

## **DECISION AUDIT FORM**

For use by Assistant Directors in Exercising (Category 3) or delegated powers  
– (Protocol for Officer Delegation)

**DEPARTMENT:     STREETSCENE  
                         PUBLIC REALM DIRECTORATE**

**DECISION:        NARROW WAY (MARE STREET) MAJOR SCHEME**

### **1.0     AGREE TO:**

1. Give approval for the Council to proceed with the implementation of proposals for the Narrow Way (Mare Street) Major Scheme as publicly consulted upon, subject to the changes and further investigations resulting from the consultation process and as outlined in this report.
2. Give approval to proceed with the advertisement of Traffic Orders and Statutory Notices associated with the proposals for the Narrow Way.

### **2.0     REASONS:**

- To support the local economy and encourage new investment by raising the profile of the Narrow Way and increasing footfall to the area
- To improve the quality of the pedestrian and cycle environment by reducing the dominance of vehicular and bus movements in the town centre
- To enhance sense of place by creating a vibrant, attractive and inclusive environment during the day and night
- To support the local community by creating an inclusive environment and enabling increased community use
- To improve the accessibility of the Narrow Way for all users
- To improve the streetscape and 'quality of place'
- To provide health benefits and reduce volumes and impacts of motorised traffic by encourage and promote cycling, and walking as sustainable modes of travel
- To enable full functionality of the Narrow Way for all users by providing appropriate restrictions and permissions, in keeping with scheme design and objectives

The below table summarises how the proposals satisfy the scheme objectives:

Scheme objective	Proposals	Main Benefits by Stakeholder Group
Support the local economy and encourage new investment by raising the profile of the Narrow Way and increasing footfall to the area.	New single level high quality pedestrian friendly surface throughout. Creation of flexible, adaptable and playful spaces for events and activities including new "square" by Old Town Hall. Opportunities for public art and new seating areas will be incorporated into the scheme.	Businesses/local economy will benefit from increased footfall. Increased footfall will also benefit residents and visitors by increasing vibrancy of area.
Improve the quality of the pedestrian and cycle environment addressing the dominance of vehicular and bus movements in the town centre.	The public realm treatments from the Narrow Way will extend into and beyond the junctions to reduce the feeling of car dominance. Pavements will be widened and new crossings provided to improve quality of pedestrian and cycling experience. All streets will be de-cluttered with all redundant street furniture and pedestrian guard railing removed.	Resident, businesses and visitors will all benefit from improved quality of the environment.
Enhance sense of place by creating a vibrant, attractive and inclusive environment during the day and night.	New layout that establishes better relationship and context with the surrounding building and community and that uses high quality materials. Creation of flexible and adaptable event and activity space. Improved "human scale" lighting to enhance the night time feel of the street and encourage more use.	Businesses will benefit from the increased footfall that this will attract. Residents and visitors will benefit from the creation of enhanced public space both day and night. The improvements will contribute to the aspiration to reduce anti-social behaviour and crime and this will

Support the local community by creating an inclusive environment and enabling community use.	Single level surface in pedestrian zone to improve disabled access, uniform paving, tactile paving where necessary, varying seating heights, improved crossings. New flexible and adaptable spaces for community use.	benefit all stakeholder groups. Businesses and local economy will benefit from increased footfall. Residents and visitors will benefit from improved access in the area.
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### 3.0 Officers Background

#### 3.1 Strategic context

The Hackney Transport Strategy 2015-2025 sets out Hackney Council's strategic transportation aims, objectives and priorities until 2025. The vision is consistent with the Mayor of Hackney's priority of tackling inequality and the desired outcomes articulated in Hackney Council's Corporate Plan "A Place for Everyone".

Proposal 83 of the Mayor's Transport Strategy (MTS) emphasises that:

*"The Mayor, through TfL and working with London Boroughs and other Stakeholders, will use the principle of better streets to seek to improve town centres, in particular: removing clutter and improving the layout and design of streets; enhancing and protecting the built and historic environment; increasing the permeability of streets; and creating clear and easily understandable routes and spaces to make it easier for cyclists, pedestrians and disabled people to get about".*

#### 3.2 Buses on the Narrow Way

Prior to 2013, the Narrow Way was a major bus corridor which served 10 routes. During the consultation for the Hackney Central Area Action Plan, one of the key issues raised was a general concern about bus congestion along the Narrow Way and the associated reduction in environmental quality.

