

TITLE OF REPORT - CE S382 Amhurst Road & Pembury Circus Transformation

REPORT OF - Assistant Director, Streetscene

DATE

Friday 11th October 2024

CLASSIFICATION:

Open

If exempt, the reason will be listed in the main body of this report.

WARD(S) AFFECTED

Hackney Central, Dalston & Homerton

REASON

The proposals will:

Support the Hackney Central Town Centre Strategy, a shared ten-year plan for a growing town centre. Creating a more sustainable, inclusive, accessible, greener and attractive space. This will serve as a meeting place for those travelling to and from Hackney Central, as well as a space for residents to socialise and enjoy.

This will be achieved by:

- Implementing a bus gate operating from Brett Road to Mare Street (junction with Graham Road). Operating from 7am to 7pm.
- Reducing lane width and capacity down to one lane each way.
- Widening footpaths.
- Introducing areas for social interaction.

1. RECOMMENDATIONS

For the reasons set out in this report, and in noting that this report contains the results of the analysis of the feedback, input, comments and representations received during the public engagement carried out for the Amhurst Road and Pembury Junction Transformation, it is recommended that the Assistant Director, Streetscene:

- 1.1. Approves the decision to proceed with the statutory process of advertising the necessary Traffic Management Orders, subject to the requirements of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996, to implement the proposed designs of the Hackney Central Green Corridor, as listed below:

1	Prohibition of motorised vehicles on Amhurst Road / Mare Street, from its junction with Graham Road to its junction with Brett Road, 7am to 7pm. Access through the restrictions will be allowed for: Local buses (Buses as Public Service Vehicles), Emergency service vehicles, Hackney waste services, HAC01 permit holders, pedal cycles and vehicles needing access for loading and unloading purposes within this zone.
2	Existing loading and disabled bay on Mare Street outside Iceland to be converted to a single shared used bay (loading and disabled) starting 13m from the junction of Graham Road and continuing for a length of 18m.
3	Permanent removal of all parking bays on the north-eastern kerbline of Amhurst Road between its junction with Brett Road and Marcon Place and replace with a combination of "at any time" waiting and loading restrictions, zebra crossings and a bus stop.
4	Permanent removal of the existing loading bay on Amhurst Road O/S No 72 and replace with a zebra crossing.
5	Revoke existing bus lane on south-western kerbline of Amhurst Road between the junctions of Mare Street and Pembury Circus and replace it with a combination of "at any time" waiting and

	loading restrictions, zebra crossings and bus stops.
6	Existing signalised pedestrian crossings on Amhurst Road between the junctions of Pembury Circus and Mare Street to be replaced with zebra crossings.
7	Install left turn ban from Pembury Road into Dalston Lane (east).
8	Install right turn ban from Pembury Road into Amhurst Road (west)
9	Install raised table in Pembury Place at its junction with Pembury Road.
10	Existing northbound bus lane on Mare Street between its junction with Wilton Way and Morning Lane to be reduced from 41m to 15m.
11	Introduce new northbound bus lane on Mare Street between its junction with Morning Lane and Graham Road, operating hours of 7am-7pm.
12	Permanent removal of all existing pay & display bays on Amhurst Road (west) between No 79 & No 89.
13	Permanent removal of 20 existing shared used bays within Amhurst Road car park.
14	Install two electric vehicle charging bays, two car club bays and a designated cycle hire bay within Amhurst Road car park.

- 1.2. Subject to the outcome of the statutory consultation to proceed with the implementation of the scheme as set out in **Section 5** of the report and further detailed in **Appendix A**.
- 1.3. **Figure 1.1** gives a location plan and shows the main parts of the proposal

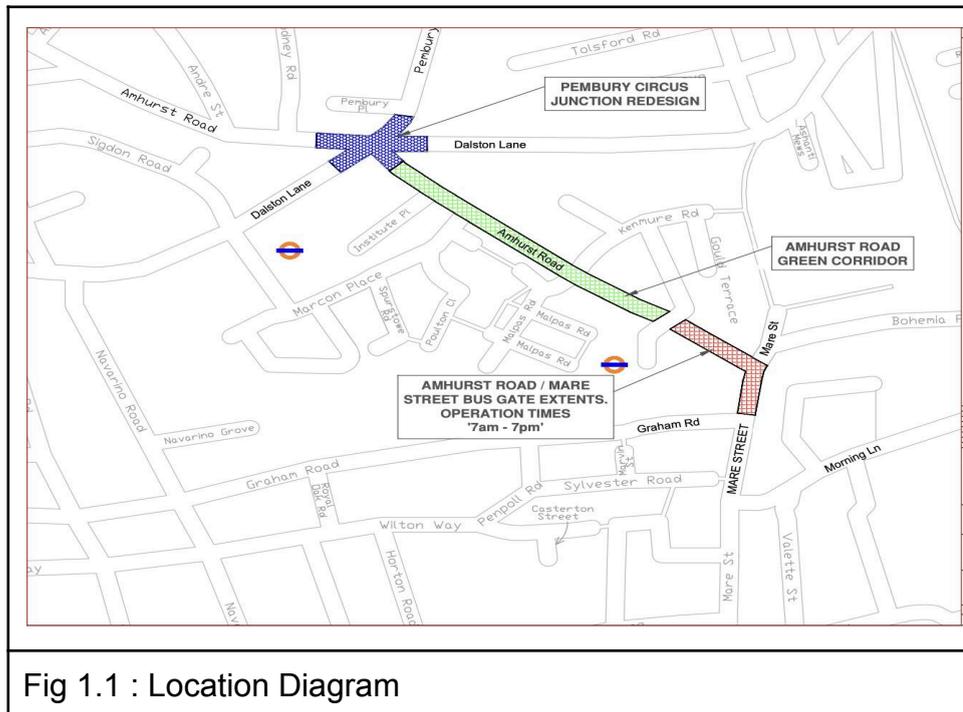


Fig 1.1 : Location Diagram

2. REASONS FOR DECISION

- 2.1. The report recommends taking forward significant improvements in one of the busiest areas of Hackney. The Hackney Central area currently suffers from excessive traffic congestion and as a result, significant pollution - the area around Pembury Junction is one of the worst areas in the borough for air quality and has been consistently above the council's objectives for safe air quality levels.
- 2.2. The improvements around the redesign of Pembury Junction have been long awaited. The junction is one of the most dangerous in the borough - since 2020 there have been 44 people injured in collisions in the immediate area of Pembury Junction.
- 2.3. The Council is committed to making Hackney's roads safer and more accessible for everyone living, working or visiting the borough. The Hackney Transport Strategy 2015 - 2025 outlines that *"By 2025, Hackney's transport system will be an exemplar for sustainable urban living in London. It will be fair, safe, accessible, equitable, sustainable*

and responsive to the needs of its residents, visitors, and businesses, facilitating the highest quality of life standards for a borough in the Capital and leading London in its approach to tackling its urban transport challenges of the 21st century.”

2.4. Introducing the proposals set out in the report would demonstrate the Council's commitment to making Hackney a more sustainable, greener, and safer borough by creating healthy neighbourhoods that are low-traffic or traffic-free, with a more pleasant residential environment suitable for an environmentally sustainable 21st-century lifestyle. The proposals align with the outcomes set out in key council strategy documents including the Hackney Transport Strategy and the Town Centre Strategy. Key benefits include:

- **Improved Safety:** The redesign of the Pembury Circus junction aims to significantly reduce accidents and injuries for pedestrians and cyclists, addressing a critical safety concern in the area.
- **Enhanced Air Quality:** By reducing through-traffic and promoting sustainable transport options, the project will help lower pollution levels, particularly nitrogen dioxide, improving air quality for residents.
- **Increased Green Space:** The creation of a green corridor along Amhurst Road will enhance the local environment, providing more greenery, trees, and public spaces, which contribute to biodiversity and community well-being.
- **Promotion of Active Transport:** The project encourages walking and cycling, fostering healthier lifestyles among residents and reducing reliance on cars.
- **Community Engagement:** The initiative involves local residents in the design process, ensuring that the new spaces reflect community needs and preferences.
- **Economic Benefits:** By improving the urban environment and accessibility, the project can attract more visitors and support local businesses, contributing to the economic vitality of Hackney Central.
- **Alignment with Sustainability Goals:** The project supports broader sustainability objectives, including reducing carbon emissions and enhancing urban resilience.

- 2.5. The benefits of the project are concentrated in one of Hackney's busiest commercial areas, which sees millions of bus and train users annually. They align closely with the wider Hackney Central projects that are also funded by the Central Government. The project will encourage through-traffic to remain on major roads and promote alternative solutions for shorter journeys, thereby improving local air quality, decreasing car dominance, and lowering accident rates.
- 2.6. Although the equality impact assessment recognises that the project may have some negative impacts relating to longer journey times for some, with associated air quality impact, the assessment shows that there will be an overall benefit for the majority of members of all protected groups. To further mitigate impacts exemptions will be available for blue badge holders.
- 2.7. The Council is committed to its 2019 Climate Emergency Declaration to achieve a 45% reduction in emissions against 2010 levels and net zero emissions by 2040. Delivering low-traffic neighbourhoods and reducing the number of cars in the borough are key contributors to Hackney achieving this target.
- 2.8. Under the Traffic Management Act 2004, local authorities have a duty of care to all road users, including pedestrians and cyclists, and to facilitate more sustainable and better use of road space. A bus gate operational from 7am to 7pm is proposed to prioritise bus and rail users, pedestrians, and cyclists, improving the environment and road safety. The operational times of the bus gate are in line with similar schemes in Hackney to ensure consistency. This will also enable the creation of a major Green Corridor, significantly enhancing the visitor experience and increasing dwell time in the central town centre.
- 2.9. The project has been developed in strict accordance with the following principles:

Proportionality: The measures proposed are proportionate to the identified needs and challenges, ensuring that the benefits to residents

and the environment justify the changes.

Due Consultation: Extensive engagement with local residents and stakeholders has been conducted to ensure that the project reflects community needs and preferences. Statutory consultation will precede implementation.

Officer Advice: The project has been developed based on comprehensive advice from relevant officers, ensuring that all technical and professional considerations are addressed.

Respect for Human Rights: The project respects and promotes human rights, ensuring that all residents, including those with disabilities and other protected groups, benefit from the improvements.

Openness: The decision-making process has been transparent, with opportunities for public input and scrutiny.

Clarity of Aims: The project's aims are clearly defined, focusing on safety, environmental sustainability, and community well-being.

Efficiency: The project is designed to deliver maximum benefits with efficient use of resources, ensuring value for money for the borough's residents.

3. DETAILS OF ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

- 3.1. **Do Nothing:** This option was rejected because it would allow the continuation of poor road safety and high pollution levels in the area, failing to address the critical issues identified.
- 3.2. **Do Minimum:** Implementing standard footpath repairs, parking controls, and signal timing adjustments was considered but rejected. This approach would not produce the required level of improvement, nor meet the criteria set for obtaining funding from the Central Government..
- 3.3. **Re-construction of Pembury Circus without a Bus Gate:** This option was studied in detail using computer simulation. It was found that due to the number of conflicting demands on the junction, no configuration could cater to all movements without introducing constraints on at least one junction approach. The restriction at Amhurst Road was deemed to have the most complementary benefits,

such as improving conditions for pedestrians and bus users.

