

DELEGATED POWERS DECISION

STREETSCENE SERVICE

PUBLIC REALM DIVISION NEIGHBOURHOODS & HOUSING

SCHEME: Waterson Street: modal filter (permanent)

PURPOSE OF REPORT:

- To note the outcome of the public consultation exercise described in section 5 of this report.

AGREE TO:

- Proceed with the statutory consultation and advertisement of the necessary permanent traffic management orders associated with the proposal for a modal filter on Waterston Street.
- Subject to the outcome of the statutory consultation to proceed with the installation of a modal filter east of the Waterson Street and Union Walk junction which will restrict eastbound general motor traffic on Waterson Street from crossing the modal filter east of Union Walk, but will provide exemptions to emergency services, any vehicle being used for ambulance, fire brigade, police purposes and Hackney refuse vehicles.

REASONS

- i. To reduce congestion caused by two way traffic on a narrow road, combined with residential parking.
- ii. To reduce additional traffic diverted towards Waterson Street from the Cremer Street LTN.

1. Background

- 1.1. Since the installation of the Low Traffic Neighbourhood (LTN) traffic filter on Cremer Street, traffic has been diverted southbound down Kingsland Road and Hackney Road towards Waterson Street.
- 1.2. The additional traffic on Waterson Street has caused congestion and excessive amounts of noise pollution (as reported by residents) at the Waterson Street and Hackney Road junctions which has caused the residents of Waterson Street a great deal of stress.
- 1.3. The Council has received a large number of complaints about the offset traffic from Cremer Street creating a hostile and loud environment. Vehicles are unable to pass each other at the Waterson Street and Hackney Road junction due to the narrow road. As a result there have been cases of reckless driver behaviour and drivers sounding their horns throughout the early morning and rush hours.
- 1.4. Waterson Street at the junction to Hackney Road is also very narrow and has parking along one side further narrowing the road. Large amounts of two way traffic meet at this junction which results in heavy congestion, road rage and drivers sounding their horns resulting in excessive levels of noise pollution at unsociable hours.

2. Proposals

- 2.1. This Delegated Powers Decision is seeking approval to:
 - 2.1.1. Implement the scheme that will ban motor traffic from travelling eastward along Waterson Street east of the junction to Union Walk (**See appendix 2**).
 - 2.1.2. Install a footway buildout with low level planting to highlight the modal filter to eastbound vehicles travelling along Waterson Street (**See appendix 2**). These changes will not result in the loss of any parking provision.

3. Impacts

- 3.1. The scheme aims to remove the high levels of congestion which currently result in road rage and noise pollution issues. Traffic travelling from Kingsland Road will be unable to pass the Waterson Street and Union Walk junction, meaning eastbound traffic will be diverted along Union Walk to Cremer Street and back on to Kingsland Road. After a short period after implementation of the scheme most drivers will stop attempting to travel eastward along Waterson Street to access Hackney Road. Rerouted traffic that is unable to move

across Waterson Street towards Hackney Road will instead have to travel south along Kingsland Road towards Old Street and turn left to enter the south side of Hackney Road.

- 3.2. The scheme will result in reducing the levels of conflict caused by two way traffic interacting along Waterson Street and will remove conflict to a large degree at the junction of Waterson Street and Hackney Road. Small amounts of two way traffic will still meet at the Waterson Street and Hackney Road junction as there are no restrictions being placed on vehicles using Waterson Street to access Long Street and vice versa. Waterson Street will not become a one way street because where one way routes have been introduced there has also been noticeable increases in vehicle speeds, usually above the legal limit (20mph), along one way routes. The increase can make crossing Waterson Street unsafe for pedestrians and result in the loss of accessibility.
- 3.3. A result of introducing this scheme will mean that minor amounts of additional traffic will be diverted along Kingsland Road. It is not known if the additional traffic will be diverted north or southbound along Kingsland Road.
- 3.4. The modal filter is marked by two 'No Motor Vehicles' signs banning eastbound motorised traffic from crossing the point closure. Emergency services, any vehicle being used for ambulance, fire brigade, police purposes and Hackney refuse vehicles will still be exempt from this filter.
- 3.5. The modal filter restricts motor traffic at that precise location, allowing two-way traffic on the rest of Waterson Street. This may result in some minor congestion along Waterson Street, but the congestion caused will be tantamount to the levels pre implementation of the LTN on Cremer Street.
- 3.6. No parking provision will be lost as a result of implementing this scheme.

4. Policy Context

4.1. Hackney Transport Strategy 2015-2025

- 4.1.1. 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.
- 4.1.2. 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.

- 4.1.3. 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.
- 4.1.4. 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.
- 4.1.5. 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.

4.2. Road Safety Plan

- 4.2.1. 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 change 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.

4.3. Cycling Plan

- 4.3.1. 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.

- 4.3.2. 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.
- 4.3.3. 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.
- 4.3.4. LN3: Improving air quality - Hackney will continue to tackle poor air quality, seeking to reduce NO2 emissions to achieve the National Air Quality objective of 40mg/m3.

4.4. Mayor's Manifesto Commitments

- 4.4.1. The Scheme also aligns with certain manifesto commitments made by the current Mayor of Hackney
- 4.4.2. "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.
- 4.4.3. "We want Hackney's streets to be the most walking and cycle-friendly in London, leading the push to build people-focussed neighbourhoods."