Subsequently, the Hackney Central Area Action Plan outlined suggestions for the short and long term improvement of the Narrow Way. The short-term solution was to reduce bus congestion along the Narrow Way by re-routing buses along Amhurst Road and to enhance the public realm through schemes which aim to better manage the road network. The long-term suggestion was for the Narrow Way to be pedestrianised.

Engagement with local businesses through the Council's Town Centre Management Team showed support for removing the buses from the Narrow Way and improving the public realm was strong. However, to mitigate concerns from some areas over the potential for local businesses to be negatively affected by

removing buses from the Narrow Way, and concerns from TfL on the potential impact on bus services, the closure of the Narrow Way on a trial basis during spring/summer 2013 was considered to be the most appropriate next step as part of the scheme development process.

A trial re-routing of buses from the Narrow Way was agreed by Hackney and TfL in January 2013 and started on 15 June 2013 for a period of 6 months.

Following the trial process and evaluation of monitoring outcomes, the trial was considered to have a neutral impact by TfL and a bid made to TfL for Major Projects funding which has been approved.

### **3.3 Existing arrangements**

Located at the northern end of the Mare Street, the Narrow Way is surrounded by busy car dominated roads. Immediately to the south is the London Overground North London Line and also the Clapton Bus Garage operated by Arriva.

The Clapton Bus Garage access is located immediately at the start of the southern end of the Narrow Way and requires a large area of carriageway space to allow the two way turning movements required to access the bus garage.

In the central section of the Narrow Way the only side road access to the Narrow Way is with Kenmure Road. Due to the loading restrictions in place on the Narrow Way, the junction of Kenmure Road and Gould Terrace suffers from high levels of loading and waiting that often blocks this junction and prevents access to Gould Terrace.

The Narrow Way is currently designated as a pedestrian zone with loading able to occur between 4pm to 10am Monday to Saturday and all day Sunday.

A majority of businesses on the Narrow Way do not have rear access and require servicing to occur from the frontage on the Narrow Way. The size of servicing vehicles ranges from cars/vans to large articulated vehicles, as there are no restrictions currently in place to limit the size of the vehicle. Many vehicles are currently entering the Narrow Way during the restricted hours. Whilst this is an enforcement issue for the Council, the vehicles range from refuse vehicles, construction vehicles, loading vehicles and emergency services and many of these are currently exempt from the restrictions outlined in the traffic order. Some cars are also entering the Narrow Way as the nature of the entrance suggests it is a road available to general traffic, with only an entry plate sign designating otherwise.

The scheme is wholly located within a controlled parking zone (Zone D). The zone operates from Monday – Saturday 8:30am to 11:00 pm. Several parking bays close to the scheme are mixed use Pay & Display/Residential bays.

Anti-social behaviour (ASB) and crime is a major issue on the Narrow Way and the area has been designated as an ASB hot spot by Hackney's Community Safety Partnership. Analysis of ASB and crime over the last 12 months shows that incidents were primarily recorded as refusing to leave, street drinking, people being abusive, youths causing a nuisance, people begging and people playing loud

music. Street drinkers have been highlighted as a particular issue by the public due to their intimidating presence and they are currently congregating around areas of seating and in places where CCTV coverage is not available.

In the main shopping area of the Narrow Way, the layout has been designed to cater for one-way bus movements with loading bays provided at regular intervals. The remaining footway width is approximately 2.5 metres on either side of the central carriageway. Since the buses have been removed, the central carriageway has been designated as a shared space area for pedestrians and cyclists, however due to the nature of the presence of a black asphalt carriageway, cyclists are currently taking ownership of this space resulting in major conflicts with pedestrians. The sloping gradient of the Narrow Way means that southbound cyclists are generally travelling quite fast and in combination with cyclists taking ownership of the carriageway, this has exacerbated the problem of conflict with pedestrians. There have been no reported personal injury collisions recorded to date.

This cycling/pedestrian conflict, combined with motor vehicles entering the space during the restricted hours, has created an unpleasant environment for pedestrians and made disabled access more difficult. The conflict between cyclists and pedestrians has been made worse since the buses were removed as previously pedestrians did not enter the carriageway due to the presence of the buses.