3.4. **Alternatives to a Bus Gate:** The use of strategic one-way restrictions and turn bans was considered. However, these measures would benefit only a minority of motor vehicle users and would not allow for permit holder exemptions, disadvantaging Blue Badge holders. Traffic reduction levels would also be insufficient to allow for an optimal design of Pembury Circus.

3.5. **Alternative Locations and Timings for the Bus Gate:** Four alternative bus gate locations were analysed:

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

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

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

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

3.6. **Option (d)** was selected as the preferred option because it allowed access to Bohemia Place, the bus garage, and the Iceland loading bay, balancing traffic management and accessibility needs.

3.7. Within the detailed design, alternative designs were examined. Internal staff and external specialists were used. Options were considered with TfL and multiple designs were tested in order to best balance the needs of all road users within constraints posed by underground services and mature trees.

4. BACKGROUND

- 4.1. Hackney Central is undergoing significant changes to accommodate new residents and businesses while attracting more visitors to its shops, bars, restaurants, and cultural institutions. The Council and its partners are committed to delivering the new homes, workspaces, and facilities needed for a growing population, ensuring local people can benefit from new opportunities, and supporting businesses in adapting to a changing high street. While not all changes can be controlled, the Council aims to shape them so that the local community benefits first, whether through improved public spaces, enhanced community facilities, or more genuinely affordable homes and workspaces.
- 4.2. Plans are informed by the views of thousands of residents gathered during the Hackney Central Conversation and a new Town Centre Strategy developed alongside local stakeholders. The goal is to make Hackney's streets the most pedestrian and cycle-friendly in London, promoting healthier lifestyles through cleaner air.
- 4.3. Cabinet members have previously considered traffic reduction proposals for Hackney Central. The Council Cabinet approved, in September 2020 the Emergency Transport Plan committing to "*...in Hackney Central we are also undertaking further work aimed at delivering additional point closures and the implementation of bus gates.*" A full explanation of the proposals, including the Pembury Circus alterations were made public in this report¹. These 2020 plans were held up because of a pause to TfL funding.
- 4.4. Subsequently, the intention to make improvements to Pembury Circus, Hackney Downs station street level access and introduce a bus gate on Amhurst Road were put forward in the Local Implementation Plan

¹https://docs.google.com/document/d/154JD3QPCUxR7Lciz6mem8UUснаOnYPJmHCk_cpcelzM/edit#heading=h.16iz264m7caz

22/23 - 24/25² which was approved at Cabinet in January 2023, although unfunded at the time.

- 4.5. In 2022, Hackney Council was awarded approximately £19 million from the Central Government to deliver public realm improvements, enhance the town centre environment for pedestrians and cyclists, and reduce the impact of through traffic. The bid was formed around Hackney's Town Centre Strategy and the goal was to provide a clear regeneration framework to address local challenges. The funding will aim to deliver over 20,000sqm of public realm improvements to streets and spaces, including heritage assets and the Town Hall Square, it will improve the town centre environment for pedestrians and cyclists via extensive greening and reduce the impact of through traffic in the town centre, it will deliver over 1,600sqm of new workspace, enhance digital access and invest into the cultural ecosystem in the town centre, led by investments into the Hackney Central Public Library. One of the key conditions of the funding is to have all outcomes delivered within three years.
- 4.6. As the borough's high street, Hackney Central is essential for accessing goods and services, with many visitors coming for leisure or out of necessity. The Central Government investment presents an opportunity to transform this environment. The Hackney Central Green Corridor will play a central role in creating a greener Hackney Central. Significantly reducing traffic along Amhurst Road will reclaim space from cars for pedestrians, addressing community feedback regarding the need for more trees, planting, and walkable areas.
- 4.7. With around six million boardings and alightings at the two central stations, the area caters to more rail passengers than the entire city of Oxford, highlighting the importance of safe and convenient access to these stations. The Council is committed to prioritising bus users and public transport in future transport schemes, as this area sees up to

²https://hackney.moderngov.co.uk/documents/s80984/Cabinet%20Report_%20CHE%20S152%203%20year%20Local%20Implementation%20Plan%20LIP%20delivery%20plan%2022_23%20-%2024_25%20Signed.pdf

40,000 bus passengers per day.

- 4.8. Local businesses are crucial to daily life. An economic survey by the Liveable Neighbourhood project found retail vacancy rates prior to the pandemic (based upon unit numbers) of 13% - higher than comparable parts of London. The Council aims to increase footfall and spending, similar to the success seen at Stoke Newington Church Street.
- 4.9. Pembury Circus is one of the most dangerous junctions in Hackney, with 44 reported collisions involving injuries in the five years up to 2022. The proposals presented here aim to improve road safety, enhance social engagement, reduce vehicle emissions, and improve air quality.
- 4.10. Pembury Circus is identified in the air quality action plan as a focus area due to its exceedance of the annual mean objective for nitrogen dioxide (NO₂). The monitoring station at Pembury Circus is among the few in the borough to exceed the air quality objective for NO₂.
- 4.11. The Pembury junction suffers from unconventional geometry, consisting of five arms, a large central space, and a circular traffic island, all contributing to high traffic volumes and confusion for road users. Public engagement has consistently highlighted the need for improvements, with residents expressing frustration over lengthy pedestrian crossing times as well as a confusing layout for all users.
- 4.12. Conclusions from traffic modelling indicate that a successful redesign of Pembury Circus depends on restricting traffic flow through one or more of the junction's arms. A restriction on Amhurst Road will benefit the highest number of bus routes and pedestrian activity. To protect bus routes, the most effective way to achieve the necessary traffic reduction is through the use of a 'bus gate'.
- 4.13. We are not using the signs and strict regulations for a Bus Gate as defined by the DfT. This is because the Bus Gates signs (in Blue and white) have very limited options for exemptions. Instead we are using

the regulations for a pedestrian and cycle zone which allows the passage of permit holders. We can then decide exactly who should be a permit holder. For the purposes of clear public engagement we will still occasionally use the term 'Bus Gate' but not in the statutory consultation.

- 4.14. Specialists in transport planning, traffic engineering and signal design have been involved in the design of the project. Additional input on Urban Design and Landscape Architecture was obtained from the design team at Urban Movement.
- 4.15. The proposal to Central Government funding focuses not only on traffic restriction but also on creating a world-class space. The benefits of reduced traffic will enable a comprehensive Green Corridor along Amhurst Road, involving the planting of substantial numbers of mature trees and additional greenspace. Co-design efforts have ensured the corridor meets local needs, with a comprehensive engagement program that was undertaken to understand community perspectives. The Hackney Conversation has also been a significant outreach effort, ensuring representation from diverse groups, including young people, and will continue to be a key aspect of the project.
- 4.16. HAC01 permit holders will be an exempt category to the restrictions. These are available to all Hackney Blue Badge holders. Current policies are available online³ and an ongoing review of the eligibility criteria for the HAC01 permit will soon update this. The HAC01 permit is, on request, available for suitably qualified residents who have a physical, non-visible (hidden) or other disability that makes sitting in a vehicle for an extended period of time extremely difficult and who have a regular need to access the borough's streets. This includes taxis transporting Taxicard holders which the Council has recently developed and implemented a software solution to facilitate.
- 4.17. Engagement will continue to be a very large part of this project and will

³ <https://hackney.gov.uk/blue-badge>

include special efforts to understand the views of a large number of representative transport users.

5. SCHEME DESCRIPTION/PROPOSALS

5.1. The proposals include the following measures:

Item Description

- 1 Prohibiting motor vehicles on Amhurst Road between the junction of Graham Road and Brett Road, 7am to 7pm. This prohibition will have an exemption for buses, cyclists, emergency vehicles, HAC01 permit holders, council refuse vehicles and for access only (which includes loading and unloading within the prohibited area).
- 2 Graham Road and Mare Street signalised junction to be reconfigured with new kerbs lines to tighten up the radius at Graham Road junction. Existing refuge island to be removed to ensure a direct crossing point for pedestrians and existing method of control of signals at this junction to be optimised.
- 3 Removal of 20 existing car parking spaces in Amhurst Road car park. 2 of the bays to be converted to car clubs bays, 2 to be converted to electric vehicle bays and the remaining 6 will be pay and display bays. New cycle hire bay to also be installed.
- 4 Extending the footway of the western side of the car park in Amhurst Road and installing 3 new trees. New cycle stands to be installed in the area and the entire area to be replaced with high quality paving materials.
- 5 Along Amhurst Road, planting approximately 89 trees and installing approximately 800m² of new rain gardens within the scheme. Approximately 1000m² of existing inaccessible housing green space to be made publicly accessible and new planting to be arranged in these areas.
- 6 Introducing formal and informal seating elements (for example boulders) to allow workers, local residents and visitors to rest and enjoy the new space and serving as informal 'play on the way' elements for children, consistent with the Council's Child-Friendly Places policy.
- 7 Relocating 16 existing cycle parking stands near Amhurst Road car park and installing at least an additional 14 cycle stands along Amhurst Road to facilitate the increasing cycling demand.

- 8 Existing footway and new footway space on Amhurst Road to be replaced with high quality paving materials (yorkstone, granite setts and permeable gravel bound resin material).
- 9 Removal of all existing pelican crossings along Amhurst Road and pre-bus signals, replacing with six new zebra crossings.
- 10 Existing eastbound bus stop on Amhurst Road (west of Brett Road) to be merged into one large bus stop outside Marks & Spencers (subject to TfL confirmation).
- 11 Existing westbound bus stop on Amhurst Road (labelled Hackney Downs Station bus stop) to be located further westwards, closer to Hackney Downs station.
- 12 Pembury Circus to be reconfigured with a new method of control to optimise signals at this location, including an all green phase for pedestrians and early cycle release for cyclists at Pembury Road and Dalston Lane (south).
- 13 New banned turns to be implemented at Pembury Circus, banned left hand turn from Pembury Road into Dalston Lane (east) and new banned right hand turn from Pembury Road into Amhurst Road (west).
- 14 All space not essential for vehicle and cycle movements at Pembury Circus to be reallocated to footway space, including large footway extensions at southern side of the junction and south-eastern side.
- 15 Installing approximately 100m² of rain gardens and 5 new trees within the Pembury Circus area.
- 16 Entire Pembury Circus pedestrian space to be replaced with high quality paving materials, (yorkstone, granite setts and granite kerbs).
- 17 Direct pedestrian crossings installed at all arms of the junction where this is physically possible. There will not be a direct crossing point along Amhurst Road (west) due to junction capacity issues, however an informal crossing point has been installed further west and there will also be a formal crossing point at the centre of the junction to serve this south-north pedestrian movement.
- 18 Advanced Stops Lines and cycle feeder lanes to be installed at all arms at Pembury Circus. Dalston Lane (South) and Pembury Road to have a 4 second early cycle release too. There is currently not the available junction capacity to install at all arms, however, upon review of the scheme once installed this will be

implemented if capacity does fall even greater than modelling expectations.

5.2. The scheme proposals are included as **Appendix A** of this document.

6. POLICY CONTEXT

6.1. Hackney Transport Strategy⁴

6.2. 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. This was approved by the Full Council in November 2015.

6.3. The Strategy recognises that not only does transport have a critical role to play in Hackney's continuing physical regeneration, but it is also a key factor in achieving other key borough priorities such as promoting transport equality and access to jobs, training and essential services, reducing obesity levels through incidental exercise, supporting the local economy, improving air quality, and reducing carbon emissions. In all cases the Strategy recognises that the borough must continue to challenge the potential impacts of greater levels of private car use through greater integration of transport and land use decisions, and through providing sustainable alternatives to meet the aspirations of Hackney's people while improving social inclusion and combating climate change.

