffic surveys and air quality analysis) to inform the decision to be made in this report.

Car needed - Work / trade / taxi / disability

7.49 **Example of comments:**

- It is becoming harder to visit my ageing parents nearby. I walk when I can but sometimes I need my car.
- Think that not all people like me can cycle or spend money on bus tickets.
- Some people like me have cars in order to go shopping or visit relatives and we need to use our cars to do so.
- I am an elderly resident and I rely on my car.
- Taxis are unable to get their customers to their doors.

Hackney response:

7.49.1 Delivery vehicles, taxis and residents may need to use longer access routes and boundary roads that may require longer routes, however access for all properties has been maintained.

- 7.49.2 However the aim of making these closures permanent is to prevent through traffic from travelling through residential streets and meet the objectives set out within the [Emergency Transport Plan](#). The consequences of high vehicle traffic volumes in residential areas include road safety and perceived danger, suppressing active travel and mode shift to sustainable travel, air pollution and noise pollution.
- 7.49.3 Van traffic in the UK has doubled since 1994 to 55.5 billion miles. Coupled with the growth on minor roads this represents a threat to our residential streets.
- 7.49.4 The expected reduction in motor vehicles of all types within the area is also expected to reduce road danger. Any potential impact on the main road network is expected to be mitigated by the more controlled environment on such roads, but this effect will continually be monitored.
- 7.49.5 There are often concerns that reallocating road space will have a negative impact on business, the DfT's response (Local Transport Note 1/20 published July 2020) has been:
- “Evidence shows that people who walk and cycle take more trips to the high street over the course of a month than people who drive.*
- Making access to high streets easier by walking and cycling has a proven economic benefit. Well planned improvements in the walking environment can deliver up to a 40 per cent increase in shopping footfall and high street walking, cycling and public realm improvements can increase retail sales by up to 30 per cent”.*
- TfL has also looked at this subject as referenced here <https://tfl.gov.uk/corporate/publications-and-reports/economic-benefits-of-walking-and-cycling>
- 7.49.6 Although the research by TfL and others suggest that the amount of business arising from car traffic is often overestimated by businesses, this will be monitored as far as possible and businesses are invited to engage with the council to discuss any available genuine evidence to the contrary.
- 7.49.7 A downside to road closures is that direct access to properties / local businesses is not always possible and residents may have to travel longer than before. This is well compensated for by the tranquillity that is brought about by the absence of non local traffic. Increased use of unsuitable residential roads by large numbers of light commercial vehicles was one of the problems identified as needing addressed by the Council. Cyclists, emergency vehicles and refuse vehicles are able to pass through the traffic filter. Overall the benefits of these closures are considered to outweigh the disadvantages.

Close the roads at peak times only / pedestrianise Hoxton Street and reopen Pitfield Street

7.50 Example of comments:

- I think it would make more sense to keep Pitfield Street open to vehicles for its whole length, and instead create a non-vehicle zone along Hoxton Street - with the exception of business supply vehicles.
- I would support a change in access to these roads, specifically to adopt a time restricted closures, e.g. closed during the morning but open during the night. This way access is closed during the day, rightfully to fulfil the needs of the school, but open to use in the evening.
- Even though I oppose the proposed changes, I would change my mind if instead there were closures during certain parts of the day e.g. Closed during 8-9am, and closed during 3-4, but open during other times of the day.
- it would be better to partially pedestrianise and restrict through traffic (perhaps with a modal filter by Hoxton Garden) on Hoxton Street and open up Pitfield Street again.

Hackney response:

7.50.1 In June 2021 Hackney Council made a decision to continue with some of the restrictions around the new Britannia development as building works continued in the area, particularly for the safety of pedestrians and cyclists. Committed in our Transport Strategy to make Hackney's roads safer for everyone living, working and visiting the borough, the aim was to create an environment that would encourage more walking and cycling and help improve road safety and air quality.

7.50.2 Cycleway 1 (C1, formerly CS1) which runs along Pitfield Street, is one of the busiest and most popular cycle routes in the capital. The closure of Pitfield Street has seen an increase in the number of cyclists using this route. Encouraging more people to cycle is one of the main ambitions of the Council and an objective set up on TFL's "Healthy Streets". Reopening Pitfield Street to general traffic would have catastrophic consequences for cyclists using this route.

7.50.3 With several existing schools and the new academy in the area means that there has been an increase of people walking, especially children. Maintaining these closures on both Pitfield Street and Hyde Road and, considering that demolishing and building works in the area continue, making the closures permanent would help improve road safety for these more vulnerable users.

7.50.4 The Council is aware of the success of School Streets where the traffic filters are operational only for the peak hours of the morning and the afternoon.

However, there is still a high number of casual cyclists that use both the C1 and the Cycle Quietway Q on Hyde Road outside peak hours. These are often cyclists encouraged by the new filters, as the area is quieter and less intimidating. In addition to children attending the local schools and academy, there has been an increase in the number of pedestrians due to the introduction of the new Britannia Leisure Centre and the improvements done to Shoreditch Park. The Council has an obligation to protect these vulnerable groups.

7.50.5 Additional investigation for mitigation measures on Hoxton Street (Market) are recommended as part of this report.

8.0 Impact Assessment - potential impacts of proposals

8.1 It is standard practice to include in a DPD the assessment of potential impacts. In the case of this consideration of a temporary traffic order it is possible to list the impacts not as potential, but as they have happened.

Traffic flows

8.2 **Section 2** shows traffic changes on roads within the Shoreditch Park area. An analysis of the traffic counts during the years 2020 and 2021 shows strong evidence of traffic reduction on Pitfield Street (-65%), Hyde Road (-78%), Hoxton Street (-43%), Whitmore Road (-26%), Bridport Place (-11%), Buckland Street (-36%) and New North Road (-26%).

8.3 **Section 2** also shows that there was an increase of traffic on Falkirk Street (+107%). There was not available data for July 2021, therefore, this increase compares the baseline data of March 2007 and the latest data in December 2019. Purcell Street also shows an increase in traffic (+16%).

8.4 Comparative data is not available on every road such as Mintern Street and Falkirk Street as the Council did not hold the 2019 baseline data for some of these roads. This makes it impossible to calculate the changes from the baseline; data has subsequently been collected that may be useful if another set of surveys are carried out. Recommendations for further investigations for roads where traffic has increased have been included in **Section 15** of this Report.

8.5 If the actual numbers across all of the roads are combined, the totals: (Baseline - various dates: 74,348 and July 2021: 41,631) indicate that overall, traffic flows through this part of Hackney have decreased, whilst still acknowledging that some residents have experienced the opposite effect.

Health Impacts - The potential for increased cycling and walking

8.6 Pedestrians, including vulnerable road users such as wheelchair users, pram users, and children travelling to and from school, will be impacted positively in the area as there will be generally a lower volume of traffic. This is likely to

result in a reduced risk of collision between vehicles and pedestrians. There are, however, some roads where traffic has increased, such as Purcell Street, which will affect pedestrians in a negative way. Further investigation for mitigation measures on some roads is recommended in **Section 15**.

- 8.7 Cyclists' choice of routes will not be affected as they will continue to be permitted to travel through the modal filters. Cyclists using a residential road in the area will be positively impacted as there will be a lower chance of encountering speeding motor vehicles along the street.
- 8.8 In general, the dangers, and perceived dangers, of cycling are far outweighed by its physical and mental health benefits. Regular cyclists have, on average, the fitness of someone at least ten years younger. On average, they are half as likely to suffer from heart disease, a quarter less likely to have a stroke, and will live, on average, more than two years longer. Cycling is an effective way of keeping a healthy weight and reducing anxiety and depression. Cycling is cheaper than any form of motorised transport, an important consideration when living costs in London are high. It is the most reliable way to travel any reasonable distance beyond walking range and, like any exercise, it creates endorphins, natural highs that lift the mood.
- 8.9 The reduced traffic in the area should make it easier and more pleasant to cycle. This would increase the appeal of both the Cycleway 1 along Pitfield Street and the cycle Quietway Q, along Hyde Road, encouraging more people to cycle.
- 8.10 Similar points to the health benefits for cyclists apply in relation to walking. The potential physical and mental health benefits of walking outweigh the potential and perceived dangers.
- 8.11 In particular, for the majority of people, the benefits of physical activity in the form of walking or cycling outweigh the risks of exposure to air pollution while walking or cycling⁶ Indeed, as explained above, a switch from driving to cycling and walking can potentially help to reduce air pollution.
- 8.12 Transport for London (TfL) have set out the key indicators of “Healthy Streets” which contribute towards a liveable neighbourhood.⁷ Achieving reduced traffic and quieter roads helps to deliver on a number of these indicators, including encouraging residents to walk and cycle and reducing the worry about road dangers and cleaner air.
- 8.13 Furthermore, before the end of this decade, London’s population will reach nine million. The city’s economy continues to grow. Even with unprecedented

⁶ Air Quality: A Briefing for Directors of Public Health, DEFRA and Public Health England, 2017

⁷ <https://tfl.gov.uk/corporate/about-tfl/how-we-work/planning-for-the-future/healthy-streets>

investment in the Tube and rail network, parts of it will still be under pressure. Most journeys, by both public transport and car, are short and eminently cyclable. If these journeys can be made more easily by bike, significant amounts of that pressure could be eased.

- 8.14 It is therefore important to promote walking and cycling over car use generally, something that is reflected in the hierarchy of modes of travel set out in the Council's Hackney Transport Strategy in 2015⁸.

Potential equalities implications

- 8.15 Section 149 of the Equality Act 2010 requires the Council 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.
- 8.16 A full Equalities Impact Assessment (EQIA) of the scheme is included in **Section 9**.

Potential impacts on vehicle-related noise

- 8.17 A reduction in vehicle flows in residential roads should result in a reduction in noise on those roads where that reduction is anticipated to occur, not only in relation to vehicle engine noise, but also in relation to associated noise such as the vehicle horns and shouting that can occur when vehicle conflicts occur. Reduced vehicle noise is one of TfL's indicators of "Healthy Streets". Conversely there might be an increase in noise on those roads, such as Purcell Street, where vehicle flows increase. As part of this report a number of locations have been recommended to be investigated for further mitigation measures. These are summarised in **Section 15**.
- 8.18 The Council has a number of initiatives both in hand and planned, that will collectively contribute to an enhanced environment, including reduced noise (albeit in a small way). These include:

⁸ <https://hackney.gov.uk/transport-strategy>

- The continuation of an extensive tree planting programme to plant 5000 new street trees across the borough by the end of the 2022 planting season to complement the existing trees.
- Small scale Sustainable Urban Drainage Systems (SuDS) to manage surface water run off and also provide amenity, biodiversity and water quality.