Street clutter is an issue on the Narrow Way with an abundance of redundant posts, pedestrian guard railing, phone boxes and advertising hoardings.

The Narrow Way has a variety of independent shops and chain shops including several large national retailers. It also has a high proportion of betting shops, pawn shops and budget shops.

### **3.4 Business needs**

As a result of the existing arrangements, the main business needs and how they will be addressed are:

#### **1. Increasing footfall in the area:**

- Providing public realm improvements to make it a more attractive place to visit and shop
- Removing barriers to movement and pinch points, improving crossing locations, and addressing the car dominated nature of the roads to allow better access to the area and make it a more attractive place to visit
- Minimising the impact on pedestrians from buses accessing the bus garage to enhance the attractiveness of the area and encourage more people to use the space
- Reducing the conflict and perceived conflict between pedestrians and cyclists to increase perceptions of safety and make the area more pleasant to visit

## 2. Providing suitable loading and servicing arrangements:

- Providing suitable locations on side streets to undertake loading activity during the restricted hours of access to the Narrow Way
- Providing suitable areas on the Narrow Way for loading and servicing during permitted hours
- Assistance adapting their servicing requirements to better suit the new restrictions and to reduce the number of trips required for servicing

## 3. Addressing anti-social behaviour and crime:

- A reduction in crime (or fear of crime) and anti-social behaviour will be promoted by improved street lighting, CCTV locations, and better natural surveillance that should follow when more visitors are attracted to the Narrow Way for shopping, leisure and social interaction, both during the day and later in the evening

## 4.0 Proposals

### 4.1 Overview

This scheme proposes to transform the Narrow Way into a more attractive, social and accessible public space. The scheme seeks to enhance the high street by providing a high quality pedestrian friendly space that encourages more footfall to support the shops and also seeks to create opportunities for people to stay and enjoy the space.

The main shopping area of the Narrow Way will be reconfigured into a pedestrian and disabled friendly space with access still provided for cyclists at all times and service vehicles during restricted hours.

The northern junction (with Lower Clapton Road) will be improved for pedestrians and cyclists to allow safer direct access. The paving treatment from the Narrow Way will extend beyond the northern junction to help integrate the scheme into the surrounding area. Footways will be cleared of obstructions and pedestrian guard railing removed. Raised crossings will be provided to improve accessibility to the Narrow Way.

New seating and tree planting will be provided to enhance the place making qualities of the street.

The interface between St. Augustine's Tower (Grade 1 listed), the Old Town Hall (Grade 2 listed) and St. John at Hackney Churchyard will be improved with the creation of an improved public square for event, markets and other activities that will integrate with the existing historic paving and features.

## **4.2 Detailed proposals**

The following section provides detailed descriptions of the proposed scheme:

### **4.2.1 General**

- Removal of existing carriageway on the Narrow Way. To be replaced with a single level pedestrian zone as shown on the proposed general arrangement plan. Kerb upstands will be provided to delineate between the pedestrian zone and carriageway. Tactile paving will be provided at all crossing locations
- Resurfacing of footways within the scheme area adjacent to the Narrow Way
- Provision of new seats with varying seating heights to assist with different requirements of people but designed not to allow sleeping
- Removal of pedestrian guard railing at junction of Amhurst Road and Mare Street
- Relocation of disabled parking from outside 345-351 Mare Street to Dalston Lane (approximately 10 metres west of junction of Mare Street and Dalston Lane)
- Raising of existing surface level in area next to public toilets and Old Town Hall to create level area surrounded by new steps and ramp access to churchyard gardens and public toilets. The existing public toilets will be raised to match into the new surface levels to continue to provide accessible access
- Removal of existing staggered crossing at junction of Mare Street and Lower Clapton Road. A new pedestrian and cycle crossing to be provided in central location. This will be an uncontrolled "courtesy" crossing with infrastructure provided to convert to a signalised crossing, should monitoring (particularly of bus journey times) show the "courtesy" crossing is not successful

### **4.2.2 Lighting**

- Installation of new street lighting including catenary lighting and associated wall mounted lighting fixtures to buildings on the Narrow Way
- In places where catenary lighting is not used, lighting will be either column or wall mounted
- Affix lighting fixtures and signage to private property using the agreed Council procedure