6.4. 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 Strategic Plan 'Working Together for a Better Hackney' and other strategic policy documents, including the Council's Local Plan LP33 and the Health and Wellbeing Strategy.

6.5. In addition to securing the necessary public transport improvements to support growth in the borough, Hackney Council wants to encourage its

⁴ <https://hackney.gov.uk/transport-strategy>

residents to walk and cycle more often and more safely. There are a number of very strong economic, social and environmental reasons why we should seek to do this. Hackney's population and employment are amongst the fastest growing in London, meaning that future travel patterns and the demand for travel will need to be carefully managed.

6.6. 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.

6.7. The proposal would support the Hackney Transport Strategy objectives in **Table 6.1** below:

Table 6.1: Summary of Hackney Transport Strategy Objectives applicable to this Scheme

ID	Objective
W1: Walking Mode Share Targets	To at least maintain the overall walking mode share at 40% of all journeys made by Hackney residents 7 days a week in 2025.
W7: Hackney Town Centre public realm improvements	The Council will continue to progress the public realm improvements outlined in the Hackney Central Area Action Plan
W17: Creation of 10 new public spaces or pocket parks:	Hackney aims to create at least 10 new public spaces or pocket parks through road space reallocation by 2025
W18: Supporting local centres:	Hackney will continue to improve and support our local shopping centres and street markets through public realm improvements and pedestrian priority interventions.
W19: Reducing street clutter	The Council will continue to take action to reduce street clutter on its streets and footways
W22: Legible London	The Council will continue to implement Legible London signage at key locations across the borough and fill gaps ensuring that all our district and town centre areas are covered by Legible London by 2025
C1: Cycling mode share target - residents	To achieve 15% cycling mode share for all journeys made by Hackney residents 7 days a week in 2025.
C2: Cycling to work target	To increase the proportion of Hackney residents cycling to work to 25% by 2025.
C3: Council staff cycling target	To increase the proportion of Hackney Council staff cycling to work to 28% by 2025.
C6: The Policy Framework	Continue to ensure that support for cycling is embedded in all Council policies
C7: Design Principles for Infrastructure	Introduce cycle infrastructure provision in accordance with hierarchy of provision set out in LTN 2/08
C8: Reallocation of road space	Continue to reallocate roads space from private motor vehicles to cycle infrastructure provision

C10: Need to Design for Future Growth	Ensure that new cycle infrastructure is designed to accommodate future growth in cyclist numbers
C37: On Street Cycling Parking	Continue to introduce on street cycle parking in the carriageway where possible
LN1: Increasing tree canopy	To increase tree canopy coverage on Council land from 18.5% to 25% by 2025
LN3: Improving air quality	Continue to tackle poor air quality, reducing NO2 and PM10 emissions
LN12: Sustainable Urban Drainage (SUDs)	Hackney will look to include SUDs in public realm schemes and as part of any new development in the borough
LN18: Expanding on street cycle parking provision	Hackney will look to continue to expand the installation of secure on street residential cycle parking to cater for demand in residential areas without access to off street space
LN25: Supporting the Transition to Electric Vehicles	Hackney will continue to support EV use by working with partners to install different types of publicly accessible EV charging points throughout the borough

6.8. Road Safety Plan

6.9. Hackney Council is committed to making our streets safer for all users and to reduce road traffic casualties from road traffic accidents. Hackney recognises the role that reducing casualties and improving the perception of the borough as a safe place to walk and cycle has on facilitating modal shift and will continue to seek innovative ways to do this. Any investment from available sources in road safety will be priority based and data led.

6.10. 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. The Road Safety Plan 2015-2025⁵ outlines some of the more successful initiatives undertaken by the Council to date.

6.11. Hackney Town Centre Strategy⁶

6.12. The Hackney Central Town Centre Strategy sets out a vision and plan for the future of the town centre. It identifies a set of clear priorities generated through extensive conversations with residents, partners and

⁵ <https://drive.google.com/file/d/1qGO48QvSf74378TiilHxe1ZM4i8Vt2a9/view>

⁶ <https://hackney.gov.uk/regeneration-hackney-central/>

stakeholders. It sets out a shared community ambition reflecting the view and priorities of the residents, businesses and stakeholders who have helped create it.

6.13. The strategy is built on that engagement and structured around a clear understanding of the town centre that has been drawn from an extensive economic, social and environmental audit. This evidence based understanding has informed the content of the strategy and identifies five supporting missions to shape growth to benefit all.

6.14. The Town Centre Strategy objectives are centred around five key mission statements:

- **Champion our Character:** Broaden cultural and heritage activities to make them more representative and celebratory of diverse local histories, activism, and identities.
- **Wellbeing for all:** Support the spaces, services and local networks that enable Hackney Central's communities to feel healthy, safe, and cared for.
- **A Fair Economy:** Ensure the economy works for local people, supporting ideas, businesses, and people to access secure and fulfilling jobs.
- **Green and Resilient:** Implementing measures to help fight against the effects of climate change, move towards zero carbon, improve biodiversity and reduce waste.
- **Developing Well:** Ensure local residents are able to actively engage in and influence the future of their area.

6.15. The vision for Hackney Central set out in the Town Centre Strategy has a 10-year horizon. Each mission statement in the strategy illustrates the key priorities across Hackney Central and supports the Council in understanding where the priorities for the project should be over the next ten years.

6.16. **Air Quality Action Plan (AQAP)**

6.17. The borough has been designated an Air Quality Management Area (AQMA) and this designation has been retained for both NO₂ and PM₁₀. Reviews have concluded that there are areas where both objectives for NO₂ (annual mean and hourly mean) are not being met. The borough is also seeking to reduce PM₁₀ concentrations further and has retained the AQMA designation for this pollutant as well. Where an AQMA is designated, the borough must have an Air Quality Action Plan in place setting out how it intends to work towards improving air quality.

6.18. The borough continues to work towards the actions within the current Air Quality Action Plan (2021-2025)⁷ and this scheme aims to address a number of the plans objectives.

6.19. **Mayor of London's Policies**

6.20. The central aim of the Mayor of London's Transport Strategy (2018)⁸ and its 2022 update 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.

6.21. Specific Policies include:

- **Policy 1:** The Mayor, through TfL and the boroughs, and working with stakeholders, will reduce Londoners' dependency on cars in favour of active, efficient, and sustainable modes of travel, with the central aim of all trips in London to be made on foot, by cycle or using public transport by 2041.
- **Policy 2:** The Mayor, through TfL and the boroughs, and working with stakeholders will seek to make London a city where people choose to walk and cycle more often by improving street environments, making it easier for everyone to get around on foot and by cycle, and promoting the benefits of active travel. The Mayor's aim is that, by 2041, all Londoners do at least the 20 minutes of active travel they need to stay healthy each day.

⁷ <https://hackney.gov.uk/air-quality-reports>

⁸ <https://www.london.gov.uk/programmes-strategies/transport/our-vision-transport/mayors-transport-strategy-2018>

- **Policy 3:** The Mayor, through TfL and the boroughs, and working with stakeholders, will adopt Vision Zero for road danger in London. The Mayor's aim is for no one to be killed in or by London bus by 2030, and for all deaths and serious injuries from road collisions to be eliminated from London's streets by 2041.
- **Policy 5:** prioritise space-efficient modes of transport to tackle congestion and improve the efficiency of streets for the movement of people and goods, with the aim of reducing overall traffic levels by 10-15 percent by 2041.
- **Policy 10:** use the Healthy Streets approach to deliver coordinated improvements to public transport and streets to provide an attractive whole journey experience that will facilitate mode shift away from private vehicles.

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

6.23. **Climate Action Plan**

6.24. The Climate Action Plan⁹ (2023 - 2030) sets out an integrated approach for tackling the climate and ecological issues. Under five key themes - adaptation, buildings, transport, consumption, and environmental quality - it outlines how residents, businesses and institutions, community groups and organisations and the Council can work together to tackle this crisis.

6.25. As part of the Climate Action Plan the Council is committed to:

- (i) Expand the EV charging network, both on street and in commercial settings.
- (ii) Expand cycling infrastructure and promote opportunities for green infrastructure on cycle corridors.
- (iii) Support Hackney businesses and partners to decarbonise.
- (iv) Convert roadside parking spaces to public realm, sustainable urban drainage, and other uses including provision for EV charging.

⁹ <https://hackney.gov.uk/rebuilding-a-greener-hackney>

- (v) Increase the uptake and adoption of alternative delivery systems.
- (vi) Plan for future changes that can reduce motor traffic.
- (vii) Increase the use of car sharing and other types of shared mobility.
- (viii) Improve the accessibility of public transport.

7. EQUALITY IMPACT ASSESSMENT

- 7.1. In making decisions on this proposal, Hackney Council and its delegated authority decision-makers must comply with the Public Sector Equality Duty (PSED) under Section 149 of the Equality Act 2010. This requires us to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between people with protected characteristics. As part of our decision-making process, we have carefully considered the potential impact of this scheme on individuals with the following protected characteristics: Age, Disability, Gender reassignment, Marriage and civil partnership, Race, Religion or belief, Sex, Sexual orientation, Pregnancy and maternity.
- 7.2. Officers have ensured that all impacts on protected characteristics have been considered at every stage of the development of this proposal. This has involved anticipating the consequences on these groups and making sure that, as far as possible, any negative impacts are eliminated or minimised and opportunities for promoting equality are maximised. The EqIA will be kept under review and updated through the implementation of the scheme.
- 7.3. The scheme will improve conditions for walking, cycling and bus services in an important local town centre. It will also reduce traffic congestion, and as result, improve local road safety and air quality in the Hackney Central area.
- 7.4. The Hackney Central town centre has a diverse mix of uses and destinations, and thus improvements will be relevant to all protected groups.

- 7.5. An equality impact assessment (EqIA) is a process designed to ensure that a policy, project or scheme does not unlawfully discriminate against any protected characteristic. This section describes how we ensured that the design for each scheme serves all users;
- 7.6. A full analysis of the impact of traffic changes on protected groups has been done and made available online¹⁰. This gathers together all available information about protected groups from a variety of sources. This reaches the following conclusions:
- The benefits of reduced car use include improved air quality, safer streets and increased health. All of these strongly benefit all road users.
 - At the aggregate level, all of the protected groups do, as far as evidence is available, have lower car use than the population average.
 - Groups that tend to have lower incomes and higher health needs will benefit even more from reduced car use.
 - It is the case that some members of some groups will be disadvantaged for some journeys. This is accepted and recognised. Where this results in a disadvantage that is not compensated for by other advantages then changes to scheme design will be considered.
 - Some groups will have a higher reliance on driving a private car. Others will use taxis or rely on car-bound visitors and carers. It is important to recognise this and if necessary to put in place measures to mitigate their specific difficulties.
 - Benefits will vary within groups and even within individuals. Some people may be disadvantaged whilst driving but gain substantially when they are walking or cycling.
 - Most Hackney residents (around 70%) do not own a car. This should be considered when appraising the impact on any group.
- 7.7. The evidence strongly supports the conclusion that any project that has the result of lowering car use, improving conditions for walking and buses is likely to be positive for the whole population and will, if anything, be disproportionately beneficial to people with protected characteristics.