Human rights

8.19 Under the Human Rights Act 1998, the Council is under a duty not to act in a way that is incompatible with any person's convention rights. Accordingly, the order may not be made if it would give rise to a breach of a person's human rights. If a person was to be exposed to lower air quality as a result of the scheme, that could constitute a breach of his or her Article 8 right to respect for his or her private life. However, through the monitoring of the scheme it has shown that those living on most of the boundary roads are also benefiting from lower traffic levels, safer roads and also improving air quality. Even if it was felt that those on the boundary roads were being adversely affected, it is considered that the implementation of the scheme would constitute a justified interference in that, for the benefits and reasons set out throughout this report, it would be a proportionate means of achieving a legitimate aim. Those roads which have experienced higher levels of traffic are being monitored and further proposals will be investigated to mitigate the issue.

Implications for crime and disorder

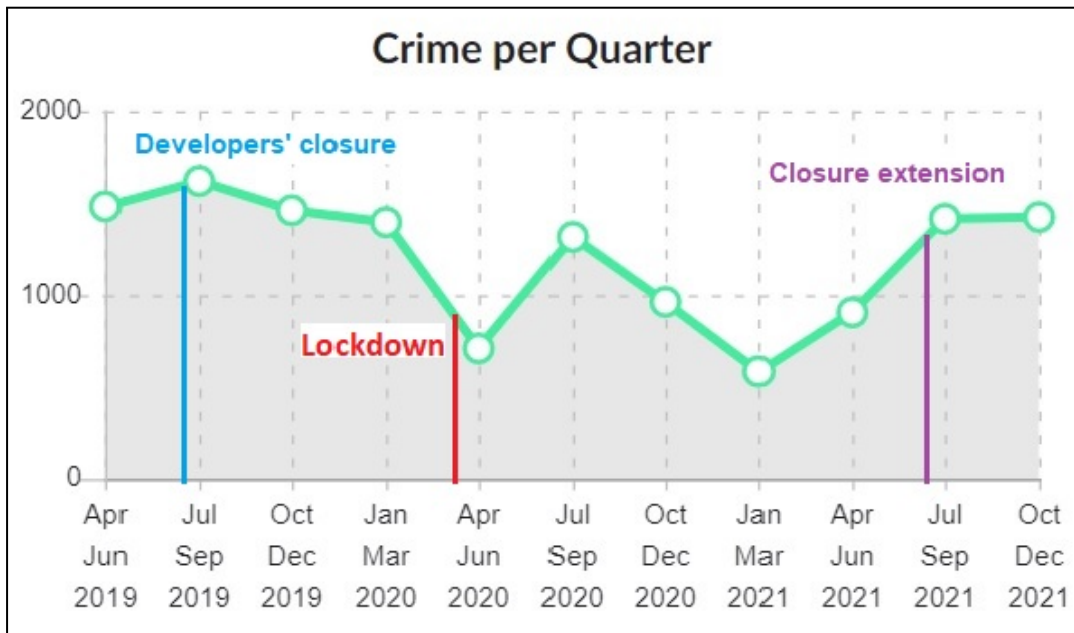
8.20 Under section 17 of the Crime and Disorder Act 1998, the Council is required to have due regard to the likely effect of its decisions, and the need for the Council to do all that it reasonably can, to prevent: crime and disorder in the borough (including anti-social and other behaviour adversely affecting the local environment); the misuse of drugs, alcohol and other substances in the borough; and reoffending in the borough.

8.21 The Scheme has been discussed with the Council's Community Safety and Enforcement Team who work closely with the police to monitor crime statistics and respond to local concerns. The design team is ready to respond to any infrastructure-related issues raised.

8.22 See below **Figure 21** showing crime and disorder numbers in the area started to decrease in July 2019, immediately after the introduction of both closures by the developers on Pitfield Street and Hyde Road. The numbers then increased around April 2020 at the start of the lockdown. The numbers started

decreasing once again from July 2020 until January 2021. From then and June 2021 there is another increase in crime numbers. From July 2021, the crime and disorder numbers remained the same until December 2021. The numbers recorded by December 2021 are very similar or even lower than those registered before the implementation of the first closures in June 2019.

Figure 21: Recorded Crime and Anti Social Behaviour within Hoxton East and Shoreditch Ward (Apr 19 - Dec 21)



8.23 It is believed that the spike in ASB during the first lockdown was mostly brought about by people recording covid breaches, which were classified as ASB. During 2020 ASB reports increased whilst crime dropped, largely for this reason. More analysis of the details of offences and locations will continue both for the Ward specifically and across the borough, as part of the Council’s ongoing work.

8.24 As the scheme leads to reduced traffic flows, there is a possibility that it could have led to an increase in anti-social behaviour and crime, because less traffic results in fewer “eyes on the street”, which when present can discourage anti-social behaviour or crime or increase reporting of it where it occurs. However, this is very much dependent on the local area, and it is not a necessary consequence of an area having less traffic. As a result of this scheme, a less trafficked area can result in more people walking and cycling and children playing on the streets, and the increased presence of people on the streets can reduce the risk of crime. Factors such as not having “dead” areas and clear visibility of residential doors and windows also contribute to safer areas.

- 8.25 It should be noted that the lower levels of traffic created by the scheme are not so different to traffic levels in many existing residential areas in Hackney and the historic areas with restricted access.
- 8.26 The traffic filters installed at Pitfield Street and Hyde Road are camera enforced and therefore, still traversable by emergency vehicles, such as police vehicles. This would allow police, for instance, to continue to patrol the area and respond quickly to local issues even when not responding directly to an emergency call.
- 8.27 Based on the experience of the Community Safety and Enforcement teams it is believed, however, that there are on average 38 sexual offences and 23 rapes in Hackney a month, but not all of these occur in a public place, or are committed by strangers. The number of rapes and sexual assaults in the borough is on par with other similar Inner City London Boroughs such as Brent, Greenwich, Haringey, Islington, Lambeth, Tower Hamlets and Southwark. Note: Home Office counting rules will have included in these figures any historical crime that was reported but may have taken place several months before, and in some cases many years before the date of reporting.
- 8.28 With regard to violence against women, the following statement is based solely on crimes that occurred in any public place (street, park, canal towpaths, licensed premises, educational establishments, health establishments, leisure / culture, food outlets, retail outlets, and transport), and were committed between April 2018 and August 2021. Analysis of these data show that just over half of all sexual assaults and rapes occur in a public place, and just under half occur in a private or familial setting. 1.9 women out of every 1000 in Hackney have reported a rape or other sexual offence in a public space. That equates to 1.6 women out of every 1000 for sexual assault, and 0.3 out of every 1000 women for rape. This means the chances of being a victim of rape or sexual assault in a public place are very low (particularly rape). By contrast 4.8 people for every 1000 in Hackney have reported a personal robbery during the same period of time.
- 8.29 5% of public space rapes and sexual assaults occur on the street (outside on a named road), and only 9.8% occur in a park or open space. Most offences occur in daylight hours in busy places. This fits in line with what we know about most types of crime, in that it tends to be prevalent when there are more people about, because there are more opportunities presented to offenders.

Public space rape offences are very low across the whole borough, and whilst some involve strangers, some perpetrators were known to their victim.

- 8.30 In Outer London there is [emerging evidence](#) that introduction of modal filter in 2020 were associated with reduced crime and attacks against the person compared to the background trend in Outer London.⁹ Although this information is specific for LTNs, it is considered that the results can also be applicable to the Shoreditch area under the current road closures.

9.0 Equalities Impact Assessment (EQIA)

- 9.1 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 as **Appendix VII**.

- 9.2 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.

- 9.3 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.

⁹ Goodman, Anna, Anthony A. Lavery, and Rachel Aldred. 2021. "Short-Term Association between the Introduction of 2020 Low Traffic Neighbourhoods and Street Crime, in London, UK." *Findings*, May. <https://doi.org/10.32866/001c.23623>.

The Equality Act

9.4 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.

9.5 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

9.6 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.

9.7 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.

9.8 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.

Process Followed in this scheme's Equality Impact Analysis

9.9 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

9.10 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.

9.11 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

9.12 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

9.13 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.

Links between Equality and Traffic Management

9.14 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 included as **Appendix V**. 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 71%) 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.

9.15 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.

Area-Specific Data

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

9.17 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.

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

Key characteristics

- Hoxton East and Shoreditch Ward lies in the south-west corner of Hackney, just north of the City of London. In 2011, it was home to 11,875 people. The ward is home to many high-tech companies located around Old Street station, as well as parts of Shoreditch, an area that has become a focal part of London's night-time economy.
- The profile shows that the population of Hoxton East and Shoreditch Ward has proportionately more young adults, and fewer under 18's than Hackney. It has proportionately fewer white British and black Caribbean people and greater shares of Chinese and other white people.
- The ward has proportionally more single, multi-person and student only households, but fewer couples with children. Over 40% of households in Hoxton East and Shoreditch Ward rent their home from a private landlord, and there are fewer owner occupiers than the borough average.
- The economic and social profiles of Hoxton East and Shoreditch Ward show that more adult residents have degree-level qualifications or above, more of them have managerial and professional jobs and unemployment is slightly lower than Hackney overall. Over 60% of

working aged adults were in employment in the ward at the time of the 2011 Census.

- Residents of Hoxton East and Shoreditch Ward experience levels of health that are better than the borough average.

9.19 Full information on the Ward in 2016 is available here <https://hackneysna.org.uk/ward-profiles/> which includes a summary graphic, reproduced here as **Figure 22:**

Figure 22: Health & wellbeing profile 2016 - Hoxton East and Shoreditch Ward



9.20 This confirms the need to consider health, social and economic conditions. 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.