4.5. Mayor of London's Policies

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

4.6. The Liveable Neighbourhoods Plan

- 4.6.1. The Liveable Neighbourhoods Plan plays a key role in Hackney Council to bring about a higher quality of life for residents in the borough.
- 4.6.2. The objectives of the Liveable Neighbourhoods Plan are to ensure that by 2025:
- 4.6.3. Hackney has the most liveable and sustainable neighbourhoods and streets in London.
- 4.6.4. Hackney's neighbourhoods and streets are healthy, safe and attractive places to spend time for residents from every age and background.
- 4.6.5. Hackney's neighbourhoods and streets foster and support community cohesion.
- 4.6.6. Hackney's neighbourhoods and streets will be prepared for the implications of climate change.
- 4.6.7. Hackney's neighbourhoods and streets will be equipped to facilitate the transition to electric vehicle technology, and traffic based air pollution is no longer affecting the health of residents.
- 4.6.8. Hackney residents will not need to own a private car because of the ease of using alternative modes of transport including walking, cycling, public transport and using car clubs.
- 4.6.9. The roads and streets in our neighbourhoods are not just places to park vehicles or drive, walk and cycle on; they make up the largest element of the public realm of the city and are the places where we socialise and live our lives. An aspiration of the Transport Strategy is to reclaim Hackney's neighbourhoods from parked vehicles and motor traffic congestion and transform them into the most attractive and liveable neighbourhoods in London.
- 4.6.10. This aspiration can only be achieved by reducing the dominance of the private vehicle primarily through the management of on street parking and facilitating a reduction in traffic flows, more people using sustainable transport and using our streets to build social cohesion. The reality is that until parking is properly managed there is very little the Council can do to improve the public realm of neighbourhood streets. Once parking demand is managed and road space is freed up, only then can we look at improving the look and feel of the street.
- 4.6.11. Reducing the amount of parking and reducing traffic flows will also help to improve air quality, reduce traffic casualties and make our neighbourhoods more pleasant places to walk, play

and cycle in. Poor air quality resulting from vehicle emissions is finally being recognised for the damage it inflicts upon the health of the city with up to 4,300 Londoners dying early every year as a result (GLA, 2008). Even more disturbing is the direct impact it is having on our children's health with evidence proving it is directly responsible for alarming rates of asthma and other respiratory illnesses in our schools (GLA, 2008).

- 4.6.12. In addition to reclaiming our neighbourhoods from private motor vehicles we also urgently need to start considering how our neighbourhoods will cope with the changes to the climate. We have to begin to adapt and prepare for these changes in a number of ways, such as retrofitting the public realm to accommodate wetter weather and heavier downpours or creating greater tree cover to provide shade during hotter summers

5. CONSULTATION

5.1.1.

5.2. Public consultation details and results:

- 5.2.1. A public consultation leaflet was sent out to 2000 residents within the Waterson Street area (see **Appendix 1**). The public consultation took place between 8th December 2022 and 16th January 2023. 128 responses were received with 96 people in support of the scheme (75%), 28 people opposed the scheme (21.9%) and 4 people neither supported or opposed the scheme (3.1%).

- 5.2.2. Of the 128 people that responded 92 (72%) are Hackney residents 16 are business owners (12.5%), 14 (11%) are people who work in the area and 4.5% fall into the other category.

5.3. Comments and Hackney response

- 5.3.1. **Cycle improvements** - some of the comments received ask for further improvements to Waterson Street but with cyclists in mind.

Council response: These comments have been noted but it would be impossible to introduce any form of cycle track without removing all of the parking along Waterson Street.

- 5.3.2. **Enforcement:** Some of the comments received think that without proper enforcement the scheme will have low levels of compliance. Example - "The filter is pointless unless enforced by a camera. Why would you enforce the Cremer Street filter with a camera but not the proposed Waterson Street one?"

Council response: Hackney Council will monitor Waterson Street with a mobile CCTV vehicle and may install a static enforcement camera based on the amount of compliance observed and future funding.

- 5.3.3. **The Waterson Street filter increases congestion and pollution onto other roads** - Some of the comments make the case that the amount of traffic offset by the Waterson Street scheme will increase the amount of congestion and pollution onto the surrounding roads.

Council response: Though this may be the case, the amount of traffic being offset is minor but the positive impact being introduced by the scheme outweighs the negatives. Vehicles entering Waterson Street on Hackney Road will not face long queuing times and the pollution caused by stationary vehicles on Hackney Road should be reduced by a small amount. The scheme will ease the constant congestion occurring at the Waterson Street and Hackney Road junction where vehicles travelling from Kingsland Road will no longer cause conflict. The removal of the congestion along Hackney Road will make the existing zebra crossing safer to use as pedestrians crossing the road will be more visible to approaching vehicles.

- 5.3.4. **Make Waterson Street one way** - A large amount of the comments suggest that Waterson Street should become a one way street. Hackney has decided against making Waterson Street a one way road.

Council response: The rationale behind this is that the amount of traffic using the road will be greatly reduced after the introduction of the scheme, meaning that the few vehicles that would be using Waterson Street to park will not be forced to exit onto Kingsland Road. Residents parking still have the option to use the Hackney Road and the risk of congestion should be greatly reduced than that can be currently observed. If however the levels of congestion continue to be an issue then Hackney will revise the scheme and look to make Waterson Street a one way road west of the Long Street junction. It is also worth noting that where one way routes have been introduced there has also been a noticeable increase in vehicle speeds, usually above the legal limit (20mph), along such routes. The increase can make crossing Waterson Street unsafe for pedestrians and result in the loss of accessibility.