¹⁰ <https://hackney.gov.uk/low-traffic-neighbourhoods>

7.8. EQIA Summary Table

7.9. The specific details of the project have been subject to an analysis of their overall impact on groups protected under the Equality Act of 2010. This is summarised in the table below:

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

Protected Characteristic Impact						
Disability	Pregn'cy & Maternity	Age	Race	Religion or Belief	Gender, gender reassignment, sexual orientation, and marriage and civil partnership	Poverty
Overall P Some A (when using car)	Overall P	Overall P	Overall P (Some A for Asian drivers)	Overall P	Overall P	Overall P

Protected Characteristics Overall Summary Table	
Positive	<p>The scheme is predicted to reduce traffic on the following roads:</p> <p>Significant reduction on Mare Street northbound between Richmond Road and Graham Road and northbound between Well Street and Richmond Road. Modelling predicts on average around a 35% reduction in traffic at Pembury Circus when considering all 5 arms, modelling suggests that both in the AM and PM peak all 5 arms will see a reduction in traffic levels. Significant reduction in traffic on Amhurst Road and Mare Street corridors thus leading to a positive effect on bus journey times.</p> <p>The scheme will bring much needed improvements to walking conditions on crucial main routes in the area. Cycling will see initial improvements, as a result of creating quiet street routes which will increase during future phases once the impacts of the initial project has been established.</p> <p>Bus journey times, as modelled, in both the AM and the PM peak hours generally improve with the scheme implemented when compared against the 'Do Nothing' scenario.</p> <p>Disabled people and young people under 20 currently have a higher mode share percentage of walking trips than average in the borough and so are likely to disproportionately benefit from improvements in walking conditions.</p> <p>The protection of bus service speeds is a particularly important benefit given that over 65s, under 20s, disabled and black and mixed ethnic</p>

groups, are more reliant on bus services than the general population in Hackney.

The impact on road safety is expected to be highly positive. Although it is not possible to predict collision outcomes, measures are specifically targeted at the worst performing locations in the Borough. Road safety improvements are especially beneficial for disabled people to support them making local journeys. They are also particularly beneficial for older people and young children, who are overrepresented in road collision accidents. The scheme's improved conditions for walking and cycling have the potential to encourage groups with lower levels of active travel such as women and people with culturally and ethnically diverse communities to increase their use of these modes and experience the proven physical and mental health benefits.

As explained in the modelling report, the impact on air quality is predicted to be highly positive on the Mare Street/Amhurst Road section with some increases on alternative routes as a result of traffic reassignment. Overall traffic levels should reduce as people seek alternative routes avoiding the area or else change to more sustainable modes. The overall impact should be positive, and benefits should increase as new travel patterns become established.

Air quality improvements are beneficial to all protected groups. Air quality is expected to improve on routes used to access primary schools and nurseries, which is particularly beneficial to young children and people in the maternity/pregnancy group. Developing foetuses are particularly vulnerable to poor air quality and children tend to be outdoors and active which increases the risk to their growing lungs. A number of social housing estates are also likely to benefit from improved air quality, which is especially beneficial for people that fall into the poverty category (accepting that poverty is not a protected characteristic - though negatively associated with many of them).

There will be improved access for disabled users throughout the scheme. The widening of existing footways will allow greater manoeuvrability within the public realm area, this is also complemented by the introduction of continuous crossing points at junctions giving priority to pedestrians at key crossing points. The introduction of 6 zebra crossings along Amhurst Road also gives ample locations for crossing points and provides pedestrians priority where most needed. The reconfiguration of Pembury Circus with the introduction of direct crossing points, all green pedestrian phase and countdown indicators significantly improves accessibility for pedestrians.

It is recognised that some of the positive impacts will be marginal and difficult to measure, but because of the close links to traffic and health it is reasonable to assume a positive benefit on all groups as a result of traffic reduction.

<p>Negative</p>	<p>Modelling predicts an increase in traffic on Graham Road eastbound and to a lesser extent Dalston Lane westbound (west of Navarino Road). Mitigations for these roads will be an important part of the follow up.</p> <p>There are some routes where bus journey times do increase, such as on Graham Road, but these are outweighed by the number of routes along Mare Street which show significant improvements in travel time.</p> <p>While the overall impact is likely to be positive, the increase in traffic means there is the possibility of some local increases, for example on Graham Road. This will need continuing monitoring and potentially, road safety engineering interventions and road safety education, publicity and training.</p> <p>All destinations will remain accessible by all modes, but the scheme will require some private motor vehicle journeys to be rerouted. Users that are more reliant on cars are likely to be disproportionately impacted and need to make longer journeys. Included among the group of car dependent people will be members of protected groups including older people and people with disabilities. Carers, both professional and casual (i.e. family or friends) who arrive by private car may need to take alternative routes which may cause inconvenience or delays. Taxis used by older people or people with disabilities will also face re-routing.</p>
<p>Comments</p>	<p>Almost all groups are estimated to experience both positives and negatives due to the scheme. This can be due to a difference in terms of chosen transport mode, i.e. benefits when being in a bus, walking or cycling, but being disadvantaged when in a car. Overall, data and research show that groups with protected characteristics, e.g. ethnicity or disability, are more frequently pedestrians or bus users than car passengers or drivers. But there are exceptions to this such as the slightly higher car dependency of Asian groups on car use.</p> <p><small>Hackney EqIA Evidence Base</small></p> <p>Balancing these positives and negatives and the impact on different locations, overall, it is believed that the scheme will be beneficial in terms of equalities. Walking, cycling and bus services and air quality improvements will benefit both residential roads and local high streets.</p> <p>Measures have been incorporated into the proposals to mitigate negative impacts, and to ensure that certain negative impacts would not formulate. These include:</p> <ul style="list-style-type: none"> - The retention of all doctor, disabled and ambulance bays in the scheme area. - Taking into account emergency services feedback and ensuring that LTN filters are navigable for emergency vehicles. - All properties, shops and residences alike, are still accessible by vehicle. <p>Current proposals do not preclude further amendments to the scheme as further impacts on protected groups become apparent. It is therefore necessary to see this EqIA as a live document that will require continual</p>

	<p>updating and assessment even after the scheme has been made permanent.</p> <p>The proposals should be seen as part of a package of measures in the local area that aim to achieve the same policy goals and scheme objectives, especially in terms of promoting a modal shift towards active travel and improving local air quality. Supporting measures being introduced in the same area include installing more residential cycle hangars, electric vehicle charging points (rapid and lamp column).</p> <p>To ensure that benefits are realised for all groups, the Council also has a number of existing initiatives such as the ongoing cycle training programme and several publicity campaigns. To monitor the scheme and collect feedback, the Council will continue to liaise with stakeholder representatives of protected groups.</p> <p>Searching for the best possible representative data sources will also continue.</p>
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7.10. Summary of Equalities Specific Recommendations

- 7.11. Ensure the design takes into account the needs of all protected groups as currently understood.
- 7.12. Continue to look for data that is specific enough to be able to distinguish the impact of those living inside the affected area from those on the boundary or other impacted areas. Continue to liaise and consult with representatives of all protected groups in order to learn more about their day to day experiences of using the scheme area.
- 7.13. 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.
- 7.14. 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.
- 7.15. Accept that even though the majority of people should benefit, there will be a minority who might be disadvantaged and who should not be ignored.
- 7.16. At the detailed level, ensure that facilities for cyclists are designed to accommodate adapted cycles. Ensure that taxi and private hire drivers are aware that they can access closed streets for the purposes of dropping-off and picking up passengers with mobility impairments,

including passengers with disabilities. This could include creating maps for distribution to drivers, as well as engagement through TfL Taxi and Private Hire (TPH) and trade associations. Ensure that all routing providers such as Google Maps and TomTom are given up to date information to help those in need.

7.17. The full EQIA is available in **Appendix B**

8. ENGAGEMENT AND CONSULTATION

8.1. Engagement and statutory consultation are essential elements of transport projects within Hackney. Engagement actively involves local residents and community groups, fostering civic responsibility and ensuring services align with community needs. Public engagement is a process where authorities seek advice and opinions through methods such as surveys, public meetings, presenting data or designs to inform and encourage feedback. Statutory consultation, required by law in projects such as this adheres to legislative requirements and guidelines. Together, these processes gather valuable insights, foster community trust, and ensure that transport projects meet the expectations of the communities they serve.

8.2. Input from the public has been a key part of this project. This section describes how this has influenced the design.

8.3. Project initiation, Scope, and the Hackney Central Conversation

8.4. In July 2019, the Council launched the Hackney Central Conversation¹¹, a public engagement aimed at understanding local residents' experience of this area. This initiative provided valuable insights that contributed to the development of the Liveable Neighbourhood Plan, which was initially funded by TfL. As part of this ongoing engagement, the Council initiated the 'Moving around Hackney Central' project to gather feedback from residents and businesses regarding local challenges and to collect ideas for the Liveable Neighbourhood scheme. The project involved workshops

¹¹ <https://hackney.gov.uk/regeneration-hackney-central>

and was hosted on the Commonplace community engagement platform. The 'Moving around Hackney Central' site attracted 2,937 visitors, resulting in 541 comments and 149 agreements.

8.5. The engagement revealed strong support for action and significant dissatisfaction with current traffic levels. Feedback was collected through online surveys and public events, allowing residents to engage with the Council and share their views on existing conditions. This extensive engagement informed a comprehensive plan that addresses residents' needs while aligning with strategic objectives in the Mayor's Transport Strategy.

8.6. Key themes identified during the Hackney Central Conversation included:

- **Sense of Place:** Community sentiments towards each other and their environment.
- **Local Economy:** Retail, cultural institutions, businesses, and the night-time economy.
- **Transport:** Issues with cars, buses, overground, cycling, and pedestrian movement.
- **Green Spaces:** Green infrastructure, pocket gardens, and community gardens.
- **Streetscene and Public Realm Design:** Design of public spaces like streets and junctions.
- **Community Safety:** Public safety, anti-social behaviour, and crime.
- **Buildings & Development:** Existing and new buildings, architecture quality, and heritage issues.

8.7. **Summary of responses to Hackney Central Conversation**

8.8. The questions asked as part of the Hackney Central Conversation aimed to understand what were the areas that needed improvement, how people moved around the space, and their sentiment or alignment with the Council's objectives as set out in strategy documents like the Hackney Transport Strategy and Air Quality Action Plan.

8.9. To understand what are the main focus areas, the Council asked respondents to identify the key improvements they'd like to see in the Hackney Central area. **Figure 8.1** below summarises the responses. Air quality, public/green spaces, and Walking/connectivity were the top three priorities.