Sensitive Receptors

9.21 There are locations in the Ward that have particular interest to protected groups, as shown in **Figure 23** below:

Figure 23: Locations of particular interest to protected groups

<p>Schools</p> <p>St John the Baptist CE Primary School Cron dall St, N1 6JG 020 7739 4902</p> <p>St. Monica's RC Primary School Hoxton Square, N1 6NT 020 7739 5824</p> <p>Thomas Fairchild Community School Forston St, N1 7HX 020 253 9469</p> <p>Burbage School Ivy St, N1 5JD, 0207 739 8591</p> <p>Whitmore Primary School Bridport Pl. London N1 5JN, 020 7739 7973</p> <p>St. Monica's RC Primary School Hoxton Square, N1 6NT 020 7739 5824</p> <p>Thomas Fairchild Community School Forston St, N1 7HX 020 253 9469</p> <p>University Technical College Hackney Community College, N1</p>	<p>Leisure and play</p> <p>Aske Gardens Aske Street, N1 6LE</p> <p>Shoreditch Adventure Playground Mintern Street, N1</p> <p>Cranston Estate Play Area Mintern Street, EC1</p> <p>Wenlock Barn Play Area Wenlock Barn, N1</p> <p>Mark Street Gardens Mark Street, EC2A 4ER</p> <p>Britannia Health and Fitness Centre 40 Hyde Road, N1 5JU. Tel: 020 7729 4485</p> <p>St Leonard's Garden Shoreditch High Street, E1 6JN</p> <p>GPs</p> <p>The Lawson Practice 85 Nuttall Street, N1 5HZ. Tel: 020 7739 9701</p> <p>Whiston Road Surgery 219 Kingsland Road, E2 8AN. Tel: 020 7739 8625</p> <p>Kingsland Surgery 167 Kingsland Road, E2 8AL. Tel: 020 7739 3600</p>
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9.22 Schools in the area have been detailed in **Section 1** which also includes a description of those with School Streets.

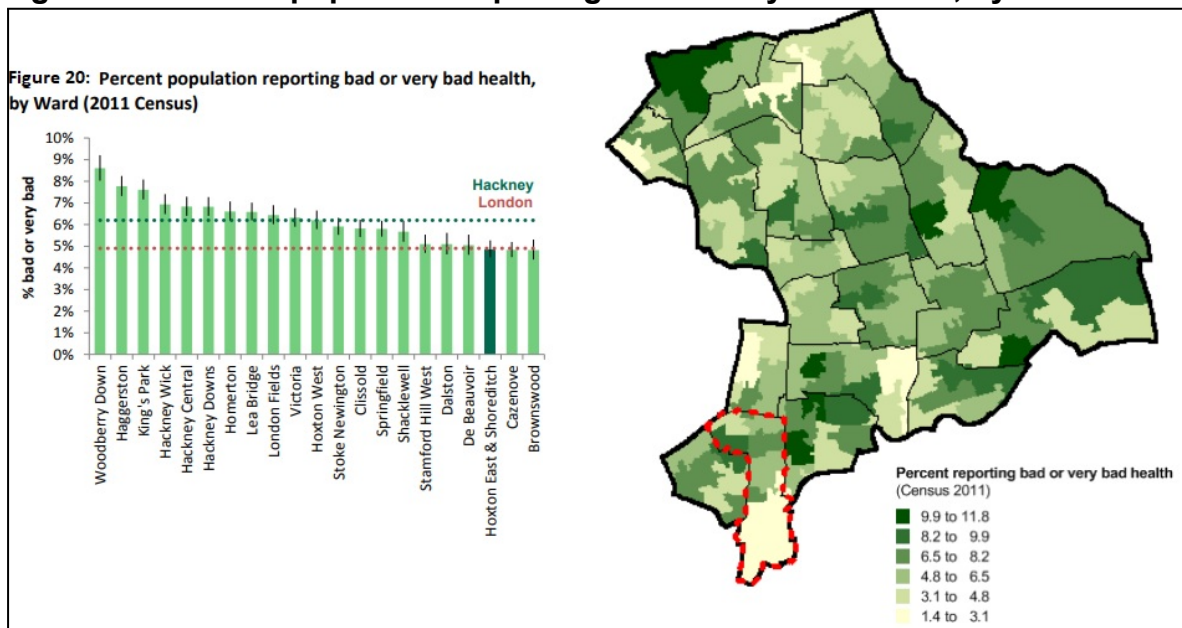
9.23 All the locations on the list above that may be affected by the scheme, have been given the opportunity to ask about impacts on protected groups that might require design changes.

Health & Disability

9.24 Hackney has lower than average rates of residents who identify as having a disability. In November 2017, 4.1% of the local population (11,234 people) were claiming Disability Living Allowance or Attendance Allowance. Another measure of disability is the percentage of residents who are economically inactive because of being long term sick or disabled which is 5.2% in Hackney as a whole compared to 3.7% in London.

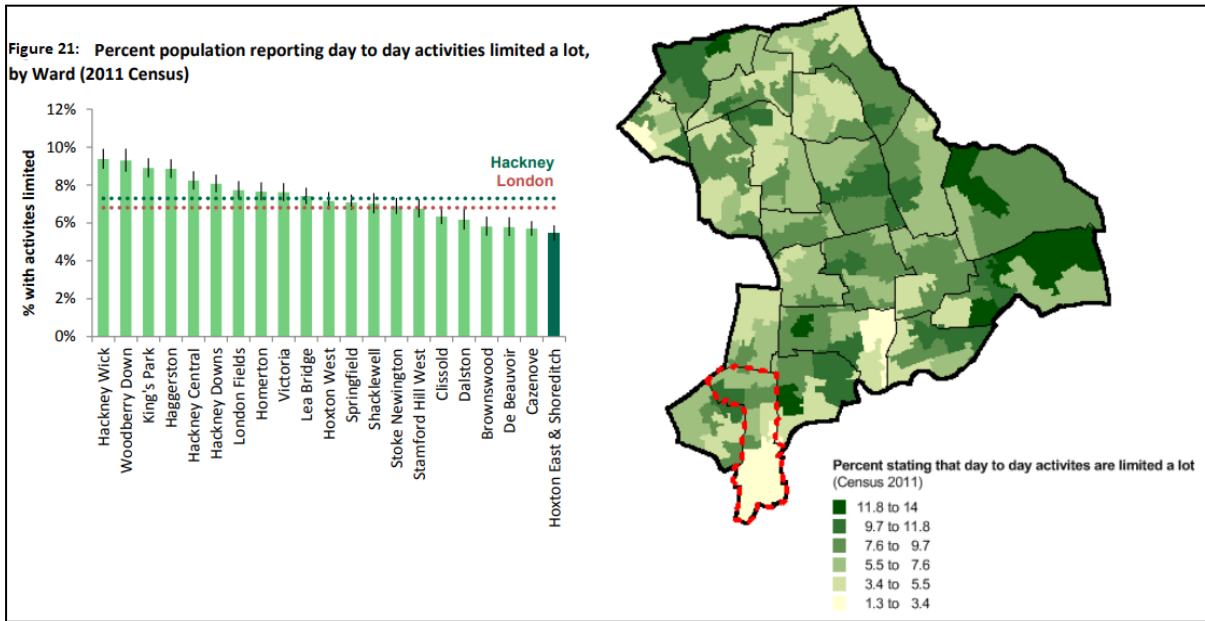
9.25 The health of Hackney’s residents is broadly in line with national trends. It should be noted though that the borough has a young population by national standards. In the 2011 Census, the proportion of people in Hackney who reported having bad or very bad health was higher than the London average. Studies have shown that self-reported health status is quite strongly associated with objective health outcomes. The rate of self reported bad or very bad health in Hoxton East & Shoreditch Ward is lower than the borough average and in line with London average. “Hoxton East & Shoreditch Health & Wellbeing Profile 2016” <https://hackneyjsna.org.uk/wp-content/uploads/2018/02/Haggerston-ward.pdf>

Figure 24: Percent population reporting bad or very bad health, by Ward



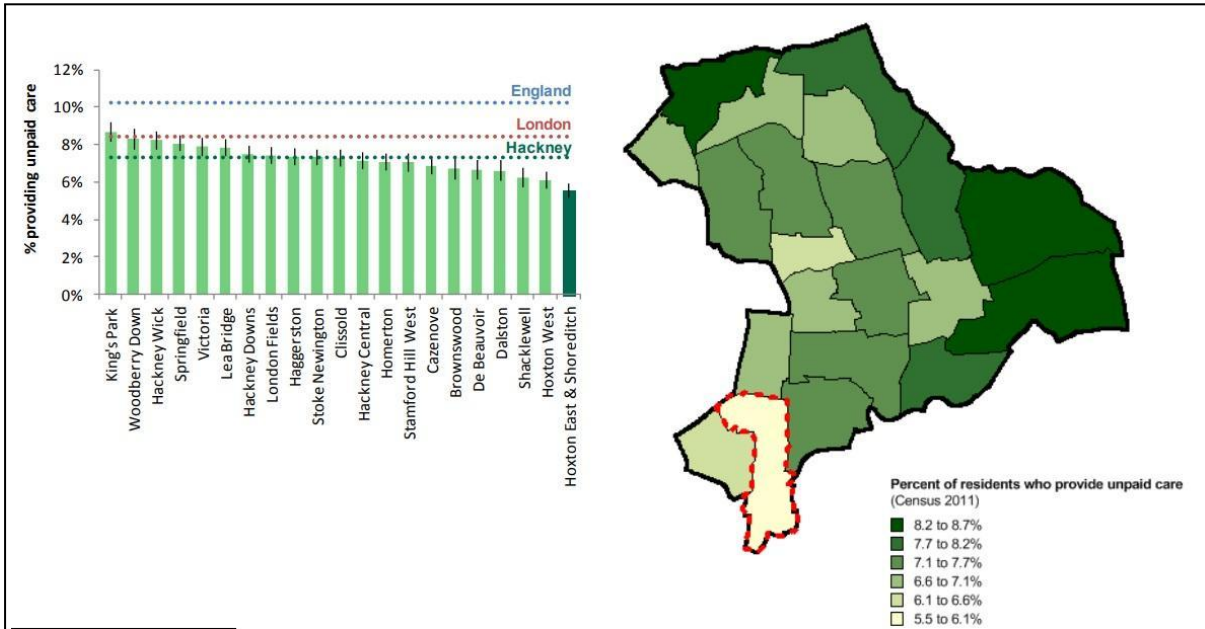
9.26 In the 2011 Census, a higher proportion of Hackney residents than the London average reported having a condition which limits their day-to-day activities a lot. People who live in socioeconomically deprived areas are more likely to report such conditions, as are older people. The rate in Hoxton East & Shoreditch Ward is lower than the borough average.

Figure 25: Percent population reporting day to day activities limited a lot, by Ward.



9.27 Carers are often physically, financially and emotionally burdened, with the impacts increasing as they grow older, and they often suffer from poor physical and mental wellbeing. In Hoxton East & Shoreditch Ward, 5.5% of the population provide some unpaid care.