- 5.3.5. **Reduced accessibility** Some residents have commented that accessibility will be reduced and in some cases will negatively impact disabled road users. Example - "As a disabled resident who is reliant on taxis for travel, my costs have increased dramatically due to the restrictions around Fellows Court and the closure of Cremer Street, and they will increase again if this proposal is successful".

Council response: The changes proposed will not result in accessibility being lost though it must be noted that journey times, if travelling from Kingsland Road toward Hackney Road will be increased. This is an unfortunate negative effect of the scheme but without these changes congestion and noise pollution will continue to be a problem.

- 5.3.6. **Perseverance Works Access** - Some of the responses express concern that they will no longer be able to access or exit Perseverance Works.

Council response The Waterson Street scheme does not take away any access to the site but the changes to Waterson Street will mean those wanting to access the site from Waterson Street will need to travel via Hackney Road as they will no longer be able to access the site from Kingsland Road.

6. EQUALITIES IMPACT ASSESSMENT (EQIA)

- 6.1. Hackney Council and its delegated authority decision-makers must comply with the Public Sector Equality Duty set out in Section 149 of the Equality Act (2010), which requires us to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations by reference to people with protected characteristics. As part of our decision-making process on the proposal for this scheme, consideration has been given to the impact on those with the following protected characteristics: disability, pregnancy and maternity, age, and religion and belief.
- 6.2. It is considered that the protected characteristic groups of gender, gender reassignment, sexual orientation, and marriage and civil partnership, do not need to be separately assessed for these proposals though we shall be actively looking out for any unintended consequential impact.
- 6.3. This section has also given consideration to people experiencing or at risk of poverty, as this represents a Council priority. Officers have ensured that all impacts on protected characteristics have been considered at every stage of the development of this proposal. This has involved anticipating the consequences on these groups and making sure that, as far as possible, any negative consequences are eliminated or minimised and opportunities for promoting equality are maximised. The EQIA will be kept under review and updated throughout the decision-making process.
- 6.4. Reference has also been made to comments received from representatives of protected groups. At a local and a Borough level we have also consulted representatives of these groups. Whilst at the same time accepting that many people with disabilities feel that other people are speaking for them; as discussed in Transport For All's Pave the Way Report (<https://www.transportforall.org.uk/>).
- 6.5. It is considered that residents of the local roads and wider Ward, as well as workers and visitors to the area, are the main people who will be affected both by the scheme itself and its boundary roads.
- 6.6. The scheme does not include any specific locations of particular relevance to protected groups. Medical facilities and religious settings have been examined and considered, but none of them are sufficiently close to or affected by this scheme to warrant treatment different from the standard approach. This will continue to be monitored.

6.7. Useful Links: <https://hackney.gov.uk/hackney-ward-profiles>

6.8. Haggerston and Hoxton East Ward & Shoreditch Profile

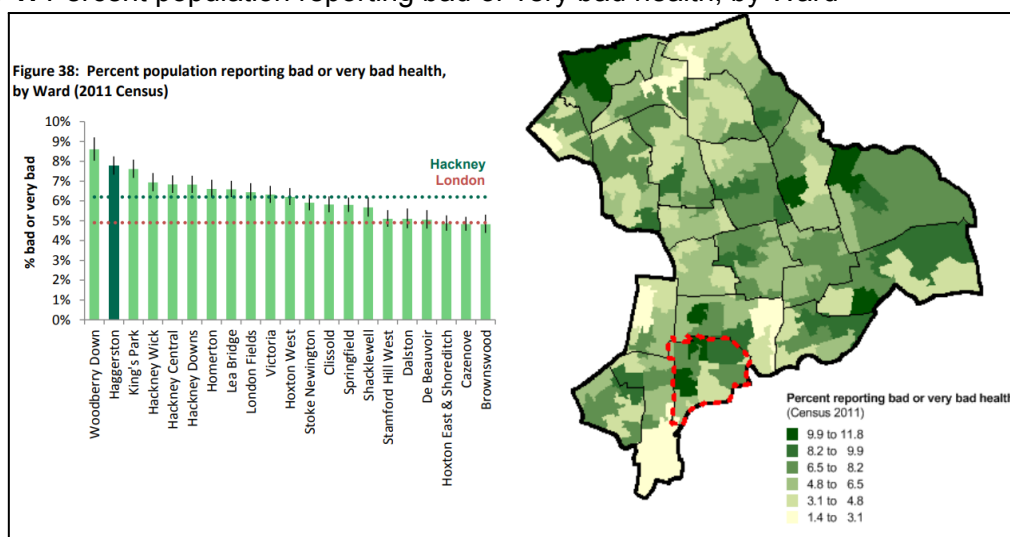
6.8.1. The information provided below makes reference mainly to Haggerston ward, but the tables and graphs do contain information on Hoxton East & Shoreditch.

6.9. Health & Disability:

6.9.1. 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.

6.9.2. 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 Haggerston Ward is higher than the borough average. "Haggerston Health & Wellbeing Profile 2016" (<https://hackneyjsna.org.uk/wp-content/uploads/2018/02/Haggerston-ward.pdf>).