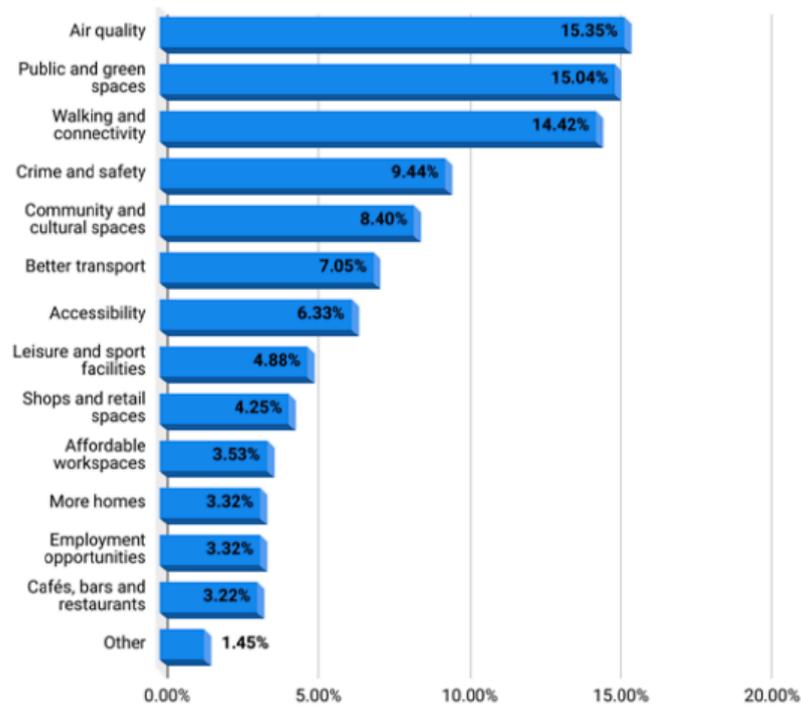


Figure 8.1: Responses from Hackney Central Conversation. Question: What would you like to see improved in Hackney Central?

8.10. Approximately 45% of participants use the area daily and another 45% weekly as shown in **Figure 8.2**. The Council also asked (**Figure 8.3**) the primary mode of travel used to reach Hackney Central and also within the Hackney Central area. A significant proportion of respondents said they walk, cycle, or use the bus.

How often do you use the Hackney Central area?

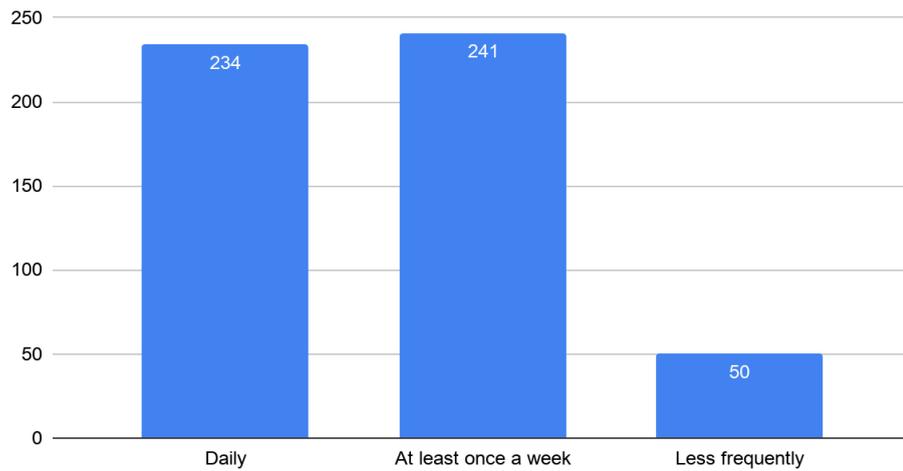


Figure 8.2: Responses from Hackney Central Conversation. Question: How often do you use the Hackney Central area?

How do you travel to or within this area?

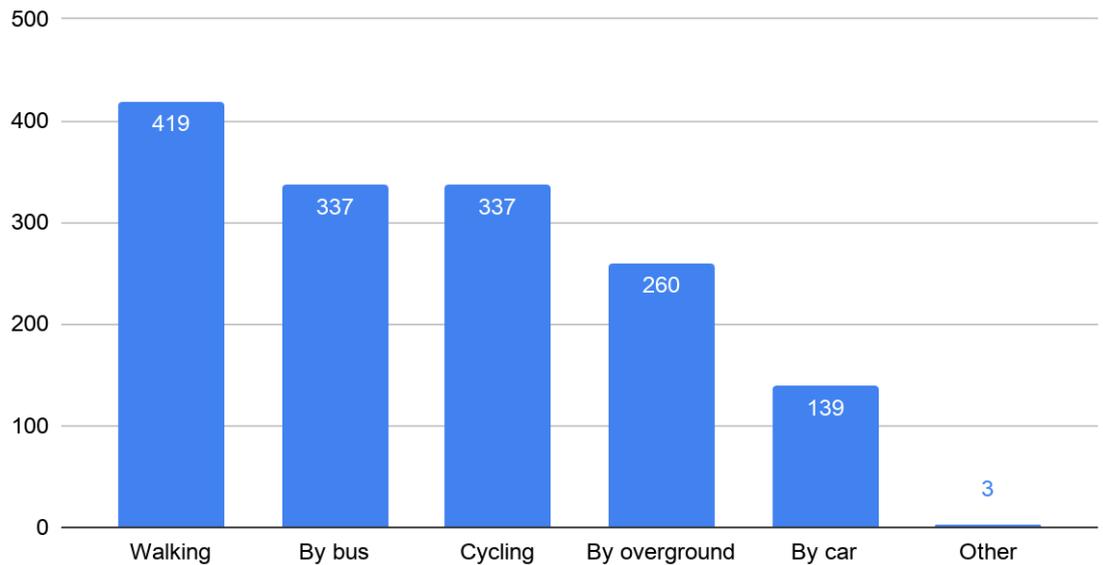


Figure 8.3: Responses from Hackney Central Conversation. Question: How do you travel to or within this area?

8.11. To understand the attractors of the Hackney Central area, we asked respondents to identify their primary reasons for coming to Hackney Central. As shown in **Figure 8.4**, the primary reasons are for shopping, socialising and working. A large proportion of respondents also live within the Hackney Central Area.

What are your main reasons for travelling to the area?

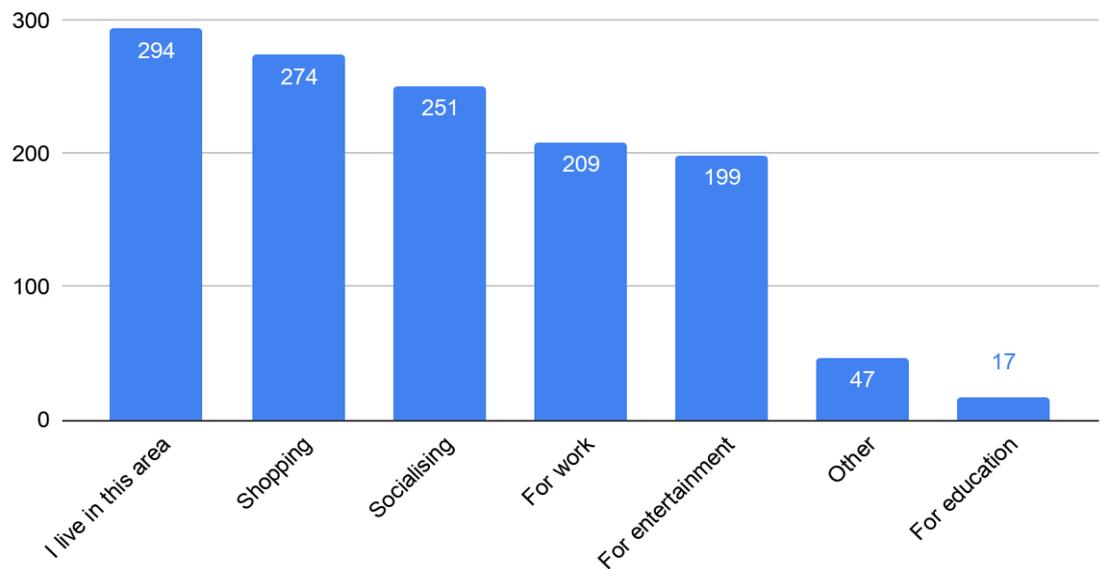


Figure 8.4: Responses from Hackney Central Conversation. Question: What are your main reasons for travelling to the area

- 8.12. When asked the extent to which they agree with our aspirations to improve the area for walking (**Figure 8.5**) there were 534 responses to this question with 87% of participants agreeing. Similarly 531 respondents gave 81% agreeing with the Council's aspirations to improve cycling in the area.

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

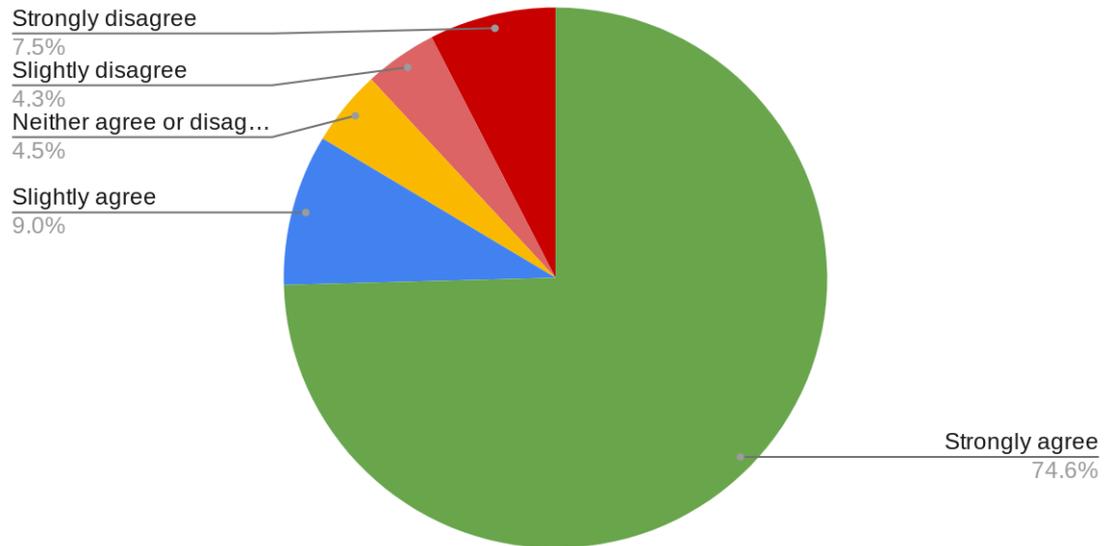


Figure 8.5: Responses from Hackney Central Conversation. Question: To what extent do you agree with our aspirations to reduce motor traffic in the area

- 8.13. There were 531 responses to this question with 84% (444) of participants agreeing with the Council's aspirations to reduce traffic in the area. As above, there is a slightly higher level of disagreement with 12% (63) with this aspiration.
- 8.14. **Participants experiences of walking, cycling and using public transport in this area**
- 8.15. Participants were asked to provide responses about their experiences in Hackney Central. A common theme amongst respondents was issues regarding the volume of traffic moving through the area. There was an overall sense that the Hackney Central area is congested, polluted, and dangerous. Negative descriptors such as "unsafe, dangerous, terrifying, and scary" occurred in 57% of comments.
- 8.16. Pollution was also a concern raised by pedestrians and cyclists (106), with high levels of fumes (11) in the area.
- 8.17. Participants noted that a key requirement is to mitigate issues such as pollution, poor public realm environment and improve pedestrian

experiences include greening (33) such as trees, planting etc.