#### **4.2.3 CCTV**

- Relocate existing CCTV and install new CCTV infrastructure as shown in general arrangement plan

#### **4.2.4 Trees**

- Additional trees will be provided as part of this scheme. Trial holes have been undertaken to help determine feasibility of tree locations, however the total number of trees will be subject to site conditions found during construction
- It is currently planned to provide up to 36 new trees of varying species planted throughout the scheme area
- Up to 5 existing trees are planned to be relocated to different positions within the scheme area
- Up to 9 existing trees to be retained in current position (where possible)
- At least 5 existing trees are currently planned to be removed where it is unavoidable due to the construction works. These will be replaced by other trees within the scheme area
- Removal of existing planter boxes in area next to public toilets with trees retained or relocated where possible

#### **4.2.5 Cycling parking**

- Removal of all existing cycle parking in scheme area. To be replaced with new cycle parking and increased provision (at least 50% more parking) across scheme area

#### **4.2.6 Traffic management**

The planned improvements on the Narrow Way (Mare Street) will require changes to the Traffic Management Orders (TMOs). Statutory consultations will be undertaken for the revocation of some existing, and the introduction of new TMOs, as listed below.

The proposals at the Northern Junction, including Dalston Lane, Clarence Road, Lower Clapton Road, and Mare Street include:

- Introducing a 'Restricted Zone' on the approaches of Dalston Lane and Lower Clapton Road to enforce no stopping in the junction
- Removing the current restrictions of 'Pedestrian Zone' at the entry to Mare Street, and Goods Vehicle exemptions
- Removing the current 'No Entry' restriction to Clarence Road
- Introducing a 'No Entry except Cycles' restriction into Clarence Road
- Introducing a Right Hand Turn ban from Dalston Lane (into Mare Street)



- Introduce new disabled parking bay near to junction of Dalston Lane and Mare Street

The proposals for the length of Mare Street between Dalston Lane/ Lower Clapton Road and Bohemia Place (north) include:

- Removing the current loading restrictions along the length of the Narrow Way
- Removing the current stopping restrictions along the length of the Narrow Way
- Removing the current waiting restrictions along the length of the Narrow Way
- Removal of existing disabled parking bay
- Introducing restrictions in form of 'Pedestrian and Cycle Zone' at the entry to Mare Street, including Goods Vehicle exemption from 6pm to 10am daily
- Introducing loading restrictions to the length of the Narrow Way as to permit loading during the hours of 6pm-10am for Goods Vehicles
- Introducing new No Waiting At Any Time restrictions along the length of the Narrow Way

The proposals for the eastern end of Kenmure Road (junction with Mare Street) include:

- Introducing a loading bay east of the current turning head. The turning head will remain however some realignment is expected

## **5.0 Consultation**

### **5.1 Consultation overview**

A public consultation of the scheme was carried out by Hackney Council from 28<sup>th</sup> September 2015 to 30<sup>th</sup> November 2015.

Consultation leaflets and questionnaires were produced with detailed information of the proposed scheme including an indicative general arrangement plan, visualisations and descriptions of the proposals.

The consultation material was sent to properties within Hackney Central and Homerton wards, and also online via Hackney Council's consultation website.

### **5.2 Consultation material**

For the consultation document, the scheme was divided into 7 sections:

- Southern entrance and Hackney Central Station
- St Augustine's Tower and St John at Hackney Churchyard Gardens
- Narrow Way between St Augustine's Tower and Dalston Lane
- Northern entrance and Clarence Road
- Loading/unloading

- Cycling
- Lighting

A questionnaire was included with the consultation leaflet in order to gain views from the public. The questionnaire contained both closed questions and a space for comments for each question.

When answering the questionnaire, respondents were asked to answer a closed question to help measure their level of support for each proposals. The choices were "support", "support in principle with changes", "don't know" or "do not support". Each question also contained an area for respondents to provide comments. Additionally, the final question asked respondents to provide any further comments to give an opportunity to provide any comments not covered by the previous questions.

Respondents were also asked to submit their name, email address, postcode, along with information regarding if they were if they were a resident, business owner, organisation, person who works in the area or a visitor.

Other information, such as the respondent's IP address and the date and time of responding, was recorded automatically. All data is held under conditions that conform to the requirements of the Data Protection Act 1998.

A freepost envelope was included with the consultation pack to return the questionnaires to the Council.