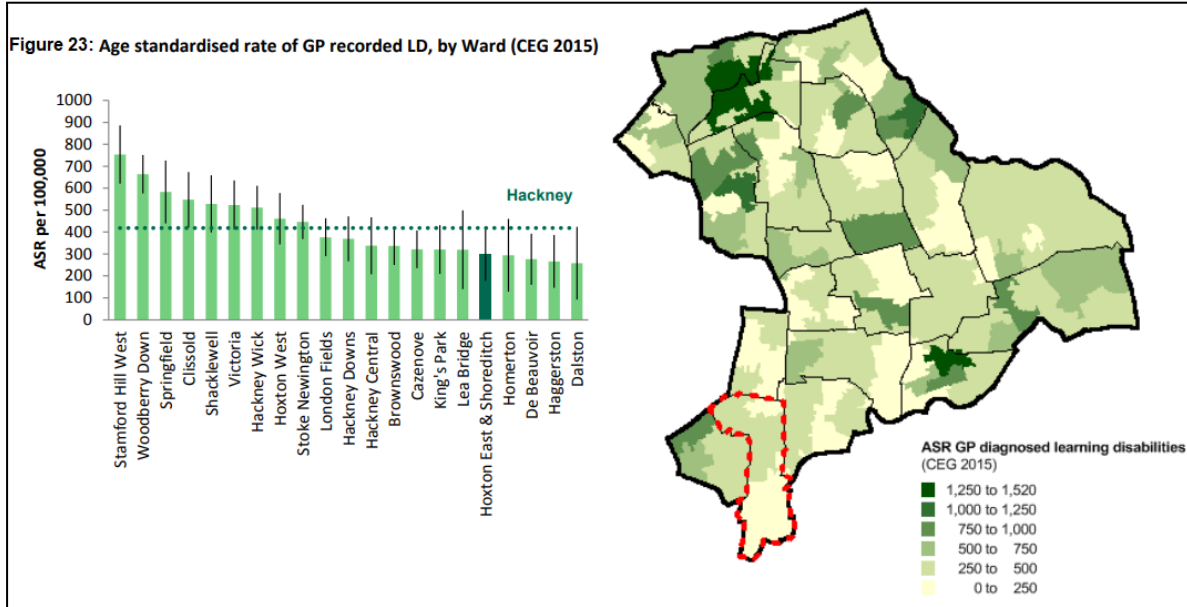
Figure 26: Percent of Hackney residents who provide unpaid care, by Ward



9.28 People with learning disabilities (LD) are at increased risk of poor physical and mental health, are more affected by socioeconomic disadvantage, and have a shorter life expectancy than average. There is a range of severity of learning

disability and it is more likely that milder forms of disability will not be identified and recorded in GP data. Recorded rates in Hoxton East & Shoreditch Ward are lower than the borough average.

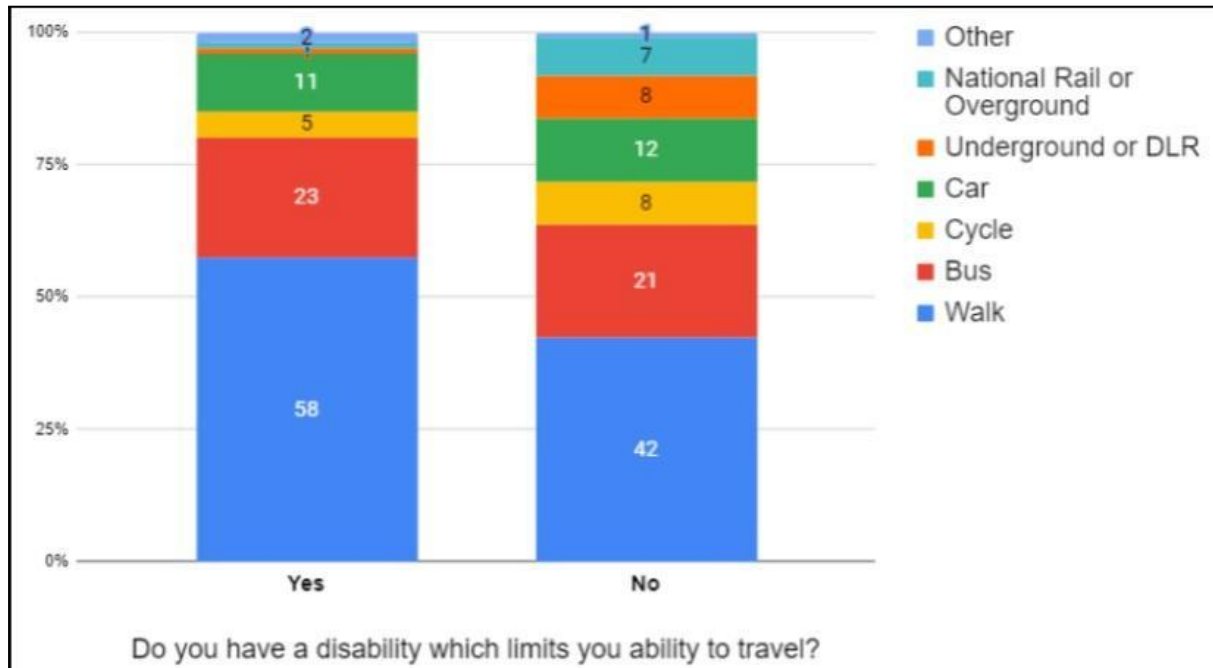
Figure 27: Age standardised rate of GP recorded LD, by Ward



9.29 The main modes of transport used by disabled Londoners at least once a week are walking (78%), bus (55%), car as a passenger (44%) and car as a driver (24%). Therefore, the number of mobility-impaired residents potentially affected by the road closures is low.

9.30 Analysis based on the London Travel Demand Survey (LTDS) for 2019/20 shows that 7% of trips originating in Hackney are made by someone who has a mental or physical disability affecting daily travel (including old age). Mode split for these trips is shown in **Figure 28** below.

Figure 28: Mode share of trips (%) made by Londoners with a destination in Hackney (2017/18-2019/20) by disability which limits travel

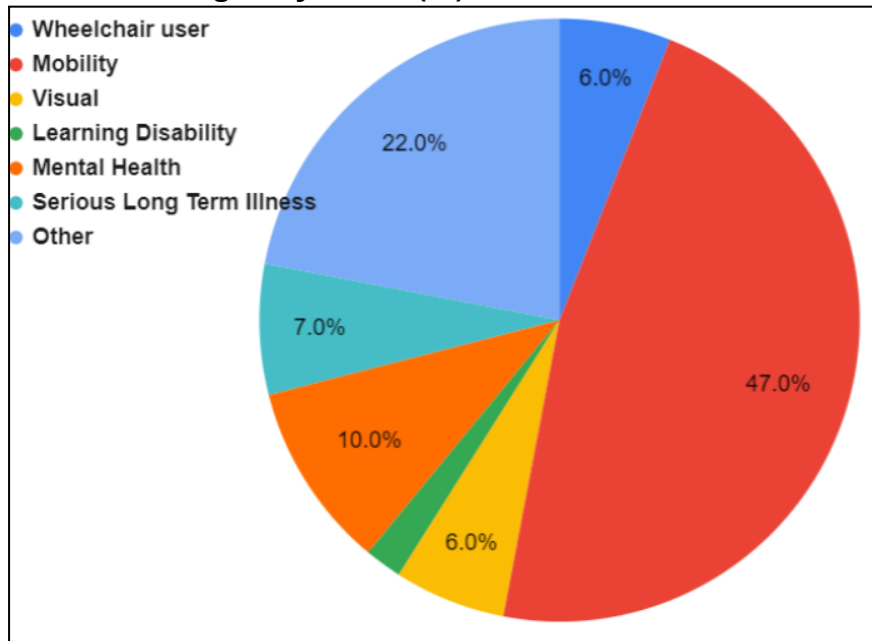


9.31 When comparing to the LTDS mode split of trips made by those with a disability in Hackney with non-disabled mode split, it is perhaps counterintuitive that those with a disability are much more likely to walk compared to those without disabilities (58% of trips by disabled people compared to 42% of those without a disability which affects daily travel).

9.32 It is also interesting to note that car use by disabled people is slightly lower than by non-disabled people (making up 11% and 12% respectively of trips taken by the two groups). Disabled people are relatively more dependent on buses (23% versus 21%) and slightly less likely to cycle (5% of trips compared to 8% for non-disabled people in Hackney).

9.33 Disability types in Hackney stated by those who have a disability affecting daily travel (including old age) is shown below in **Figure 29**.

Figure 29: Disability Types in Hackney stated by those who have a disability affecting daily travel (%)



9.34 Various physical and mental disabilities can lead to travel limitations. It can be seen that mobility impairment (47%) represents the highest proportion followed by impairment due to Mental Health and ‘Other’ causes - (though this data is based on a small sample).

Impacts on the Disability Protected Group

9.35 The aims of the road closures of reducing traffic, pollution and reducing road danger are of critical importance to disabled people, who are among the worst impacted by increased pollution levels and the effects of climate change. The local bus service routes upon which many disabled people depend have not been diverted as a result of the road closures introduced by the scheme.

9.36 Buses provide a fully accessible form of public transport which are used by 58% of disabled people across London and make up 23% of disabled people’s trips in Hackney. No bus routes have been diverted as a result of this scheme and the potential impact on bus journey times by displaced traffic has been monitored (See **Section 5**) and has, so far, found to be minimal. Buses are being monitored and improvements made for all users but their value to protected groups is especially recognised.

9.37 As the Scheme has significantly reduced traffic levels on most residential roads, it has likely become easier to (informally) cross the road for people, including people with disabilities or using mobility aids like wheelchairs (noting

that this should not be encouraged, but is something that people frequently choose to do).

- 9.38 As part of the proposals, all addresses and properties remain fully accessible by foot, cycle or vehicle. This is important to support community workers including midwives. A few journeys will have had to be slightly rerouted as part of this scheme and the wider effects of other schemes in the Borough.

Exemptions for the Disabled Community

- 9.39 As part of the LTN experiments across the borough, the Council received feedback from people with disabilities regarding the impacts of those schemes on them. The Council subsequently approved a Delegated Powers Report titled [“Exemptions to Traffic Filters on the Borough’s Classified Road Network for Hackney Resident Companion e-badge Holders”](#). Following that decision, residents with Companion e-badges were able to access through the traffic filters on specific restrictions on classified roads across the borough. The modal filters on Pitfield Street and Hyde Road are not included in the list of classified roads at this time, however, the Exemptions report is a live document and amendments would be done and roads included if demonstrated necessary.
- 9.40 While Pitfield Street and Hyde Road are not Bus Gate closures, the exemptions to Blue Badge holders on classified road restrictions recognises the fact that Blue Badge holders could be impacted positively by filters outside the immediate vicinity of where they live.
- 9.41 It is also worth noting that all designated blue badge parking spaces have not been affected by this scheme. No street in the scheme area, which previously had motor vehicle access, has lost this access. Emergency vehicles will still be able to access the kerbside. Taxi/PHV will also be able to access the kerbside, loading bays, Blue Badge Holder bays or other locations, to pick-up and drop off passengers with disabilities.
- 9.42 It is recognised that residents with a disability may rely on motor vehicle journeys made by others, such as carers, NHS, and social services and others and these journeys may become more indirect due to restrictions on through traffic.
- 9.43 However the picture may be different for personal travel of disabled people. The TfL 2019 Travel in London report highlights that those who identify as disabled and those who do not, have the same rate of car use as passengers.