- 8.18. Many pedestrians commented that cars took precedence over other uses. However, cyclists were also identified by a number of participants stating that drivers and cyclists were aggressive (76) both on the roads/at junctions or on the pavements (cyclists). There were a number of calls from participants for pedestrianisation of the area (21).
- 8.19. The Narrow way (58) is noted as a particular issue for pedestrians who call for clearer rules and signage (here and more generally) (36) on who has the right of way and speeds (of cyclists).
- 8.20. Participants noted that crossings for pedestrians are particularly difficult. Central islands at Graham Road, Morning Lane and Mare Street are too narrow/small with not enough time to cross given the number of pedestrians in the area. Pembury Junction received specific comments about the crossing timing issues, as well the unintuitive and maze-like nature of the crossing.
- 8.21. **Cycling**
- 8.22. 315 comments were posted on cycling in Hackney Central. Participants focused primarily on key issues such as cycling safety as a result of high levels of traffic (207) and pollution (105).
- 8.23. Some participants highlight the use of alternative routes (53) in the area to avoid Hackney central and the main roads. Noted routes include Loddiges Road, London Lane, through London fields (east-west) or residential routes north of London Fields. Participants commented these routes were taken to avoid certain junctions or routes (33) such as Morning Lane, Graham Road, north bound onto the Narrow Way and Pembury Junction. The turning on Mare Street onto Reading Lane to London Fields was also noted as a further dangerous Junction to cross. A number of cyclists instead used the Town Hall square as a through-route.

- 8.24. Related to this are participants' comments relating to the perceived or real lack of infrastructure in the area to facilitate safer cycling. Specific mentions include no or lack of advance stop lines in the area to help cyclists position themselves at junctions, the quality of some roads and that the Quietway 2 takes indirect routes.
- 8.25. **Vehicular traffic**
- 8.26. Comments about private vehicles (160) were largely negative and focused on the busy nature of the roads, speeding (28) and the impact this has on air quality (30). Participants also noted that the high volume traffic also makes the area unpleasant and unwelcoming and that makes participants not want to dwell in the area.
- 8.27. Other key issues raised included concerns about safety in the area. This primarily focused on the increased number of begging and street drinkers (13) in the area and how certain groups, notably women, and how they felt intimidated, especially at night.
- 8.28. Participants called for greater greening in the area (28) to improve issues such as air quality, but also improve the look and feel of Hackney Central and promote dwelling in the area. Suggested interventions include introducing more trees (13) and planting (7) along key routes.
- 8.29. Public transport was highlighted as positive in the area, but overcrowding and poor access routes at Hackney Central station (25) and on buses was raised as an issue for participants.
- 8.30. **Key Locations**
- 8.31. As part of the exercise, respondents were asked to identify specific locations within the Hackney Central area that they have had negative experiences.
- 8.32. **Pembury Circus Opinions**
- 8.33. (83) Respondents' comments reflected the dangerous nature of

Pembury Circus with many identifying the confusing orientation and size of the junction, calling it a 'maze' and lethal. Reviewing who made these comments, pedestrians were the most negative about the junction, quoting the short signalling times, unnavigable crossing spaces - especially those with children and the elderly - and volume of traffic and poor air quality. It was also noted that the orientation of the junction made it difficult to know where traffic was coming from. Poor air quality at the junction was identified by respondents stating that this was felt as a result of consistently high levels of traffic throughout the day.

8.34. The poor road markings caused a particular problem for cyclists, as well as drivers, as lanes are not always clear and causes confusion with some cyclists calling for dedicated lanes.

8.35. **Amhurst Road and Narrow Way Opinions**

8.36. The issues identified with this area focused on conflict between pedestrians and cyclists on the Narrow Way and the poor junction on Amhurst Road down to Mare Street. Respondents called for further areas to be pedestrianised in Hackney Central. In relation to this point, a number of respondents raised issues with street furniture near the Hackney Central Station entrance which causes bottlenecks during peak hours for those entering the station and crossing Amhurst Road.

8.37. For cyclists, primary concerns about the Amhurst Road/Narrow Way junction focused on difficulties to cross the junction both north and south bound and how the shared space (with vehicular traffic) is busy and dangerous. In particular, the high presence of buses and multiple stop points make it difficult to navigate with poor lines of sight

8.38. **Direct Engagement with the Local Area**

8.39. In August 2023 leaflets about the project were delivered throughout the local area, as shown in **Figure 8.6**. The leaflets gave general

information about the project and its funding and invited people to attend an on street public drop in session to discuss the plans with officers on the 9th September 2023. Approximately 50 residents attended and engaged with Council officers in some capacity.

Big changes are coming to Hackney Central, which will mean cleaner air, less traffic, and better facilities for the community.

We're proposing a range of changes, shaped by the views of thousands of local people and the need to adapt to a growing population and a changing high street. And now we've received a £19 million boost from the government's Levelling up Fund, it's time to start delivering on them.

A Greener Hackney Central

We are: Reducing through-traffic along Amhurst Road, creating the opportunity to redesign Pembury Circus junction to improve safety and introduce a new green corridor along Amhurst Road - with new pocket parks, greenery and seating

A Revitalised Hackney Central

We are: Supporting markets, bringing empty spaces and shops back into use, and increasing town centre footfall to support businesses and improve community safety.

A Growing Hackney Central

We are: Using our own land and working with partners to ensure new development in Hackney Central meets the needs of a growing population – including genuinely affordable homes and workspace.

A Creative Hackney Central

We are: Protecting and enhancing Hackney Central's unique heritage and investing in excellent cultural, library and leisure facilities.

Come and speak to us at our drop-in session and find out more about our plans for Hackney Central.

When: Hackney Town Hall Square
Where: Saturday 9 September, 11am-1pm

Visit the new Hackney Central website and find out what's happening near you:
urtoconfirmed.com

Subscribe for regular updates in your inbox:
bitly.com/hackneycentral

Hackney Central is changing

 SCAN ME

Hackney



Figure 8.6: Leaflet to announce the project

8.40. The responses to this were collected, categorised and analysed. Points raised have been combined with those from the co-design stage and our responses are detailed below.

8.41. **Conclusions from prior engagement**

8.42. The conclusion from the responses was that there is a significant negative sentiment about experiences of all users in the Hackney Central area.

8.43. Key barriers to moving around the area noted by respondents include:

- Not safe for pedestrians
- General volume of traffic and road users
- Dominance of cars in the area
- Not enough priority walking routes for pedestrians
- Cyclists road behaviour
- Lack of dedicated cycle lanes
- Jaywalking from pedestrians
- Poor air quality and sense of pollution

Priorities for the design include:

- Pembury Circus
- General reduction in traffic
- Helping cyclists, especially from Mare St to Narroway
- Adding greenery

8.44. **Co-Design Stage**

8.45. In 2024 the Council commissioned Urban Movement in partnership with New Practice to lead on the delivery of public engagement activities including Co-Design. New Practice were appointed to deliver the “Reimagine Amhurst Road” programme of public engagement activities and events, offering multiple opportunities and formats for local residents, visitors, businesses and other stakeholders to take part and shape the key features of this reimagined area.

8.46. Local people were directly invited to participate in the design process via leaflets as shown in figure 8.7.



Figure 8.7: Leaflets used to invite participation in Co-Design

- 8.47. The 'Reimagine Amhurst Road' engagement programme was launched on 5th February 2024 and ran for six weeks through to 17th March 2024. In total, this comprised of 10 engagement activities including:
- A digital survey receiving over 1,000 responses.
 - Three on-street pop-up events.
 - A drop-in engagement event.
 - Five community co-design workshops.
- 8.48. Additionally, the public engagement programme included activities delivered by council officers, including the installation of a temporary exhibition of engagement materials within Hackney Town Hall, running for the duration of the engagement period.
- 8.49. A variety of accessible formats, such as online surveys, in-person workshops, and multiple communication channels including social media, email, and local newsletters ensured Inclusive public engagement. Additionally, the borough provides tailored support, like accessible venues, sign language interpreters, and large print documents on request, to ensure residents with diverse needs can effectively participate in shaping their community.
- 8.50. The engagement programme was supported through a range of communications advertising opportunities to take part, including the on-site installation of signage and temporary street furniture.
- 8.51. **Key findings of Co-Design**
- 8.52. As part of an initial site analysis undertaken by Urban Movement, a variety of functional and character areas were identified along the project area. Each of these areas are distinct from one another, and are used by local residents, workers and visitors in different ways.

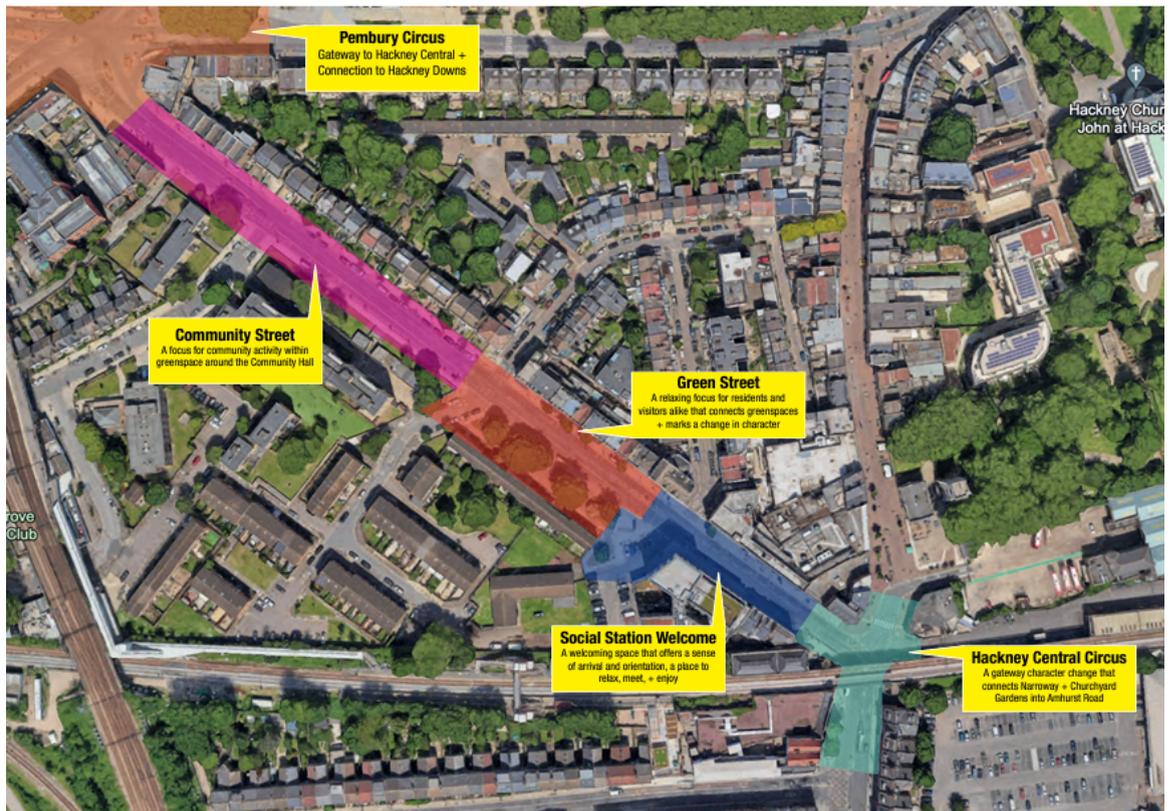


Figure 8.8: Breakdown of Amhurst Road & Pembury Circus Transformation into functional areas

8.53. Across each of the engagement activities, participants were invited to provide specific feedback on their current perceptions of each of these areas and ideas or aspirations they might have for change. The below summarises some of the common findings for each area, as well as a number of more general points that refer to the entire project area or surrounding areas.

8.54. Pembury Circus

- **Safety:** Pembury Circus was overwhelmingly identified by participants as unsuitable for pedestrians and cyclists in its current orientation. There was broad support for moves to reprioritise this for active travel.
- **Public realm around Pembury Tavern:** Participants were supportive of expanded public realm around Pembury Tavern, with some participants envisioning opportunities for outdoor hospitality.