### **5.3 Consultation distribution**

Detailed information regarding the scheme was published online and leaflets sent to all properties in the Hackney Central and Homerton wards.

The consultation material published on Hackney Council's consultation website included electronic versions of the consultation material available to download and an online questionnaire.

In total, 12,500 hard copies of the consultation leaflet and questionnaire were distributed.

### **5.4 Consultation publicity**

The Council also undertook the following measures to publicise the consultation:

#### **5.4.1 Press release**

Hackney Council issued a press release to publicise the consultation. The consultation subsequently featured in the following publications:

- Hackney Gazette
- Hackney Citizen
- Hackney Post
- East London Lines

#### **5.4.2 Social media**

The Hackney Council twitter account was used to publicise the consultation at regular periods during the consultation period. The Hackney Council twitter account has 17.9k followers.

#### **5.4.3 Hackney Today**

A full page article was published in Hackney Today on 5<sup>th</sup> October 2015. This article contained information about the scheme, visualisations and plans. The article publicised the consultation and encourage readers to have their say on the website.

#### **5.4.4 Posters and Flyers**

A3 posters and A5 flyers advertising the consultation were distributed at premises around Hackney Central and Hackney Council buildings borough wide including libraries.

#### **5.4.5 Drop in events**

4 events held (2 day time and 2 evening events). Day time events were held on Wednesday 21<sup>st</sup> October 2015 and Wednesday 28<sup>th</sup> October 2015 at the Hackney Service Centre. Evening drop in sessions were held outside the Hackney Central Library in ground floor forecourt area. Council officers were present to answer questions and explain the proposals.

#### **5.4.6 Cycle Pit Stop**

A cycle pit stop was held on the Narrow Way on 12<sup>th</sup> November 2015. As part of this, Hackney Council officers has a stall to publicise the consultation, hand out leaflets and answer any questions from the public.

#### **5.4.7 Narrow Way businesses/retailers face-to-face**

Hackney Council officers visited businesses/retailers on the Narrow Way over a three day period to explain the proposals, answer any questions and encourage businesses to respond to the consultation questionnaire online or via the post.

The visits occurred on 29<sup>th</sup> October 2015, 4<sup>th</sup> November 2015 and 10<sup>th</sup> November 2015.

#### **5.4.8 Hackney Centre Town Centre Partnership Meeting**

A special meeting of the Hackney Centre Town Centre Partnership meeting was held on the 24<sup>th</sup> November 2015 to go through the proposals and gain feedback from members of the group.

## 5.5 Consultation responses

The section below provides a summary of responses to the consultation process. Responses to questions have been summarised showing percentage of support, support in principle with changes, don't know or do not support.

All written comments have been analysed to determine key themes and issues. Percentage of respondents relating to each theme has also been provided.

### 5.5.1 Consultation questionnaire summary

In total, 717 consultation responses were received by Hackney Council. 555 of these responses were received in the post via the freepost return envelope. 162 were received via Hackney Council's online consultation hub.

The postcode breakdown of respondents were:

E5 19%  
E8 38%  
E9 27%  
EC1 12%  
N16 2%  
Other 2%

The breakdown of respondents were:

92% residents  
7% person who works in the area  
3% business owner  
1% Visitors

### 5.5.2 Responses to questions

The following summarise the responses to each questions by percentage of respondents:

*Question 1: Overall, do you support the plans as outlined in the consultation information to improve the Narrow Way for pedestrians?*

- Support 69%
- Support in principle with changes 21%
- Don't know 4%
- Do not support 6%

*Question 2: Do you support the southern junction layout (junction of the Narrow Way and Amhurst Road)?*

- Support 71%
- Support in principle with changes 16%

- Don't know 6.5%
- Do not support 6.5%

Question 3: *Do you support the northern junction layout (junction of the Narrow Way and Clarence Road)?*

- Support 70%
- Support in principle with changes 15%
- Don't know 7%
- Do not support 8%

Question 4: *Do you support the concept of providing adaptable spaces referred to as "granite carpets"?*

- Support 69%
- Support in principle with changes 11%
- Don't know 13%
- Do not support 7%

Question 5: *Would you like to see more events and activities on the Narrow Way?*

- Support 72%
- Support in principle with changes 10%
- Don't know 11%
- Do not support 7%