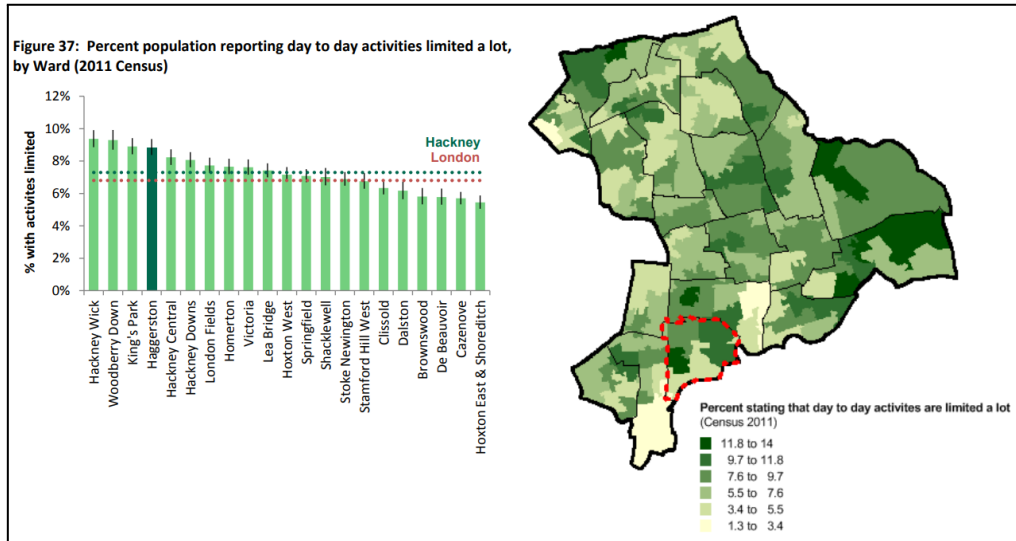
Figure 1: Percent population reporting bad or very bad health, by Ward



6.9.3. 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 Haggerston

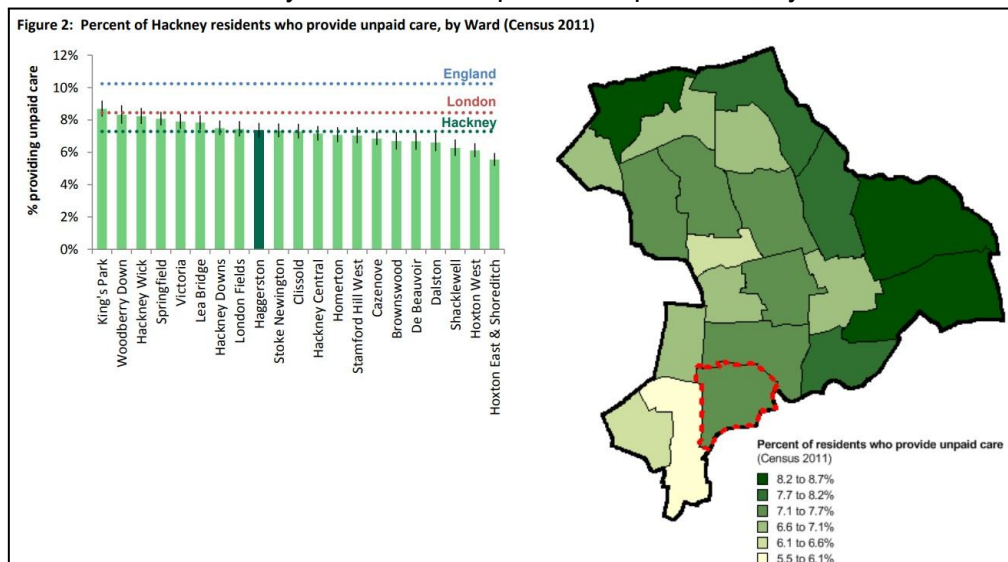
Ward is higher than the borough average and the rate in Hoxton East & Shoreditch is only slightly above the London average..

Figure 2: Percent population reporting day to day activities limited a lot, by Ward.



6.9.4. 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 Haggerston Ward, 7.3% of the population provide some unpaid care. In Hoxton East & Shoreditch this statistic is <6%.

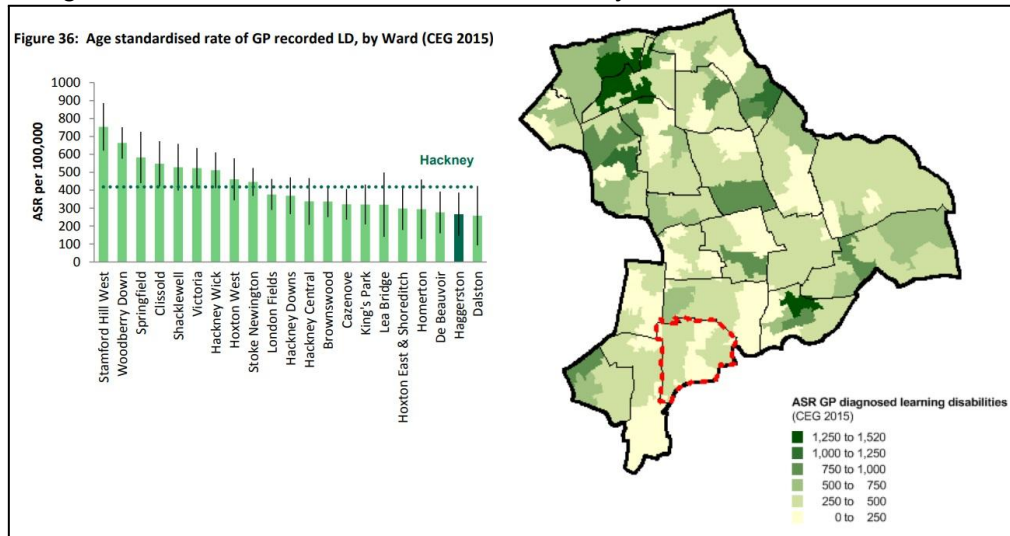
Figure 3: Percent of Hackney residents who provide unpaid care, by Ward



6.9.5. 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 Haggerston Ward and Hoxton East & Shoreditch are below the borough average.