- **Calls for additional project reach:** Some participants were eager to explore opportunities for improvements along the roads extending from Pembury Circus, in particular, Amhurst Road further west, Dalston Lane and the entrance to Hackney Downs Overground Station, and Pembury Road. A number of potential improvements, including dangerous crossings used by young people were identified.

8.55. **Amhurst Road (Green Street/Community Street)**

- **Improved greenery:** Participants were largely supportive of enhanced greenery along this stretch of Amhurst Road, linking this to the existing green spaces within the Aspland & Marcon Estate. Some participants suggested that the design of this prioritise the needs of Estate residents, and that more general social activities be confined to public realm spaces closer towards Hackney Central Station.
- **Anti-social Behaviour:** Some participants expressed concern that any changes be designed to consider antisocial behaviour impacts for Estate residents.
- **Safety and Segregation:** Participants supported improved cycling routes for Amhurst Road, prioritising the safety of cyclists and pedestrians.

8.56. **Hackney Central Station (Social Station Welcome)**

- **Transforming the Station Arrival Experience:** The newly constructed entrance on Graham Road was praised for its positive impact. Participants expressed interest in the delivery of a similarly welcoming transformation on the Amhurst Road side.
- **Representing Hackney:** Included within this overall improvement and reallocation of public realm space, this location was identified as a key opportunity for public art. In particular, many participants expressed interest in art, wayfinding and signage that celebrated the heritage and history of Hackney.
- **Activating the Public Realm:** The potential for activating the space further was explored through suggestions for kiosks, water features, and even winter activities. Improved cycle parking and signage emerged as additional priorities.
- **Reimagining Underutilised Space:** Underutilised spaces like the blank facade of the Marks and Spencer store was seen as an opportunity for a pocket park or public art, improving the overall activation of this stretch of high street.

8.57. **Hackney Central Circus**

- **Prioritising Pedestrian and Cyclist Safety:** Safety for pedestrians and cyclists, particularly at the Narroway junction, was a dominant theme. Participants were broadly in favour of a complete redesign of the junction to prioritise vulnerable users.
- **Improved Connectivity:** Additionally, suggestions arose for better connecting Bohemia Place to Amhurst Road and enhancing the pedestrian experience, along with clearer wayfinding signage, to facilitate easier access to the Narroway.
- **Improved Station Access:** The entrance to Hackney Central Station at this point was described as underwhelming and as feeling unsafe by many participants.

8.58. **Other Comments**

- **Impact on surrounding streets:** A large number of participants expressed concern that the introduction of a bus gate would have a significant impact on surrounding streets, including Graham Road, Dalston Lane, and Pembury Road.
- **Segregated vs. Shared Cycling Routes:** Participants generally expressed a preference for clearly demarcated cycle routes and not making use of shared space layouts like the Narroway.
- **Maintenance of new greenery:** While enhanced greenery in the project area was supported by many participants, there were a number of comments supportive of careful design of green features, selection of plant spaces that are easy to maintain, and regular cleaning and maintenance of the public realm to avoid these spaces becoming littered and overgrown.
- **Support for play-on-the-way:** The needs of young people was a common theme amongst responses, with a number of participants suggesting a lack of play space in the area. There was support for play-on-the-way features that integrate play into the public realm, with some caution noted on the placement of these at a distance from busy bus routes.
- **Improvements to community spaces and buildings on the Marcon estate:** Some participants of the workshops were residents of the Marcon estate that is situated along the Southern side of Amhurst Road. Requests for improvements to the Marcon estate open areas and community were made.

8.59. **Conclusions from Co-Design**

- The proposal for a green corridor was widely welcomed
- Pembury Circus is recognised as a top priority
- The space between Hackney Central station and the Narrowway is a top priority
- Residents want best use of all space, including that which is currently under-used.
- There is a compromise needed because cyclists want to have more hard surfacing and correspondingly less public green space.
- As far as the funding allows, the influence of the project should extend beyond just the Amhurst Road

8.60. **Response to Initial Engagement**

8.61. The key general points raised during the engagement can be summarised as follows:

8.62. ***Pembury Circus - “This needs to be as safe as possible”***

8.63. **Hackney Response:** The Council feels that the redesign of Pembury Circus has reallocated a large proportion of carriageway space to pedestrian footway, with the addition of significantly reducing traffic at Amhurst Road, this has allowed for direct crossing stages to be implemented within the scheme. A right hand banned turn from Pembury Road into Amhurst Road and left hand turn ban from Pembury Road into Dalston Lane are also being implemented within this scheme, this will reduce the amount of potential right hand hook collisions that currently occur at this junction. With the reduction of carriageway space in addition to clear line guidance for drivers, the Council are hopeful that drivers will now position themselves in correct positions when manoeuvring around the junction. Modelling suggests that there should be on average a 35% reduction in traffic in this scheme...

8.64. ***Pembury Circus - “Should prioritise cyclists”***

8.65. **Hackney Response:** Regarding cycle safety in the design, we recognise that the primary cycle movement at this junction is from Pembury Road into Dalston Lane and vice versa. Consequently, this arm has been afforded an early cycle release. Additionally, we are prohibiting the right-hand turn from Pembury Road into Amhurst Road (west) and the

left-hand turn from Pembury Road into Dalston Lane (east). This will substantially reduce the likelihood of potential hook collisions between cyclists and vehicles and provide a direct passage for cyclists into both arms. With the implementation of a bus gate along Amhurst Road, we anticipate a significant reduction in general traffic, particularly approaching Pembury Circus junction. This specific arm of the junction will operate independently, and with the introduction of a feeder lane and Advanced Stop Line (ASL), cyclists will be able to position themselves advantageously to navigate any arm of the junction. We are also hopeful that once the scheme has been implemented, that traffic levels will decrease even further than the modelling suggests and thus allowing us the capacity to install early cycle releases at all arms, albeit this will be done once the scheme has been fully analysed.

8.66. ***Pembury Circus - "More space is needed for public realm"***

8.67. **Hackney Response:** As part of the redesign of Pembury Circus, there will be a large reallocation of existing carriageway space to footway, this will allow public realm opportunities as well as additional greenery in the vicinity. The existing footway by the Pembury Tavern is currently extremely tight and is an area where the Council are looking to do a significant build out to ensure pedestrians are allowed to move around this area freely with minimal restrictions.

8.68. ***Calls for additional project reach:***

8.69. Hackney Response: The Council are aware of requests to expand the current project boundary lines. There is currently a separate scheme being delivered on site along Pembury Road which will include segregated cycling tracks and there are also plans to redevelop Hackney Downs station, which the Council are currently working on in partnership with Network Rail and further details regarding this will be published in the coming months. The Council are also working on a crossing point at Sandringham Road junction with Amhurst Road, however, as of yet there is currently no funding allocated to projects located outside of the Central Government grant area.

8.70. ***Need Improved greenery:***

8.71. Hackney Response: As part of the Amhurst Road scheme, we are proposing to install approximately 1800m² worth of new accessible green infrastructure within the space, this will also help collect a large proportion of surface water in this area instead of through the existing main drainage system. We are also working closing with the Councils

housing team with existing housing land and opening this space up to the public highway and providing a seamless transition between the both.

- 8.72. Planting will maximise biodiversity and contribute to wider aims for conservation and green corridors.
- 8.73. ***Should incorporate Recreation Space, water and even Retail Space***
- 8.74. **Hackney Response:** A balance is needed between space for people to linger and interact, versus places that encourage anti-social behaviour. Designers have taken care to incorporate the maximum amount of social space. Water features will be incorporated where maintenance liabilities allow. The use of space for a retail unit, such as a coffee kiosk, is being investigated. This should not compete with existing businesses but could help animate the area and increase surveillance.
- 8.75. ***Main Concern is Anti-social behaviour:***
- 8.76. Hackney Response: We are currently working closely with the Councils CCTV, enforcement and ASB team to ensure current issues are mitigated where possible and ensuring that future spaces are designed in a way to prevent any ASB issues where possible. This may be done via additional CCTV cameras installed within the area and/or additional enforcement officers on site.
- 8.77. Anti-social cycling and illegal electric bikes are being looked at by our enforcement team and are regularly reported to the police.
- 8.78. Street lighting will be examined and as far as possible improved.
- 8.79. ***The corridor should have a segregated Cycle Route:***
- 8.80. **Hackney Response:** The Council feel that with the introduction of the bus gate along Amhurst Road and the resulting significant reduction in traffic along this road, will mean that cycling safety will be significantly improved for those people who choose this route.
- 8.81. Our surveys suggest that other cycle movements are more heavily used. The Council are working on alternative routes in and around Hackney Central as separate schemes, to facilitate cyclists to use alternative routes to navigate around the area. Having green space instead of hard cycle facilities means that there will be an overall benefit in safety for all active travel users. Existing carriageway widths of 12-13m will be

reduced to approximately 6.5m allowing for shorter crossing distances for pedestrians and giving pedestrians priority along Amhurst Road.

- 8.82. The improvements in air quality and excess temperatures will also contribute to the overall well being of cyclists.
- 8.83. Compared to a design with a segregated route it is considered that the current proposal has the following advantages:
- This option is greener: 119 trees instead of 63 and no mature trees removed.
 - Surface water absorbed into rain gardens rather than discharged into sewers (additional 855 square metres of Sustainable Urban Drainage).
 - More space for pedestrians, more direct crossing stages at Pembury Junction with less potential cycle/pedestrian conflict.
 - Better for public transport users.
 - Better interchange between buses and rail.
 - Better bus journey times.
 - More civic and cultural space - prioritises place over movement, community and artwork opportunities.
 - Increased economic opportunities - higher footfall expected, public realm improvements will encourage people to spend time in the area.
 - Endorsed by TfL Road Space Performance Group.

See below for the detailed response to the London Cycling Campaign.

8.84. ***You should Transform Hackney Central station arrival, and improve access this represents Hackney:***

8.85. **Hackney Response:** The station area is an important part of the scheme. Final design will take into account feedback from the co-design events. In the longer term any redevelopment of the buildings adjacent to the station will prioritise access for pedestrians.

8.86. ***You need to activate the public realm and reimagine underutilised space:***

8.87. **Hackney Response:** Some of the space is publicly available highways land. However some adjacent areas do have mixed ownership. We are arranging with the Housing authority to combine space so that maximum benefit can be achieved. Further work will be required to talk to private

developers and rail operators to ensure best use of space is made but we are committed to doing that.

- 8.88. We are aware of the heritage of the area, and have used specialist urban designers to help plan a project which maximises the aesthetic potential of the area.
- 8.89. Sustainability will be a core part of the design. By this we also include making the space viable and attractive for long term use.
- 8.90. ***What about the Impact on surrounding area:***
- 8.91. **Hackney Response:** It has been a common concern with Hackney traffic projects that all traffic will simply divert to other routes. In practice, a combination of re-routing, re-timing, changing modes or finding other ways such as online purchasing, means that the diverted traffic is not as bad as expected.
- 8.92. Nevertheless, to allow for a quick and accurate response to any unforeseen difficulties, we have done a large number of traffic counts on all the roads that might see any change. Remedial action will be taken, where necessary.
- 8.93. ***What about maintenance of new greenery:***
- 8.94. **Hackney Response:** The funding has allowed for future maintenance. Designs of things such as rainwater harvesting will help with maintaining greenery.
- 8.95. The new layout will feature less fencing than previously which should assist with ground maintenance and litter picking.
- 8.96. ***Will there be any benefits for Children***
- 8.97. **Hackney Response;** We will incorporate designs to support “play on the way” . Children will not necessarily be encouraged to play at the roadside but will be able to enjoy some time whilst they are there.
- 8.98. Overall the increase in greenery, slower traffic and less noise will be of great benefit to all people, especially children.
- 8.99. ***What about the Emergency Services***
- 8.100. **Hackney Response:** as a direct result of engagement with all of the emergency services we know that the use of camera control of restrictions is preferred to physical closures. Response times can be improved as traffic levels in this area reduce and emergency vehicles can pass without slowing down.