Question 6: *Do you support the provision of flexible spaces for these to be hosted?*

- Support 72%
- Support in principle with changes 9%
- Don't know 13%
- Do not support 6%

Question 7: *Do you support the planting of additional trees on the Narrow Way?*

- Support 85%
- Support in principle with changes 5%
- Don't know 3%
- Do not support 7%

Question 8: *Do you support the provision of a community garden area on the Narrow Way?*

- Support 74%
- Support in principle with changes 9%

- Don't know 8%
- Do not support 9%

Question 9: *Do you support relocating the disabled parking bay to a more centralised location and increasing the provision from one space to two spaces?*

- Support 73%
- Support in principle with changes 8%
- Don't know 14%
- Do not support 5%

Question 10: *Do you support the changes to vehicle access and loading restrictions as outlined in the consultation document to make the Narrow Way more pedestrian-friendly?*

- Support 80%
- Don't know 13%
- Do not support 7%

### **5.5.3 Consultation feedback - Key themes**

#### Conflict between pedestrians and cyclists

55 respondents (8% of respondents) commented they are concerned with conflict between pedestrians and cyclists. This included 41 respondents (6% of respondents) requesting that further measures be introduced to decrease conflict between pedestrians and cyclists and to slow down cyclists.

#### Anti-social behaviour

31 respondents (4% of respondents) raised concern regarding anti-social behaviour, street drinkers, homelessness and litter.

#### Improve cycling access

31 respondents (4% of respondents) commented that further measures should be provided to improve cycling access. This included 23 respondents (3% of respondents) suggesting that further cycle segregation should be provided.

#### Retain existing character

30 respondents (4% of respondents) commented that the proposals should retain and enhance existing character and community, and help to support local business.

#### Less betting shops

26 respondents (3.5% of respondents) would like to see a different mix of retail and less betting shops with more cafes and independent shops.

#### Northern junction pedestrian crossing

47 respondents (7% of respondents) raised concerns regarding the pedestrian crossing at the northern junction with most comments relating to concerns with an uncontrolled crossing and the crossing location.

#### Traffic flows at northern junction

37 respondents (5% of respondents) raised concerns regarding the impact of the northern junction layout on traffic flows.

#### Increase tree provision

24 respondents (3% of respondents) commented that tree provision should be increased.

#### Maintenance of trees

31 respondents (4% of respondents) commented that good maintenance of trees is required.

#### Community garden

47 respondents (6.5% of respondents) commented that provision of a community garden will require good management and maintenance. An additional 34 respondents (5% of respondents) raised concerns with the space not being appropriate for a community garden.

### **5.5.4 Council responses to consultation themes**

The below table summarises how the key consultation themes were considered in the proposed design:

Theme Category	Theme	How considered in proposal
Cycling	Provide further measures to improve cycling access	Junction design further reviewed to improve cycling access. Further option with dedicated cycle facility developed for southern junction. Northern junction amended to allow formal crossing facility on desire line.
Pedestrian	Concerned with conflict and perceived conflict between pedestrians and cyclists	Design amended to slow down cyclists with further emphasis on creating a pedestrian space, removing features that may resemble

		cycle lanes in the central section of the Narrow Way and adding more visual uncertainty and deflection for cyclists.
Pedestrian	Provide more measures to improve pedestrian accessibility	Junction designs further reviewed to improve pedestrian access. Northern junction amended to allow formal crossing facility on desire line.
Crime	Concerns regarding ASB, street drinkers and crime	CCTV locations and positioning of street furniture and lighting reviewed in liaison with safer community team. Area will have increased patrols, enforcement and monitoring.
Environment	Retain and enhance existing character and community. Support local business.	Scheme design changed to better relate to the surrounding architecture. Materials chosen to fit with existing character. Street traders retained in scheme. Businesses consulted to ensure business needs are addressed.
Environment	Different mix of retail and less betting shops. More cafes and independent shops.	Improving the public realm will raise the profile of the area and an increase in footfall will support the local economy. This may contribute to a different mix of retail shops and cafes/restaurants in the future.