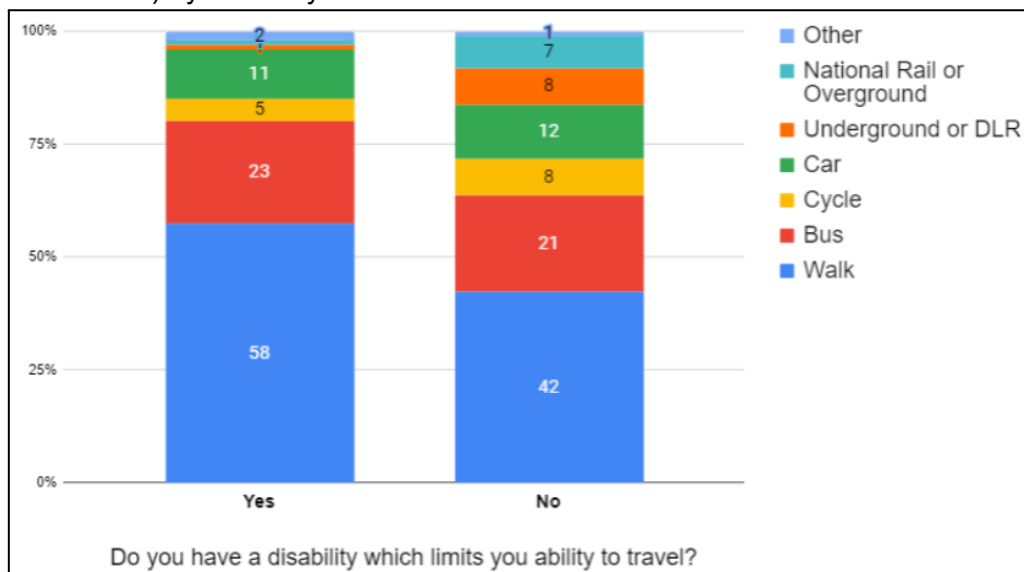
Figure 4: Age standardised rate of GP recorded LD, by Ward



6.9.6. 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 this scheme is low.

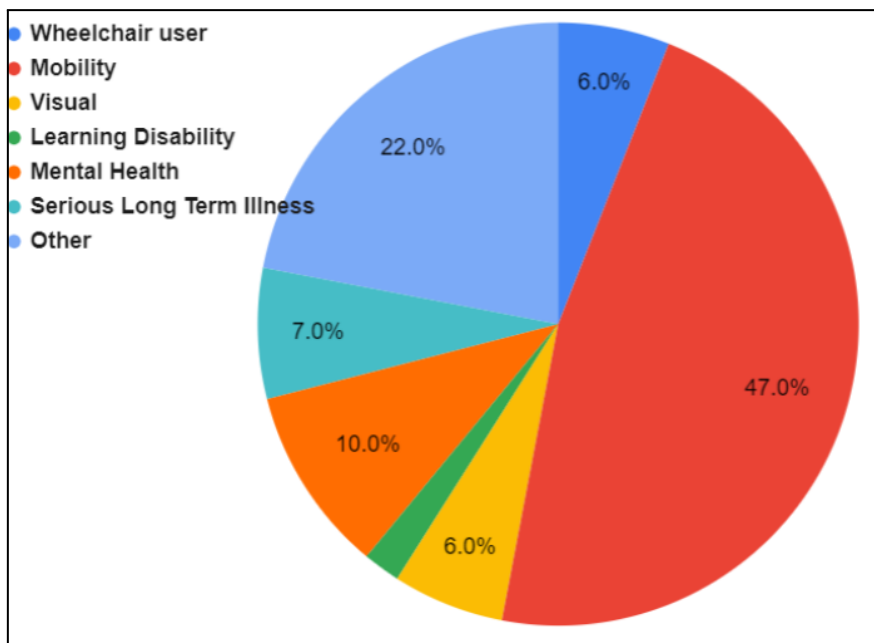
6.9.7. Analysis based on the London Travel Demand Survey (LTDS) for 2019/20 shows that 7% of trips originating in Hackney are made by someone who has a mental or physical disability affecting daily travel (including old age). Mode split for these trips is shown in Figure 5 below.

Figure 5: Mode share of trips (%) made by Londoners with a destination in Hackney (2017/18-2019/20) by disability which limits travel



- 6.9.8. 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).
- 6.9.9. 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).
- 6.9.10. Disability types in Hackney stated by those who have a disability affecting daily travel (including old age) is shown below in

Figure 6: Disability Types in Hackney stated by those who have a disability affecting daily travel (%)



- 6.9.11. 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).

6.10. Impacts on the Disability Protected Group

- 6.10.1. The aims of this scheme is that of reducing pollution, reducing traffic, 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.
- 6.10.2. 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.

- 6.10.3. As the scheme will result in reduced traffic levels on residential road, it is likely to 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).
- 6.10.4. 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 be slightly rerouted as part of this scheme and the wider effects of other schemes in the neighbourhood.