Additionally, they have slightly lower rates of use of taxi and private hire vehicles.

Pregnancy/maternity

9.44 The positive benefits of reducing the dominance of motor vehicles would benefit the most vulnerable road users, including mothers and children who disproportionately suffer the harmful effects of air pollution. Prams and pushchairs put children at the level of exhaust fumes when navigating the streets. Air pollution has been linked to low birth weight and underdeveloped lung capacity in children, as well as higher incidences of lung conditions such as asthma. Overall, there is a reduction in vehicle use and air pollution in the area.

Age

9.45 Consideration has been given to the impact of these proposals in terms of age. The table below presents a comparison of statistics based on age at the various Hackney wards as well as London and England. The GLA estimates that the population of Hoxton East & Shoreditch in 2016 is 13,000. Compared to national and London wide figures, Hackney has a relatively young population. Hoxton East & Shoreditch Ward has a similar age profile to the Hackney average, though with fewer children (**Table 7**).

Table 7: Population of Ward with % in each age band (GLA)

	POPULATION (2016)	AGE BAND (2013)		
		0-15	16-64	65 plus
Brownswood	9,700	15%	78%	7%
Cazenove	14,900	29%	66%	5%
Clissold	13,600	21%	72%	7%
Dalston	8,900	17%	76%	7%
De Beauvoir	9,800	17%	76%	7%
Hackney Central	13,200	19%	73%	8%
Hackney Downs	13,600	20%	72%	7%
Hackney Wick	12,900	22%	70%	8%
Haggerston	13,600	17%	76%	7%
Homerton	12,800	22%	70%	7%
Hoxton East and Shoreditch	13,000	17%	76%	7%
Hoxton West	13,900	17%	76%	7%
King's Park	13,400	25%	66%	9%
Lea Bridge	14,500	20%	72%	8%
London Fields	13,200	18%	74%	8%
Shacklewell	8,900	17%	76%	7%
Springfield	17,000	31%	62%	7%
Stamford Hill West	10,000	28%	64%	8%
Stoke Newington	14,500	19%	73%	7%
Victoria	12,900	21%	72%	8%
Woodberry Down	11,800	24%	68%	8%
Hackney	266,100	21%	71%	7%
London	8,726,540	20%	69%	11%
England & Wales	58,139,200	19%	64%	17%

9.46 Hackney's population is growing rapidly; at the present rate of growth the population will reach 317,000 by 2033.

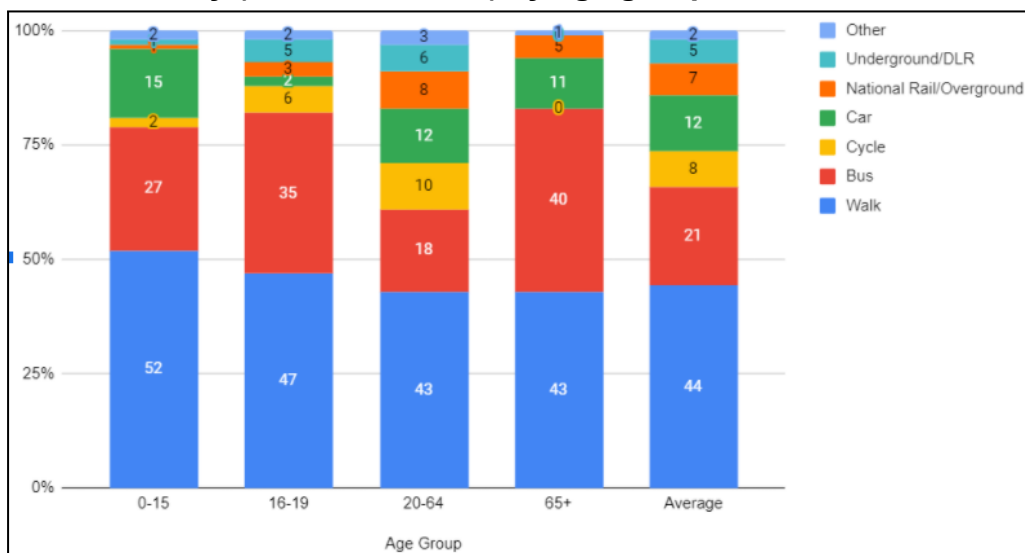
9.47 Hackney is a young borough. The 43% of Hackney's population in their 20s and 30s is one of the highest in the country and compares to just 24% in this age group nationally and 40% in Inner London. A further 25% of the population is under 20. And there are fewer older people; with the 7% of Hackney's population aged over 65 being. The proportion of older people in the borough is expected to rise. Hoxton East and Shoreditch Ward has the Hackney average proportion of older people and a slightly lower proportion of young people under 16 years.

Table 8: Projected population growth of Hackney Wards (GLA SHLAA March 2013)

	2016	2023	2028	% growth (2016 to 2028)
Brownwood	9,700	10,700	11,400	18%
Cazenove	14,900	15,800	16,000	7%
Clissold	13,600	14,200	14,400	6%
Dalston	8,900	9,700	10,200	15%
De Beauvoir	9,800	10,700	10,900	11%
Hackney Central	13,200	14,000	14,500	10%
Hackney Downs	13,600	14,600	14,800	9%
Hackney Wick	12,900	16,200	17,400	35%
Haggerston	13,600	15,600	16,600	22%
Homerton	12,800	14,100	14,800	16%
Hoxton East and Shoreditch	13,000	14,500	15,200	17%
Hoxton West	13,900	14,700	14,700	6%
King's Park	13,400	14,800	15,700	17%
Lea Bridge	14,500	15,500	15,800	9%
London Fields	13,200	14,000	14,200	8%
Shacklewell	8,900	9,500	9,900	11%
Springfield	17,000	18,400	19,200	13%
Stamford Hill West	10,000	10,900	11,400	14%
Stoke Newington	14,500	15,200	15,500	7%
Victoria	12,900	13,500	13,900	8%
Woodberry Down	11,800	13,000	14,000	19%
Hackney	266,100	289,600	300,500	13%
London	8,726,540	9,351,000	9,676,750	11%
England and Wales	58,139,200	60,913,050	62,716,900	8%

9.48 An analysis for trips made for all purposes ending in Hackney shows the following mode share per age category.¹⁰ in **Figure 30**.

Figure 30 - Mode share of trip (%) made by Londoners with a destination in Hackney (2017/18-2019/20) by age group



¹⁰ LTDS 2020

9.49 Those aged 65+ have a higher mode split of bus use compared to the average, with about average walking and car use mode shares. There is very little cycling amongst this age group. Those aged 0 to 15 have much higher walking and bus use than the average and also slightly higher car use but lower cycling rates. Those aged 16 to 19 also have much higher usage of buses and walking than average and the lowest car use of any age group. Cycling is most popular among the working age adult population (10% of trips), but is lower in both younger and older age groups. Car use is relatively low amongst all age groups but is highest among the under 15s. For reference, see **Table 9**.

Main mode	0-15	16-19	20-64	65+	Average
Walk	52	47	43	43	44
Cycle	2	6	10	0	8
Car	15	2	12	11	12
Bus	27	35	18	40	21
Underground/DLR	1	5	6	0	5
National rail/overground	1	3	8	5	7
Other	2	2	3	1	2

9.50 The health of young and old are impacted disproportionately from the effects of poor air quality. The Hackney Transport Strategy objectives to improve air quality through expanding electric vehicle charging infrastructure; street closures and prioritising sustainable travel over private motor travel will particularly benefit these groups. Schemes that target improved footways and crossing facilities are also important to both young and old, while improving accessibility to bus services and other forms of public transport are equally important to older people and parents with young children. The Council’s focus on Vision Zero (working to eliminate deaths and serious injuries from road traffic collisions by 2041) should help to reduce the number and severity of road traffic accidents for young and old.

9.51 Older people are more likely to feel vulnerable and suffer from mobility issues so measures outlined in the Hackney Transport Strategy for Healthy Streets incorporating improved crossings, less traffic dominated streets, footway

improvements and better lighting, are likely to benefit this group as are the installation of accessible stations.

- 9.52 Younger people are also more likely to walk or cycle than other groups, so measures that aim to improve walking and cycling for the wider community will particularly benefit this group. The school travel plan, School Streets and road closure programmes will assist those young people who are at school and encourage them to travel more healthily.
- 9.53 The potential impact on buses is important to monitor with respect to young and old age groups. Both 0-15s; 16-19s and over 65s are far more dependent on bus use than the 21% of trips registered among all residents. The highest dependency on bus use is among the over 65s, 40% of whose trips are by bus, but the 0-15 and 16-19 age groups also show higher than average bus use with trips by this mode accounting for 27% and 35% of all the trips in these age groups respectively. **Section 5** of this report shows that the performance of local buses has not been adversely affected as a result of these road closures, either on local routes or more widely across the borough.

9.5 Religion and belief:

- 9.54 Consideration has been given to the impact of these proposals in terms of religion or belief. Only just over a third of Hackney's residents describe themselves as Christians – less than the average for London or England. The borough has relatively high proportions of people of the Jewish and Muslim faiths and people with no religion or who declined to state one. Hackney has a significant population of Orthodox Jewish residents living in the north east of the borough. Hoxton east & Shoreditch Ward contains a larger proportion of Christians and residents stating no religion, and fewer Jewish, than Hackney as a whole (**Table 10**).