## 5.6 Stakeholder engagement

Hackney Council officers engaged regularly with representatives of local interest groups including Hackney Living Streets, London Cycling Campaign in Hackney and Disability Backup throughout the design development process to ensure they had opportunity to input into the proposals at an early stage and that the scheme met their expectations, where possible. In addition, Council officers consulted a



wide number of stakeholder groups before and during the consultation to discuss the proposals, including:

- Hackney Central Town Centre Partnership
- Hackney Central Public Realm Steering Group
- St John at Hackney Parish Church Council
- TfL stakeholder group
- Urban Design London
- Living Streets
- Disability Backup
- London Cycling Campaign in Hackney
- St Augustine Tower – Hackney Historic Building Trust
- Senior BEE's (Built Environment Experts)
- Crime prevention design – Met Police
- London Fire Brigade
- Metropolitan Police Service
- London Ambulance Service
- Freight Transport Association
- Road Haulage Association
- London Travelwatch

#### **5.6.1 Key themes from stakeholders**

The following highlights key themes from stakeholders and the proposed interventions needed to address them:

##### **Retaining character**

Character of area needs to be preserved with support given to existing community and traders.

To address this, the design has been revised to incorporate more sympathetic materials. Historic features around listed buildings are maintained. Areas provided for existing market stall to trade. Access from surrounding community.

##### **Pedestrian and cyclist conflict**

Conflict and perceived conflict between pedestrians and cyclists on the Narrow Way needs to be resolved.

To address this, existing cycle segregation is proposed to be removed due to conflict and perceived conflict created by high speed cycling. Cyclists will not have dedicated facilities and will instead be entering a pedestrian space encouraging cyclists to give way and be considerate.

### Context of design

The context of the public realm design needs to consider the architecture of surrounding buildings. The scheme should be “the stage not the show”. The scheme should not overcomplicate the public realm and be more about the people using the space and in context with surrounding architecture.

To address this, material choices and placement have been considered in relationship to the buildings. Layouts and geometry relate and complement the scale and colour of surrounding architecture. Scheme layout has been “simplified” by removing complicated paving patterns and reducing the number of contrasting surface materials. The “simplified” layout better relates to the context of the surrounding buildings and encourages social uses.

### Anti-social behaviour

Anti-social behaviour (ASB) and street drinking needs to be addressed.

To address this, areas of ASB and street drinking have been identified and elements relating to their cause of have removed i.e. areas hidden from CCTV and secluded seating areas. Encouraging more footfall and family's to the area will make the Narrow Way less attractive to street drinkers.

### Access to the Narrow Way

Crossing points and access to the Narrow Way needs to be improved. Car dominance of surrounding road network is an issue.

To address this, new crossing will be introduced to the northern junction to allow better pedestrian and cycle movement. Design language used in Narrow Way will be extended into and beyond the junctions to create a more pedestrian friendly environment and reduce the perception of car dominance. This will reduce vehicle speeds, and in combination with reduced carriageway widths, will encourage more informal pedestrian crossing movements.

### Accessibility

Scheme needs to cater for all (i.e. provide for disabled, elderly, families).

To address this, the scheme will introduce a single level accessible surface. In addition, tactile paving will be incorporated to assist visually impaired people where necessary. Disabled parking will be moved to a more accessible location. Varying seating heights to assist with different requirements of people have are being provided. Creation of family friendly playful spaces is incorporated into the design with seating areas and areas for events and activities.

## Historic buildings

Preserve character of the churchyard and consider interface with St. Augustine's Tower area.

To address this, the scheme has been amended so that materials used in the churchyard are integrated by extending the material treatments into the Narrow Way. Trees and historic features such as tombs, grave stones and engravings are all preserved. No excavation will occur in areas of historic interest. Material choices and layout of area adjacent to St. Augustine's Tower and Old Town Hall are in context with the buildings with the intention of creating both a new square area for events and activities as well as providing a new gateway entrance to the churchyard to encourage more footfall.

## Servicing

Loading and servicing needs to be maintained for businesses. Loading issues around Kenmure Road need to be resolved.

To address this, the loading restrictions proposed have been determined by balancing the businesses needs with the needs of pedestrians using the space. The length of time loading restrictions are proposed to be slightly increased to 8 hours (currently 6 hours) and these can be reviewed as necessary. Additional loading bays and waiting restrictions are proposed for the Kenmure Road junction to resolve current issues at this junction.

### **5.6.2 Objections from stakeholders**

The only stakeholder objection received to the scheme was from the Royal National Institute of Blind People (RNIB).