6.11. Exemptions for the Disabled Community

- 6.11.1. 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.
- 6.11.2. While there are no Bus Gate closures in the Waterson Street scheme, the exemptions to Blue Badge holders on classified road restrictions recognises the fact that Blue Badge holders could be impacted by the point no entry outside the immediate vicinity of where they live.
- 6.11.3. It is also worth noting that all designated blue badge parking spaces have been retained in this scheme and also that no street in the scheme area which previously had motor vehicle access has lost this access. emergency services, any vehicle being used for ambulance and Hackney refuse vehicles.
- 6.11.4. 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.
- 6.11.5. 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.
- 6.11.6. 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.

6.12. Pregnancy/maternity:

- 6.12.1. 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.

6.13. Age:

- 6.13.1. 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 Haggerston Ward in 2016 is 13,600. Compared to national and London wide figures, Hackney has a relatively young population. Haggerston Ward has a similar age profile to the Hackney average, though with fewer children (Table 1).

Table 1: 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%

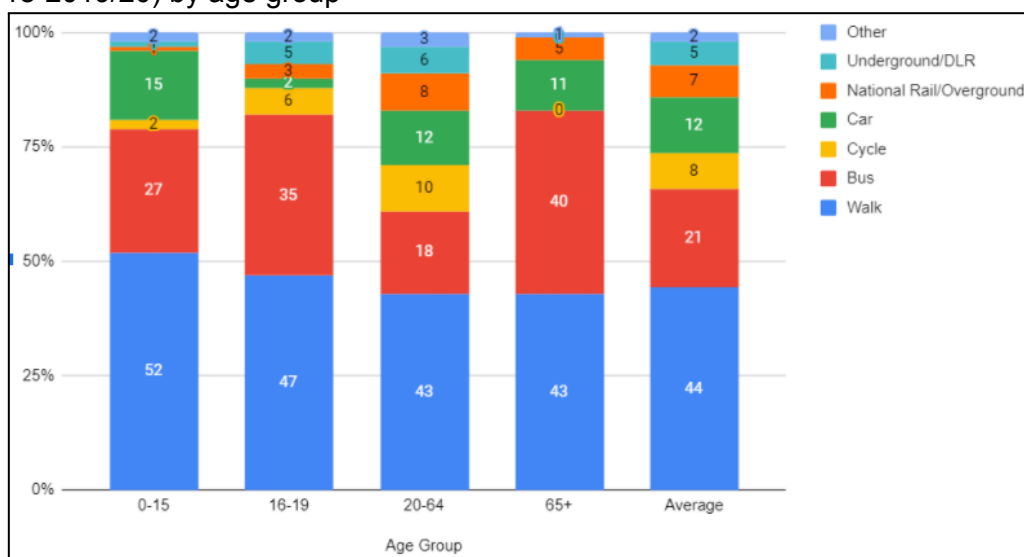
6.13.2. Hackney is a young borough. The 43% of Hackney's population in their 20s and 30s is one of the highest in the country and compares to just 24% in this age group nationally and 40% in Inner London. A further 25% of the population is under 20. And there are fewer older people; with the 7% of Hackney's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

Table 2: Projected population growth of Hackney Wards (GLA SHLAA March 2013)

	2016	2023	2028	% growth (2016 to 2028)
Brownswood	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%

6.13.3. An analysis for trips made for all purposes ending in Hackney shows the following mode share per age category.¹ in Figure 7.

Figure 7- Mode share of trip (%) made by Londoners with a destination in Hackney (2017/18-2019/20) by age group



¹ LTDS 2020

6.13.4. 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 3.

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

6.13.5. 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; timed 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.

6.13.6. 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.

- 6.13.7. 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 and School Streets programmes will assist those young people who are at school and encourage them to travel more healthily.
- 6.13.8. 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 the LTN either on local routes or more widely across the borough.

6.14. Religion and belief:

- 6.14.1. 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. Haggerston, Hoxton East & Shoreditch Wards contains a larger proportion of Christians and residents stating no religion, and fewer Jewish residents, than Hackney as a whole (Table 4).

Table 4: 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 and 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%

6.14.2. 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.

6.15. Race and ethnicity:

6.15.1. 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%).

6.15.2. Hackney has an ethnically diverse population compared to the rest of the country. Haggerston Ward reflects this pattern. Over half the population of both Haggerston and Hoxton East & Shoreditch Wards are White and almost a quarter are of Black ethnicity.