Table 10: Religion of Hackney residents, by Ward (GLA 2011)

	Christian	Buddhist	Hindu	Jewish	Muslim	Sikh	Other religions	No religion	Not stated
Brownswood	39.2%	1.3%	0.6%	2.6%	14.2%	0.7%	0.6%	32.6%	8.2%
Cazenove	28.7%	0.7%	0.5%	21.9%	16.3%	0.9%	0.4%	19.8%	10.7%
Clissold	33.2%	1.3%	0.8%	5.6%	10.5%	0.9%	0.6%	37.8%	9.4%
Dalston	38.1%	1.6%	0.6%	0.9%	13.8%	0.8%	0.6%	34.8%	8.7%
De Beauvoir	42.6%	1.5%	0.7%	0.8%	12.5%	0.8%	0.6%	32.3%	8.1%
Hackney Central	42.2%	1.8%	0.4%	1.0%	14.0%	1.2%	0.6%	29.5%	9.2%
Hackney Downs	37.6%	1.3%	0.6%	1.3%	18.3%	1.2%	0.5%	30.2%	9.1%
Hackney Wick	50.3%	1.5%	0.4%	1.0%	12.7%	0.5%	0.4%	25.1%	8.1%
Haggerston	39.6%	1.5%	0.7%	0.9%	15.6%	0.3%	0.5%	32.2%	8.7%
Homerton	44.6%	1.5%	0.7%	0.7%	15.8%	0.6%	0.7%	26.5%	8.8%
Hoxton East & Shoreditch	41.4%	1.6%	0.7%	0.8%	14.2%	0.6%	0.5%	31.4%	8.7%
Hoxton West	43.1%	1.8%	0.9%	0.9%	13.5%	0.6%	0.5%	28.6%	10.2%
King's Park	49.0%	1.1%	0.6%	0.7%	18.2%	1.1%	0.6%	19.8%	8.9%
Lea Bridge	37.7%	1.1%	0.8%	1.8%	18.0%	1.2%	0.8%	27.9%	10.6%
London Fields	39.8%	1.2%	0.6%	1.0%	14.3%	0.4%	0.6%	32.9%	9.1%
Shacklewell	36.7%	1.3%	0.9%	1.1%	13.4%	0.8%	0.6%	36.2%	9.0%
Springfield	31.2%	0.6%	0.3%	27.7%	13.6%	0.8%	0.4%	13.2%	12.3%
Stamford Hill West	27.7%	0.7%	0.4%	26.5%	8.6%	0.7%	0.4%	23.0%	12.0%
Stoke Newington	32.6%	0.8%	1.0%	6.4%	11.5%	0.9%	0.5%	36.2%	10.0%
Victoria	44.3%	1.5%	0.7%	1.0%	12.2%	0.3%	0.4%	30.8%	8.8%
Woodberry Down	34.0%	1.0%	0.4%	20.5%	11.9%	0.5%	0.4%	20.4%	11.0%
Hackney	38.6%	1.2%	0.6%	6.3%	14.1%	0.8%	0.5%	28.2%	9.6%
London	48.4%	1.0%	5.0%	1.8%	12.4%	1.5%	0.6%	20.7%	8.5%
England and Wales	59.3%	0.4%	1.5%	0.5%	4.8%	0.8%	0.4%	25.1%	7.2%

9.55 Reducing the dominance of motor vehicles benefits all groups equally, regardless of religion. The proposals in this report do not discriminate against any religious group, as they apply equally to all groups. There is no disproportionate impact on any religious population as residents or business owners, as the scheme does not prevent access to their property.

Race and ethnicity:

9.56 The 2011 Census estimates that 40% of Hackney’s population are black and minority ethnic groups, with the largest group (around 20%) being black or black British. TfL data for Greater London, reported in TfLs ‘Travel in London: Understanding our diverse communities 2019’ summary of research, shows that walking is the most commonly used type of transport by Black, Asian or Ethnic Minorities (BAME) Londoners (96% of BAME Londoners walk at least once a week, compared to 95% of white Londoners), followed by bus (65% BAME compared to 56% white). The data also indicates that both Mixed or Multiple Ethnic groups, and Other Ethnic Groups, are much more likely to walk (48% and 45%, respectively), whilst mixed and multiple ethnic groups are more likely to cycle (7%), and Asian or Asian British are more likely to drive (6%).

9.57 Hackney has an ethnically diverse population compared to the rest of the country. Hoxton East & Shoreditch Ward reflects this pattern. Over half the

population of Hoxton East & Shoreditch Ward are White and a fifth are of Black ethnicity.

Table 11: Ethnic groups by Ward, Hackney, London and England

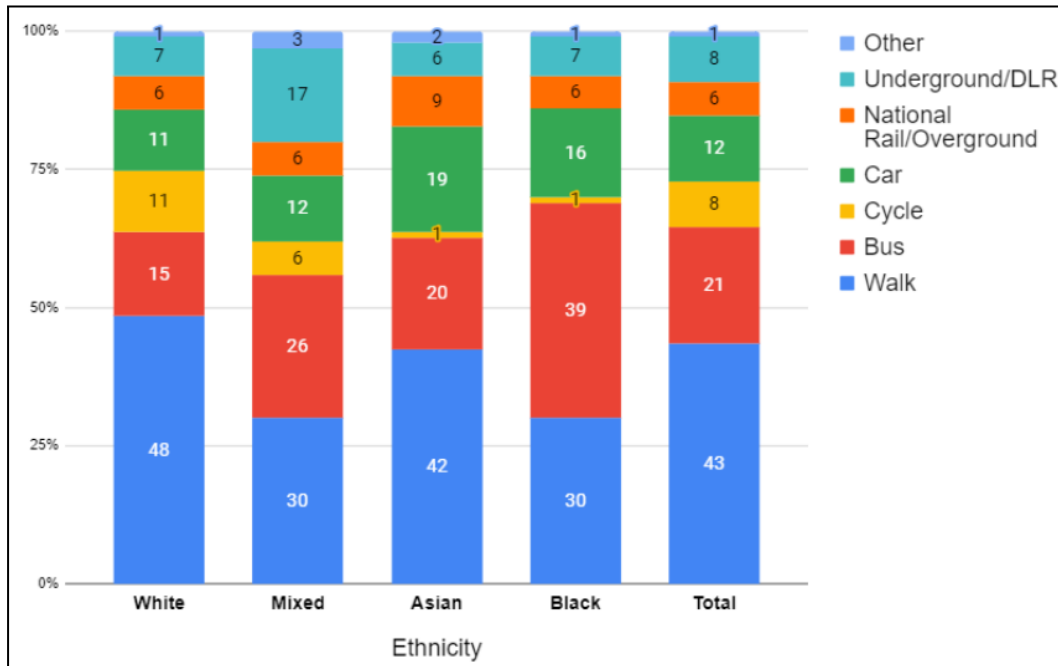
	White British	White Irish	White Gypsy or Irish Traveller	Other White	Mixed White / Black Caribbean	Mixed White / Black African	Mixed White / Asian	Other Mixed	Indian	Pakistani	Bangladeshi	Chinese	Other Asian	Black Caribbean	Black African	Other Black	Arab	Other Ethnic Group
Brownwood	38.3	2.9	0.1	20.5	1.5	1.0	1.6	2.2	2.0	0.7	2.1	2.1	3.6	8.8	4.7	2.4	1.4	4.2
Cazenove	36.2	1.6	0.2	18.6	1.5	0.8	1.0	1.6	7.8	0.8	2.3	0.8	1.8	8.8	6.4	2.7	0.4	6.7
Clissold	47.4	2.7	0.0	15.9	2.0	1.2	1.4	2.0	2.5	0.5	1.7	0.8	2.1	5.7	6.3	3.1	0.5	4.4
Dalston	35.9	2.4	0.2	17.0	1.6	1.0	1.4	2.2	2.0	0.6	2.2	1.5	3.1	11.1	8.4	4.2	1.0	4.0
De Beauvoir	41.5	2.2	0.1	16.2	1.8	1.2	1.5	2.3	2.0	0.5	1.5	1.5	3.3	11.3	5.6	3.2	0.7	3.5
Hackney Central	32.3	2.1	0.3	12.7	2.3	1.3	1.4	2.1	2.3	0.6	3.2	1.4	3.7	15.2	9.8	4.6	0.7	3.9
Hackney Downs	32.1	1.9	0.3	14.1	2.1	1.4	1.3	2.4	5.9	1.0	3.8	1.0	2.1	11.8	9.6	4.5	0.7	4.0
Hackney Wick	34.8	2.0	0.4	11.1	2.9	1.2	0.9	1.8	1.4	0.6	2.6	1.3	2.8	16.1	10.4	5.2	0.9	3.4
Haggerston	34.2	2.3	0.1	18.2	1.8	1.1	1.4	2.0	1.7	0.5	3.5	2.1	3.6	12.3	6.7	3.6	0.8	4.1
Homerton	30.2	1.7	0.1	14.3	2.6	1.8	1.1	2.5	2.2	1.0	2.7	1.7	2.8	15.8	9.6	5.8	0.6	3.4
Hoxton East/Shoreditch	36.3	2.2	0.1	17.7	1.8	1.2	1.4	2.1	1.9	0.5	2.5	2.3	3.7	12.2	5.6	3.4	0.9	4.0
Hoxton West	33.9	2.0	0.1	17.6	2.0	1.4	1.3	2.2	2.1	0.4	2.1	3.4	4.2	13.1	4.9	3.7	1.1	4.6
King's Park	24.2	1.8	0.7	12.2	2.5	1.4	1.0	2.1	2.8	1.3	2.8	1.2	2.4	19.7	12.8	6.6	0.9	3.9
Lea Bridge	29.7	1.9	0.4	15.2	2.4	1.4	1.4	2.1	7.6	1.9	3.5	0.9	2.7	10.7	9.9	4.0	0.3	3.9
London Fields	37.2	2.5	0.1	15.4	1.8	1.1	1.1	2.1	1.6	0.5	3.0	1.5	3.1	11.4	9.2	4.1	0.6	3.9
Shacklewell	37.8	2.5	0.1	16.7	1.7	1.0	1.5	2.2	2.8	1.0	2.2	1.3	2.8	9.7	8.3	3.9	0.8	3.7
Springfield	34.8	1.2	0.2	19.8	1.8	0.9	0.9	1.7	3.5	0.6	1.8	0.7	1.6	10.1	7.5	3.9	0.6	8.3
Stamford Hill West	46.6	2.3	0.1	18.6	1.6	0.7	1.0	1.5	2.1	0.4	1.3	0.7	2.0	6.0	5.0	2.5	0.5	7.1
Stoke Newington	43.6	2.7	0.1	16.2	1.9	1.0	1.5	2.0	3.7	1.2	1.9	0.8	2.2	6.5	7.2	3.0	0.5	4.0
Victoria	40.3	2.4	0.2	12.9	2.7	1.2	1.0	1.9	1.5	0.6	3.3	1.4	2.6	11.4	8.1	4.6	0.6	3.2
Woodberry Down	37.1	2.1	0.2	21.6	1.7	0.9	1.1	1.7	2.0	0.7	1.9	1.5	2.4	9.2	5.0	2.6	0.9	7.5
Hackney	36.2	2.1	0.2	16.2	2.0	1.2	1.2	2.0	3.1	0.8	2.5	1.4	2.7	11.4	7.8	3.9	0.7	4.6
London	44.9	2.2	0.1	12.6	1.5	0.8	1.2	1.5	6.6	2.7	2.7	1.5	4.9	7.0	4.2	2.1	1.3	2.1
England and Wales	80.5	0.9	0.1	4.4	0.8	0.3	0.6	0.5	2.5	2.0	0.8	0.7	1.5	1.8	1.1	0.5	0.4	0.6

Hackney mode choice by ethnicity

9.58 An analysis for trips made for all purposes ending in Hackney shows the following modes shared by ethnic background.¹¹For reference, see **Figure 21**.