The main points of the RNIB objection were:

1. Does not support removal of conventional kerbs, zebra crossings or "naked" spaces.
2. Does not support consultation plan proposal to provide tactile strips using "cropped setts". RNIB states that a detectable kerb is best way of separating cycle lanes from footways.
3. Requests all kerb heights to be at least 60mm.
4. Ensure surface materials and cycle parking do not constitute a trip hazard.
5. Ensure measures provided to address issues arising from cyclists entering and leaving the Narrow Way from side streets.
6. Tactile paving should be provided to denote uncontrolled crossing points in accordance with the Tactile Paving Guidance.
7. Does not support "courtesy" crossing at northern junction. RNIB wants a controlled crossing at this location.
8. Concerned with conflict between loading vehicles and blind or partially sighted people at loading times.

In response to these objections:

1. Kerb upstands are being provided adjacent to carriageways carrying general traffic i.e. at northern junction with Lower Clapton Road/Dalston Lane and the carriageway leading to the bus garage. The zebra crossing at the southern end of scheme is being retained.
2. The "cropped sett" tactile strips have been removed from the scheme and the area designed as a pedestrian zone.
3. Where kerb upstands are provided, these have been increased to a minimum of 50mm.
4. Surface materials are smooth and will not cause a trip hazard. Cycle parking will be grouped with other street furniture to minimise trip hazards.
5. The main side street cycle access is from the Churchyard and a deflection has been added to slow cycling speeds.
6. Tactile paving will be provide to denote uncontrolled crossing points.
7. A controlled crossing is being designed for the northern junction and the ducting will be provided as part of the construction works. The "courtesy" crossing will be monitored once the scheme is constructed and if the monitoring raises concerns with the operation of the crossing then a controlled crossing can be implemented.
8. Following implementation of the scheme, should monitoring show that loading vehicles are causing concerns, provision of loading bays and measures to minimise conflict will be investigated.

## **6.0 Proposed changes as a result of the consultation process**

Overall, 717 responses to the consultation, of which 90% supported or partially supported the proposals.

After considering all responses, a number of changes have been made to the proposed plans, the most significant of which are:

- Relocation of disabled parking from outside 345-351 Mare Street to Dalston Lane (approximately 10 metres west of junction of Mare Street and Dalston Lane). Proposed disabled parking bay at Kenmure/Gould Terrace no longer provided due to creation of new loading bay and waiting restrictions in this area
- Provision of loading bay and no waiting restrictions at junction of Kenmure Road and the Narrow Way
- Repositioning of northern junction pedestrian and cycle crossing to central position opposite Clarence Road
- Restriction of right turn from Dalston Lane to Mare Street except for cycles (to allow for the repositioning of the crossing at the northern junction)
- Removal of tactile strip from main section of Narrow Way to remove references to carriageway delineation to maintain pedestrian priority

- Provision of catenary lighting and associated building mounted fixtures
- Proposed extension of grass area into the Narrow Way from Churchyard removed
- Works to provide improved crossings at the junction of Amhurst Road and Mare Street have been postponed until more details of surrounding development sites come forward
- Community garden not being provided in area around St. Augustine Tower. Alternative position to be investigated near to junction with Clarence Road

## 7.0 FINANCIAL CONSIDERATIONS

The works are currently estimated to cost approximately £3,250,000. The cost of the works will be met by Hackney Council, Transport for London and S106. The breakdown of funding is shown below. The costs for 2014/15 and 2015/16 were for feasibility and design costs:

	2014/15	2015/16	2016/17	2017/18
TfL	£100k	£270k	£1600k	
Hackney				£1046k
S106				£234k

## 8.0 RECOMMENDATIONS

Subject to the proposed changes in section 6 above it is recommended that the Director for Public Realm give approval to proceed with the implementation of Narrow Way and the associated highway improvement proposals detailed within this report.

## 9.0 CONCLUSIONS

I have noted the contents of this summary and the associated documents and agree with the recommendation contained therein

Signed: - *Aled Richards* .....

Dated: - *DIRECTOR OF PUBLIC REALM* ..... *7/10/16*

**Aled Richards**  
**Director – Public Realm**

cc     Andrew Cunningham – Head of Streetscene

## Narrow Way (Mare Street) Major Scheme General Arrangement