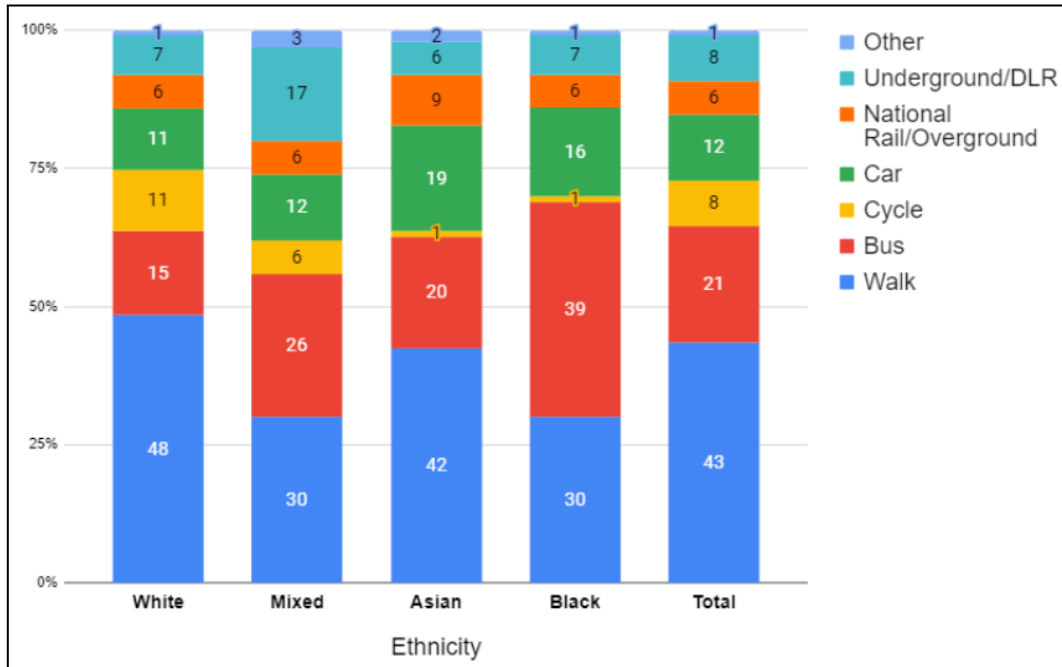
Table 5: Ethnic groups by Ward, Hackney, London and England

	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
Brownswood	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

6.16. Hackney mode choice by ethnicity

6.16.1. An analysis for trips made for all purposes ending in Hackney shows the following modes shared by ethnic background.²For reference, see Figure 8.

Figure 8: Mode share of trips (%) made by Londoner with a destination in Hackney 2017/08-2019/20 by Ethnicity



6.16.2. 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.

6.16.3. 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.

6.16.4. 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.

6.16.5. 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

² LTDS 2020

statements, it should be noted that these percentages may not be precise due to low sample sizes.

- 6.16.6. Scheme Impacts specifically on the Group protected by Race/Religion.
- 6.16.7. 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.
- 6.16.8. 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".

6.17. People experiencing or at risk of poverty:

- 6.17.1. 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.
- 6.17.2. Growing up in an income deprived household can have a negative impact on child health, which can persist throughout their life. Both Hoxton East & Shoreditch and Haggerston Wards have higher levels 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 Assessment and also in the JSNA.

Figure 9: Income Deprivation Affecting Children index, by Ward (IMD2015)

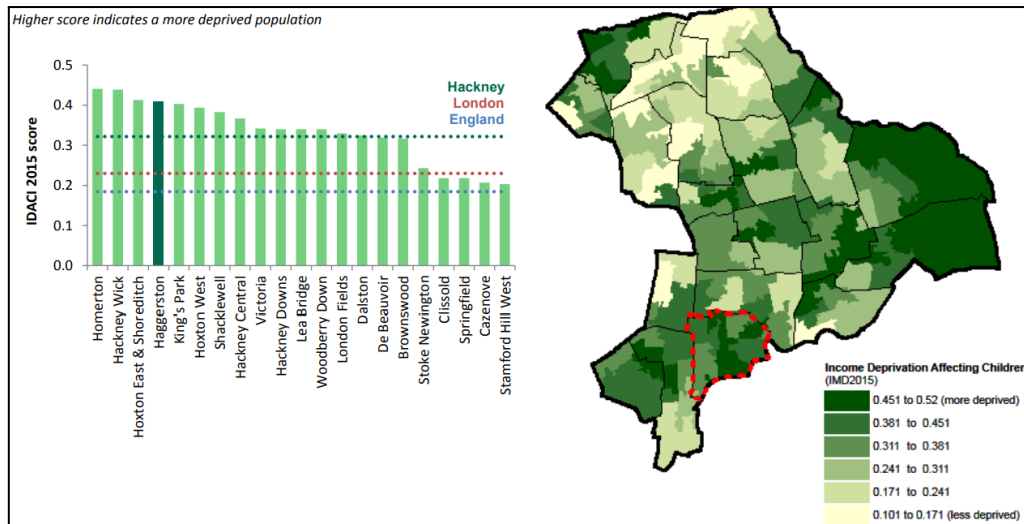
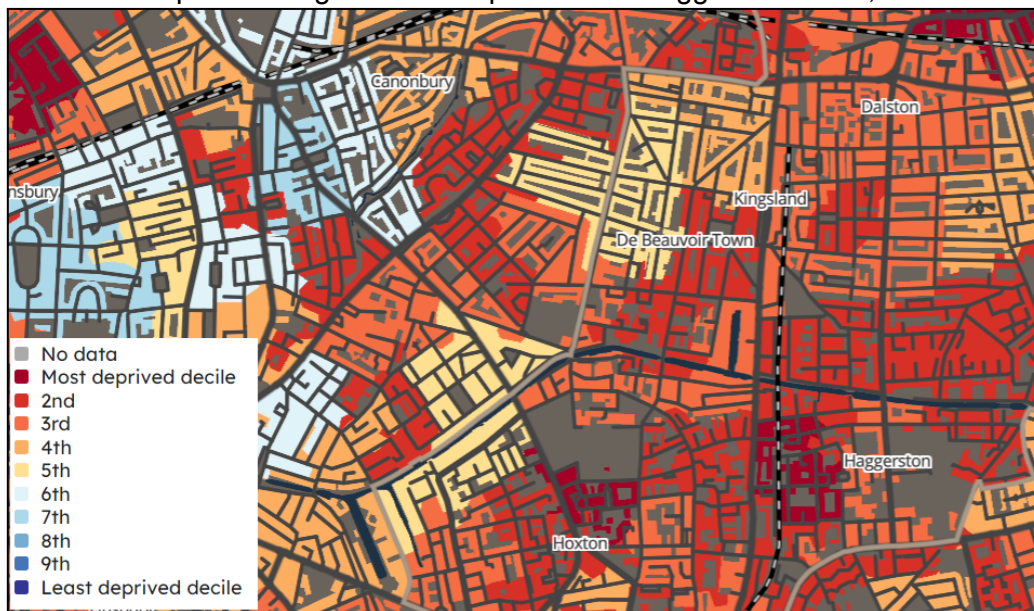