¹¹ LTDS 2020

Figure 31: Mode share of trips (%) made by Londoner with a destination in Hackney 2017/08-2019/20 by Ethnicity



9.59 Based on average travel modes in journeys ending in Hackney from the 2018-19 LTDS data, Black or Black British people are much likely to use buses as a mode of transport for a trip ending or beginning in Hackney with 39% of these trips being by bus compared to the 21% average for all groups. Mixed, Other and Arab ethnic Groups are more likely to use buses for transport - 26% of trips by these groups.

9.60 Asian people in Hackney have a slightly higher dependency on car trips with those consisting of 19% of trips made by this group compared to average for all ethnic groups of 12%. Black or Black British people are also slightly more car-dependent, recording that 16% of their trips were by car.

9.61 Mixed, Asian and Black people also all have a much lower level of cycling trips than people in the borough as a whole with only 1% of trips by Asian people, for example, being by bicycle compared to 8% for the borough as a whole and 11% by white people. Walking is also less prevalent as a means of transport for Mixed/Other/Arab; Asian and Black ethnic groups.

9.62 The lower use of walking as a means of transport is not as extreme as the lower cycling rates but still considerable. For instance only 30% of Mixed/Other/Arab and Black ethnic groups' trips are by walking compared to 43% for the borough as a whole and 48% among white people. For all of the above statements, it should be noted that these percentages may not be precise due to low sample sizes.

Scheme Impacts specifically on the Group protected by Race/Religion

- 9.63 Research such as TfL's Analysis of Cycle Potential has shown that there is a greater potential for cycling for people with Culturally and Ethnically Diverse communities. Research has also shown that these groups are also disproportionately affected by Covid-19 and obesity. Therefore, a scheme improving the walking and cycling conditions in an area will be beneficial for people with Culturally and Ethnically Diverse communities.
- 9.64 But to realise this potential positive impact also requires insight into and strong action to address the barriers to walking and cycling experienced by some ethnic minorities. Hackney has been at the forefront of exploring these barriers through its sponsorship of developing best practice into targeted behaviour change programmes such as its sponsorship of the London Walking and Cycling Conference which in 2020 included themes such as "Walking and cycling whilst Black: barriers, policy and progress" and in 2021 is focussed on the theme of "walking and cycling towards a fair and inclusive city".

Bus journey impacts

- 9.65 As BAME communities, especially in Hackney, are relatively more reliant on bus services, it was important to check the impact of the scheme on bus services. The changes in bus journey times around Pitfield Street, Hyde Road and more widely across the borough have been analysed in **Section 5** and found that they have not significantly changed due to the scheme.
- 9.66 All of the proposed measures are likely to improve conditions for pedestrians, by reducing conflicts with motorised vehicles and in many cases potentially enabling more space to be allocated to pedestrians. This will disproportionately benefit all ethnic groups, all of whom make more use of walking and cycling than of car trips creating a new benefit for all ethnic groups.

People experiencing or at risk of poverty:

- 9.67 For the purpose of this report, 'poverty' will be broadly defined as not having enough money to meet basic daily needs, or not benefitting from having what most of the UK population have.
- 9.68 Growing up in an income deprived household can have a negative impact on child health, which can persist throughout their life. Hoxton East & Shoreditch Ward has a higher level of income deprivation affecting children to the borough average, which is higher than the average for London and England. There is more information about child poverty in Hackney in the 2014 Child Poverty Needs Assessment⁸ and also in the JSNA.⁹ There is more information about child poverty in Hackney in the [2014 Child Poverty Needs Assessment](#) and also in the [JSNA](#).

Figure 32: Income Deprivation Affecting Children index, by Ward (IMD2015)

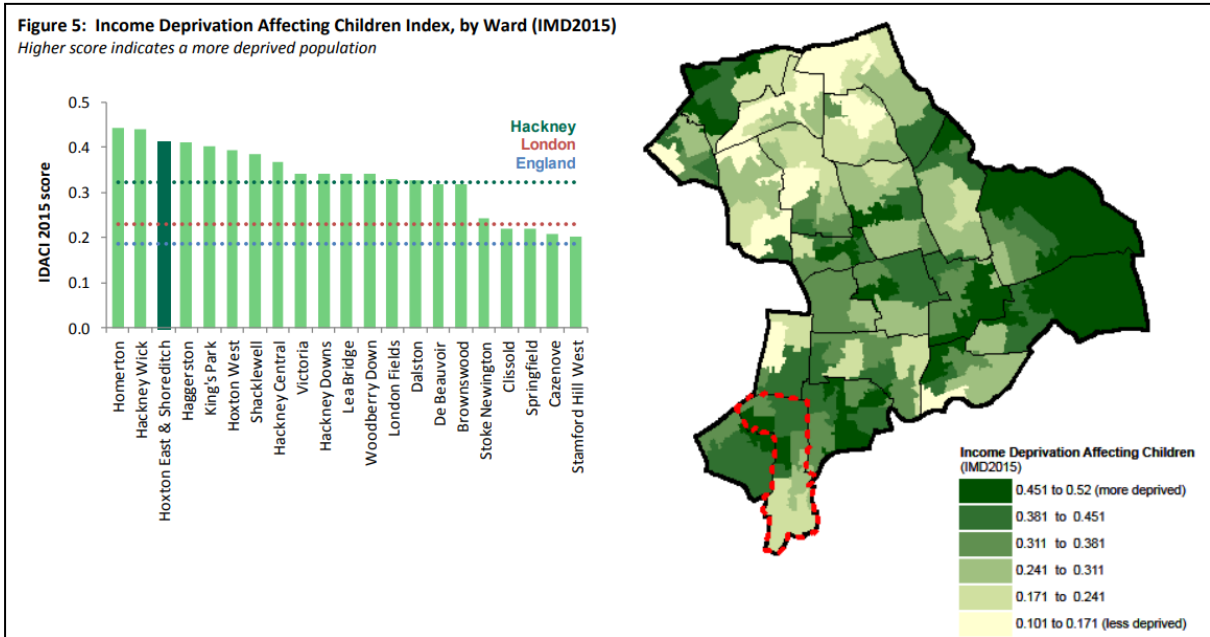
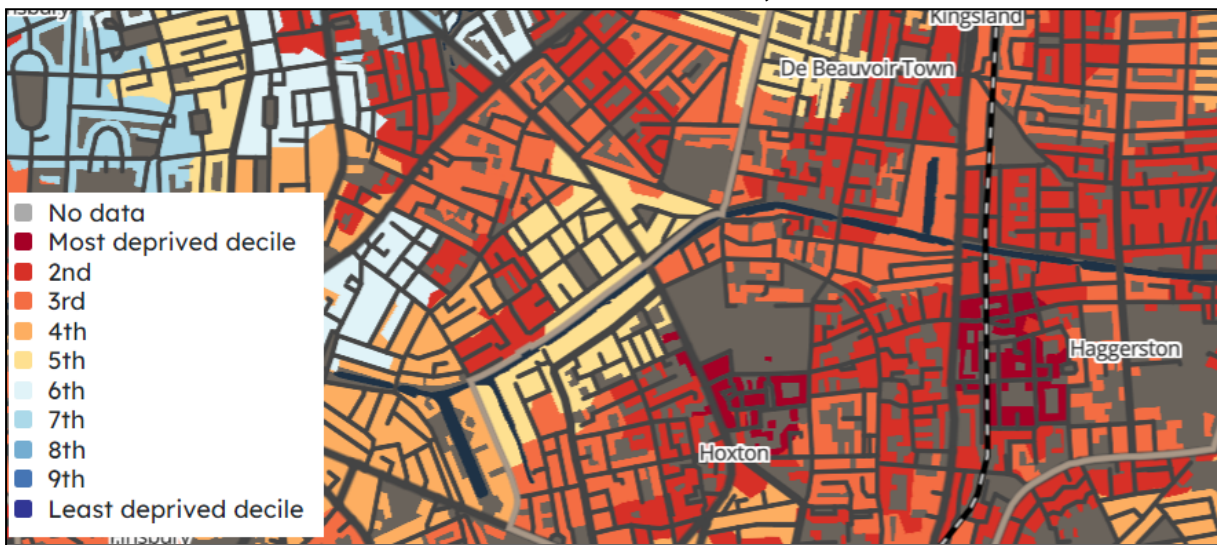


Figure 33: IMD Map shows high level of deprivation in and near the Shoreditch Park area in Hoxton east & Shoreditch Ward, 2019 data



Source: [CDRC Maps](#)

9.69 Approximately 71% of households in Hackney do not own a car, compared to 44% across the whole of London. This has been showcased in TfL’s Travel in London: Understanding our diverse communities (2019). While car ownership is not solely dependent on income, there is a correlation between income and car ownership. London-wide, the highest earners are almost 3 times as likely to own one car or more than the lowest earners with 78% of households on £100k or more have one or more car vs 23% at £5k or less, 28% at £5-10k, or even 44% at £20k or less. (source:

<https://tfl.gov.uk/cdn/static/cms/documents/sfl-borough-casemaking-v1.xlsx> - accessed 5/9/20). Based on these figures, measures that de-prioritise car use and generate an inconvenience to drivers could be seen to disproportionately impact those on a higher income.

- 9.70 Furthermore, with 71% of residents not owning a car, a significant proportion of Hackney's population relies on walking, cycling and public transport for travel and therefore benefit from this proposal regardless of income.
- 9.71 Given that lockdown restrictions have been removed, it is important that we support the 71% of Hackney Households that do not own a car to walk and cycle instead. If even a small proportion of people who used to travel by public transport switch to using private cars, the public health and road safety implications will be profound for those groups already disproportionately impacted upon by the secondary effects of motor vehicle use, including those on low incomes, BAME groups, the elderly and children. There is also little evidence to back up the claim that road closures disproportionately benefit more affluent residents given patterns of residence and transport use of lower income groups in the borough.
- 9.26 The location of Hackney Social Housing is shown (highlighted in purple) in **Figure 34** below. This is not a perfect indicator but does help locate clusters where large numbers of people live and who might need extra support.

Figure 34: Locations of Hackney Social Housing



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 P	Overall P	Overall P	Overall P	Overall P	Overall N	Overall P
Positive		The scheme has resulted in a significant traffic reduction on roads in the area ranging from a 11-78% reduction. Roads experiencing traffic reduction include Pitfield Street, Hyde Road, Hoxton street, Whitmore Road, Penn Street, Bridport Place, Buckland Street and New North Road. From the available data we know that traffic increased on Purcell				

	<p>Street and Falkirk Street. Additional investigation will be recommended to tackle issues on these roads.</p> <p>The scheme will bring much needed improvements to walking and cycling conditions in the area. This would encourage some people to switch from private car use to a more sustainable mode of transport, with the associated benefits to health, road safety and air quality. 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> <p>Any fears that traffic displacement would result in delays to buses have also so far proved unfounded. 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.</p> <p>There has also been a decrease in road traffic collisions. 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.</p> <p>The impact on Air Quality is predicted to be positive and benefits should increase as new travel patterns become established. Measurable air quality improvements, while not yet proven to be linked directly to the effects of the scheme, are beneficial to all protected groups. In particular, air quality will improve outside local primary schools and nurseries, which is particularly beneficial to young children and people in the maternity/pregnancy group. 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> <p>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</p>
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	<p>not a protected characteristic - though negatively associated with many of them).</p>
<p>Negative</p>	<p>Roads Experiencing an increase in traffic: There has been an increase in traffic on Purcell Street and Falkirk Street. Mitigations for these roads will be an important part of the follow-up.</p> <p>Re-Routing and Longer Routes: 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. Groups of car dependent people will include members of protected groups including older people and people with disabilities.</p> <p>Emergency services: In order to protect the integrity of the closures, the 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 as well.</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 on 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> <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. Walking, cycling and bus services enhancements and air quality improvements have benefitted both residential roads and local high streets.</p> <p>While the current proposal is to make closures at Pitfield Street and Hyde Road a permanent scheme, this does 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</p>

	<p>that will require continual updating and assessment even after the scheme has been made permanent.</p> <p>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.</p> <p>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.</p>
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Summary of Equalities Specific Recommendations

- Continue to look for 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 of the closures. 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.

- Continue to review the exemptions to permit Companion e-badge holders and all Hackney residents who are blue badge holders and have registered one vehicle for an exemption permit, and make amendments if necessary.

10 Summary of Scheme Benefits

10.1 To summarise the Pitfield Street and Hyde Road scheme, this report has shown:

Air Quality modelling - Air Quality monitoring indicates a decrease in NO₂ for the majority of the roads assessed, with generally improving air quality within the area. There was only an increase in NO₂ on Falkirk Street, however, this is still below the annual mean NO₂ Air Quality Objective (AQO) with or without the scheme in place.

Traffic data - For Pitfield Street and Hyde Road, the latest traffic data from May 2021 shows reduction of 65% and 78% respectively when compared to the baseline data. In the Shoreditch Park area as a whole, there were a total of 32,717 fewer vehicles in July 2021 compared to the baseline data.

Penalty charge notices - Number of Penalty Charge Notices indicates a general decrease in the number of PCNs for the closure on Hyde Road over time. The PCN numbers for the closure point on Pitfield Street are more variable along the months. The Council will continue to monitor this data.

Road Casualties - Accident analysis shows a decrease in the number of collisions. Although the numbers are decreasing, special care and additional monitoring should be done to address the safety of vulnerable users. Further collision investigation will be done once additional collision data becomes available and the Council will act accordingly if necessary.

Emergency Services response times. Fire response delays are thought to have decreased internally and on boundary roads (based on London-wide statistics).

Equalities Impacts - Extensive EQIA included here shows overall positive impacts.

Bus Performance - Bus journey times show minimal impact from the scheme.

Consultation results - The analysis of both paper and online responses show an overall support for the permanent closures:

- For Pitfield Street, 157 (50.5%) respondents supported the changes, 137 (44.1%) opposed and 17 (5.5%) neither supported nor opposed.
- For Hyde Road, 160 (51.8%) respondents supported the changes, 135 (43.7%) opposed and 14 (4.5%) neither supported nor opposed.

Climate Change - Encourages greater use of sustainable transport modes so it has a positive impact on the climate.

Roads with Recommended Mitigation Measures to Investigate

10.2 A number of suggestions of locations were put forward for changes or additional measures. These are listed below and it is recommended that, subject to funding and approvals, the Council will also programme time to investigate the issues, develop options with the local residents, consult on those options and then implement further changes. Monitoring of the traffic flows and air quality in the area would continue throughout this period:

- Purcell Street
- Mintern Street
- Crondall Street
- Hoxton Street
- Falkirk Street
- Pitfield Street (southern section from the road closure point to New North Road)

10.3 Overall, the current Scheme has aimed to maximise the identified positive impacts of traffic reduction within residential areas, whilst minimising the identified potential negative impacts due to traffic displacement onto boundary roads.

10.4 The potential cumulative negative impacts on the main road network have been monitored in terms of traffic flow, bus speeds, air quality and road traffic collisions and the results taken into account in the decision on the future of the overall scheme.

10.5 As behavioural changes take effect, local residents potentially driving short distances will be more inclined to walk, cycle, re-route or find alternatives rather than travel around a boundary road to reach a destination. Through

traffic will find alternative routes avoiding the area altogether rather than travel along boundary roads, especially at peak times.

- 10.6 The extension of the Ultra Low Emission Zone to include the whole of Hackney and increased electric car use, should also lead to air quality improvements including on boundary roads.
- 10.7 The area will continue to have attention focused on it. Potential negative impacts identified include changes to traffic patterns especially along boundary roads. This has the potential to impact road traffic collisions and air pollution. All displacement of traffic to alternative residential roads will continue to be monitored and mitigated even after the scheme is made permanent. Bus speeds in particular will be checked regularly.
- 10.8 All feedback has been analysed and the results of this analysis have been used to inform the recommendations in this report. After considering all comments, particularly the negative ones, it is to be concluded that the scheme still represents an overall benefit for the wider community.
- 10.9 Several mitigating measures including planting of vegetation in open ground and the addition of rain gardens would be incorporated if the decision is taken to make the scheme permanent.
- 10.10 The scheme is consistent with the Council's Transport Strategy and its Climate Change Agenda.
- 10.11 Government [advice](#) on its Network Management Duty (NMD) guidance says "We have no interest in requiring councils to keep schemes which are proven not to work. But that proof must be presented. Schemes must not be removed prematurely or without proper evidence." (DfT, 2021). No evidence to remove the Pitfield Street and Hyde Road schemes has been found during the entire process of this evaluation. The recommendation is, therefore, that both road closures should be made permanent with further work carried out as discussed in **Section 15**.

11.0 Proposed Permanent Scheme

- 11.1 If the scheme is made permanent, the Council would seek funding to implement and enhance the scheme such as the one described below, which would be subject to public consultation.
- 11.2 A permanent enhanced public realm improvement scheme could comprise the following aspects:

- Replace the existing wooden planter at Pitfield Street with a new kerbed planter with greenery, to highlight the closure and improve compliance.
- Plant new trees along Pitfield Street. This would create a more attractive environment for pedestrians and cyclists and help improve air quality.
- Introduce Sustainable Drainage System (SuDS) areas also known as raingardens, along Hyde Road. These new planters would incorporate a combination of low level water-loving plants and trees, designed to better manage stormwater locally, mimic natural drainage and to filter the pollution.

11.3 Any permanent scheme as described above would be subject to public consultation with local residents and key stakeholders so that they can share their views on preliminary/detailed designs.

12.0 Legal implications

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 Statutory consultation as part of the TMO process is required to permanently change orders that affect the function of a road or any waiting and loading restrictions. In this case the introduction of the permanent closures would require statutory consultation.

12.3 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. Any subsequent objections received during the consultation period would need to be resolved prior to scheme implementation.

12.4 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.

12.5 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.

- 12.6 The public sector equality duty continues to apply when making a scheme permanent.

13.0 Financial implications

- 13.1 The estimated cost of implementing the Permanent Traffic Orders for the filters is approximately £2,000.
- 13.2 Where there is a possibility of constructing permanent features including SuDS, trees and planting, the cost may be in the order of £300,000. This would be funded from the Council's capital budget and subject to approval. Alternative sources of funding, such as through TfL bids, will be pursued.
- 13.3 The maintenance of the road markings and signs will be incorporated into the Council's routine maintenance and will not have a substantial impact on the revenue budgets.

14.0 Authority to make decisions

- 14.1 Within the scheme of delegation for Climate, Homes and Economy, 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.

15.0 Recommendations

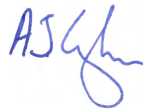
It is recommended that the Head of Streetscene:

- 15.1 Approves that the Council proceeds with the permanent road closures for Pitfield Street and Hyde Road, as detailed in this report.
- 15.2 Approves the replacement of the existing planters used for the temporary closures, using permanent features to make it more pleasant and improve the look and feel of the environment.
- 15.3 Approves the investigation, engagement with residents, consultation and, subject to approvals, the implementation of agreed mitigation measures for:

- Purcell Street
- Mintern Street
- Crondall Street
- Hoxton Street
- Falkirk Street
- Pitfield Street (southern section from the road closure point to New North Road).

16.0 Conclusion

I have noted the contents of this summary and the associated documents and approve the recommendations contained in **Section 15**.



Signed:.....

Dated: 20 July 2022

Andrew Cunningham - Head of Streetscene

- cc Philip Glanville - Mayor of Hackney
- cc. Cllr Mete Coban – Cabinet member for Energy, Waste, Transport, & Public Realm
- cc Aled Richards – Strategic Director, Sustainability and Public Realm
- cc Maryann Allen – Group Engineer, Design and Engineering
- cc Tyler Linton - Group Engineer, Sustainable Transport and Engagement

APPENDICES

Appendix I - School Streets decision reports

Appendix II - Notification letters, consultation documents, drawings and distribution area of letters and drawing to the residents

Appendix III - Consultation response summary

Appendix IV - Traffic data analysis

Appendix V - Air quality

Appendix VI - Accident data

Appendix VII - Equality Knowledge Base

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