Figure 10: IMD Map shows high level of deprivation in Haggerston Ward, 2019 data



6.17.3. Source: <https://maps.cdrc.ac.uk/#/geodemographics/imde2019/default/BTTTTFPT/14/-0.0835/51.5391/>

6.17.4. 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.

6.17.5. 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.

6.17.6. 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.

6.18. **EQIA Conclusions**

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

Protected Characteristic					
Disability	Pregnancy & Maternity	Age	Religion & Belief	Race & Ethnicity	Poverty
Overall P	Overall P	Overall P	Overall P	Overall P	Overall P
Positive		<p>The scheme will reduce traffic on Waterson Street impacting positively on pedestrians, residents, cyclists and drivers.</p> <p>The traffic reduction from the scheme will benefit the walking and cycling conditions on residential roads in the area. 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>Traffic reduction benefits are relevant to all categories, but particular benefits can be identified. Road safety improvements are especially beneficial for disabled people to support them making local journeys.</p> <p>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 within culturally and ethnically diverse communities, to increase their use of these modes and experience the proven physical and mental health benefits.</p>			

<p>Negative</p>	<p>In order to protect the integrity of the closure, emergency services, any vehicle being used for ambulance, fire brigade, police purposes and Hackney refuse vehicles. 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 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 air quality improvements have benefitted both residential roads and most local high streets.</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 2021 are contributing to the same objectives.</p> <p>To ensure that benefits are realised for all groups, the Council 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 continue.</p>

6.19. Summary of Equalities Specific Recommendations

- 6.19.1. Continue to look for data that is specific enough to be able to distinguish the impact of those living inside an LTN to those on the boundary or other impacted areas.
- 6.19.2. 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 LTN.

- 6.19.3. 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.
- 6.19.4. 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.
- 6.19.5. At the detailed level, ensure that facilities for cyclists are designed to accommodate adapted cycles.
- 6.19.6. Ensure that taxi and private hire drivers are aware of the closures. Ensure that all routing providers such as Google Maps and TomTom are given up to date information to help those in need.

7. Financial Implications

- 7.1. The cost of implementing the scheme is approximately **£30,000** and the cost of the traffic management order is £750. Totalling approximately **£31,000**. The scheme is funded from the Transport for London's Local Implementation fund.

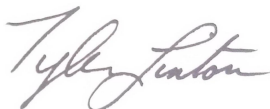
8. Recommendations

- 8.1. It is recommended that approval is given to implement the modal filter and keb buildout on Waterson Street.

9. Conclusion

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

Signed:



Dated: - 15 March 2023

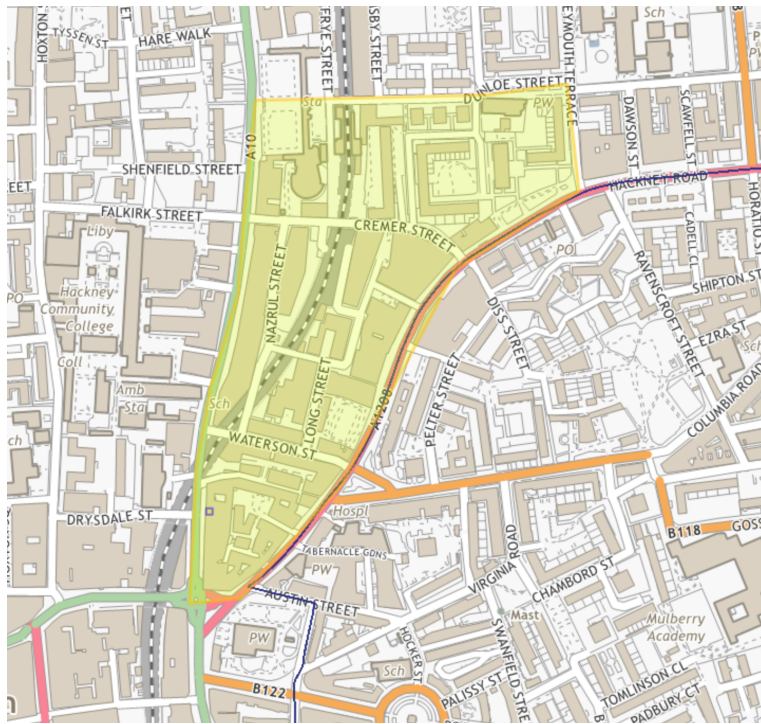
Tyler Linton – Acting Head of Streetscene

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

CC: Aled Richards – Strategic Director, Sustainability and Public Realm

CC: Maryann Allen - Group Engineer Design and Engineering

Appendix 1: Waterson Street consultation area



Appendix 2 - Scheme layout