- 8.101. ***Why do you not allow Taxis/Black Cabs through?***
- 8.102. **Hackney Response:** We recognise the importance of taxis, particularly for those who find it difficult to move around. Taxis with business inside the vehicle restricted zone will be able to pick up and drop off. They will then be able to exit the area in the same direction from where they came without risk of penalty. We are trying to find an efficient way of allowing journeys made using a taxicard to have exemption. What must not happen, however, is that this route becomes a shortcut for all taxis in the area, as this would adversely affect the entire project.
- 8.103. ***What about the impact on Disabled People?***
- 8.104. **Hackney Response:** This is covered in the equality impact assessment in the appendix and summarised above. This recognises all nine protected groups and not just those with disabilities.
- 8.105. ***What about the impact on Businesses?***
- 8.106. **Hackney Response:** Despite concerns about a reduction in car use being directly related to a reduction in custom, this has never been proven. It is equally likely that improved conditions will lead to increased footfall, bringing more business.
- 8.107. Following the Stoke Newington Church Street restrictions we saw an increase in footfall and spend, according to MasterCard data. We aim to monitor that here also and will be maintaining close contact with local businesses to see if there are other initiatives that we can support. Video camera counters have been installed which will continuously monitor pedestrian traffic in the area.
- 8.108. ***This is just anti-car. We should be able to drive everywhere and more parking is needed.***
- 8.109. **Hackney Response:** This area has one of the lowest car ownership rates in the UK. Despite this, for the last 50 years space has been taken away from other users to help 'smooth' car traffic. The project proposal still allows car access to all properties and removes a very small percentage of car parking in the area. It therefore represents a minor re-balancing of priorities. Over time the overall traffic levels will reduce which will make essential car journeys easier.
- 8.110. ***This is the council being secretive, dictatorial and wasting money (or making money)***

- 8.111. **Hackney Response:** As set out above the council has a transport policy and many other relevant policies that have all been set out in manifestos, debated in full council, and majority approved.
- 8.112. Local members have been involved in the decision making process and each step has been documented.
- 8.113. Funding came from the Central government, as a result of a successful bid, and is specific to this project.
- 8.114. Any income from penalty charges will be used to pay for the operation of the scheme. Allowing for local access and deliveries does require a larger number of enforcement cameras and manual intervention. So the net income is likely to be small. As with all restrictions, if the number of infringements does not reduce as people get used to it then we shall re-evaluate the design and, although signage will be to full DfT standards, we shall consider increasing beyond this.
- 8.115. ***This contributes towards Gentrification***
- 8.116. **Hackney Response:** The scheme itself is aimed at improving conditions for all people. The area has one of the highest levels of multiple deprivation in the UK, as measured by the most recent census. It is therefore the case that being so far below average any changes will move the area in an upward direction. This is generally seen as an advantage, but the impact on things such as house prices is something the council is acutely aware of and has emphasised as a priority in the [Strategic Plan](#).
- 8.117. ***Miscellaneous Detailed ideas and suggestions***
- 8.118. **Hackney Response:** There were a large number of suggestions of details. For example what should happen to the plan wall outside of Marks and Spencers. For all of these suggestions the design team were asked to note them and take them into consideration. Since some suggestions contradict each other and others were not physically possible it is not possible to implement all suggestions made. But all of them were considered.
- 8.119. **Accessibility of Public Consultation**
- 8.120. All materials used were sent to a target mailing list including those representing groups protected under the 2010 Equality Act. Hackney Council engages these groups through targeted strategies and community partnerships. We address language barriers with inclusive language guides and translation services. The council conducts co-production sessions and safe space discussions with diverse

communities. Ongoing consultation shapes equality plans, while specific support is offered for certain protected characteristics.

8.121. **Stakeholder Engagement**

8.122. As part of the engagement process, stakeholder engagement was carried out. These included all key stakeholders including Living Streets in Hackney (LSiH), London Cycling Campaign in Hackney (LCCiH), The London Fire Brigade (LFCDA), the London Ambulance Service, London Travel Watch, the Metropolitan Police Service and the Royal National Institute of Blind People (RNIB).

8.123. The Council Parking Team, Road Safety Team, Lighting Team, CCTV Team, and Waste Team were engaged specifically on the redesign of this space and to identify opportunities and risks to the redesign.

8.124. Comments on these proposals were received from stakeholders. The following feedback and objections are listed below:

Table 8.1: Key Stakeholder responses to scheme and response

Stakeholder and Views	Hackney Response
<p>TfL Bus Team: “TfL bus operations network traffic controller vans will need access and exemption from this, as they are the team that open and close bus stops, deal with bus related incidents and any bus related support”</p>	<p>The Council noted the exemptions required to service existing bus stops within the bus gate that is being installed and as a result specific exemptions for TfL bus operations network traffic controller vans will be made as part of the scheme.</p>
<p>London Ambulance Service: “The bus gate traffic order must have the following exemption included “exemptions apply to any vehicle being used for Police, Fire or Ambulance purposes”. This then covers our non-emergency vehicles that are critical at getting patients to cancer and renal dialysis appointments”</p>	<p>The Council will ensure that exemptions will be made within the bus gate to any vehicle being used for Police, Fire or Ambulance purposes, which will ensure non-emergency vehicles used by these services are also exempt.</p>
<p>Metropolitan Police Service: “It appears that you are putting in zebra crossings without a minimum of 8 marks on the approach and you also have trees indicated within the controlled areas on the approach to some of these crossings. Note that the MPS does not support either of these features and object to this scheme at this time”</p>	<p>Metropolitan Police Service: With regards to the zig-zags at zebra crossings, a minimum of two zig-zags are required at each zebra crossing as stipulated in the Traffic Signs Regulations and General Directions 2015. Where the traffic authority is satisfied that the ‘layout or character’ of the road means it is not practical to lay eight marks, the number of marks can be reduced to two. In this</p>

	<p>instance, we feel that due to the introduction of a bus gate and thus a significant reduction in general traffic along this road, in combination with the amount of crossings providing in this section of road that two zig-zags are suitable for the new layout of this road. With regards to trees and low level planting in close proximity to these crossings, we will ensure that on the approach to the new crossings that sufficient sightlines are provided at all crossings as part of this scheme.</p>
<p>London Travelwatch: “As more Londoners use the bus than any other type of affordable public transport, London TravelWatch is pleased to see the proposed introduction of the bus gate, which will improve bus journey times for passengers”</p>	<p>Noted</p>
<p>TfL Road Safety Performance Group: “A decision was taken to endorse proposals as presented by borough officers for changes to Pembury Circus and Amhurst Road corridor commensurate to the borough’s Streetscene project with the caveat that, as per Note (g), wider mitigation is considered and reviewed to protect bus speeds where they might deteriorate as a result of the scheme. These are to be considered outside the forum with liaison with TfL officers”</p>	<p>Full details of the scheme were presented and explained to this senior decision making committee of TfL who have responsibility for ensuring the performance of their road network and bus services. We shall continue to engage with this group and via our regular liaison with London Buses representatives.</p>
<p>Disability Backup: Officers met with officials from Disability Backup on Wednesday 7th August 2024 to discuss Amhurst Road and Pembury Circus proposals. Main concerns from the user group were the introduction of continuous crossings with no tactile paving, reallocation of street furniture to suit newly extended footways and the introduction of a cycle bypass track at the north-eastern arm of Pembury Circus. However, there was overwhelming support for this scheme especially with the reconfiguration of Pembury Circus and the positive impacts this will have on disabled users, in addition to the positive</p>	<p>The Council note concerns regarding continuous crossing points with no tactile paving, however, these have only been selected at junctions with extremely low traffic levels (residents entering and exit only), it also worthwhile noting that by introducing tactile paving at these points it can undermine the pedestrian priority feel at these junctions as vehicles will see the demarcation between footway and carriageway and proceed with less caution. As a result, the Council will be proceeding with their design although this will be closely monitored once the scheme has been installed. The Council note that Disability Backup have concerns regarding the cycle bypass track on the</p>

<p>impact this scheme will have on bus journey times.</p>	<p>north-eastern arm of the junction, however, the Council will ensure demarcation blocks will be installed along this lane guiding users to the tactile paving crossing point, it also worthwhile noting that this is the only point at the junction where pedestrians and cyclists integrate with one another and the Council feels the scheme strikes a fair balance between all users.</p>
<p>National Federation of the Blind UK: Officers met with officials from National Federation of the Blind UK on Friday 9th August 2024 to discuss Amhurst Road and Pembury Circus proposals. Main concerns from the user group were the introduction of zebra crossings in replacement of pelican crossings and they also had concerns that the alignment of crossings points at Pembury Circus were not at an optimal angle for visually impaired users.</p>	<p>The Council note concerns from NFBUK regarding the removal of two pelican crossing points in replacement for six zebra crossings. However, the Council feel that this will have a positive impact on all pedestrian users, the anticipated reduction in traffic on this road and the significant reduction in carriageway widths along Amhurst Road will ensure an easier, shorter and pedestrian priority crossing points at six locations along the scheme, compared to two pelican crossings that currently exist now, whereby pedestrians have to wait until the green light to cross. As a result, the Council will be proceeding with the original design of six zebra crossings along Amhurst Road. The Council are currently reviewing all crossing points alignments at Pembury Circus and making adjustments where necessary, however, it also must be noted that some crossing points have limited scope for relocation due to junction capacity reasons, for example, if a crossing point is relocated then the stop lines will also have to be relocated with an unacceptably negative impact on junction capacity.</p>
<p>Hackney Council Road Safety Team: “As always just a caution towards where the planting is being located, having it directly on the approach to a crossing will prevent sight lines for both riders/drivers and peds, so please be aware of this as well as what plants are being used. The same applies to trees especially on the junction mouth”</p>	<p>All approaches to the zebra crossings will ensure sufficient sightlines are provided, as a result, there will be no trees and high level planting in close proximity to the approaches to these crossing points.</p>
<p>Hackney Council CCTV Team: “Pembury Circus - We have a camera right in the centre of this junction and your</p>	<p>Additional meetings have been held with the Councils CCTV team to ensure both Pembury Circus and Amhurst Road meet</p>

<p>designs have taken out the island which it sits on. This junction as we all know is being re-designed around safety, but now does not include a place for the camera. As a result we will likely need this project to fund at least two new camera poles, cameras and ducting to new locations in order to maintain the critical view for public safety. Amhurst Road - Again this section is a critical area for CCTV and our fibre infrastructure which serves both CCTV and ICT. The changes to planting and trees along this section again may need to allow for additional locations”</p>	<p>the requirements set out by the CCTV team, this will ultimately lead to increased surveillance in the area which should help any ASB issue that currently exists in sections of the scheme already.</p>
<p>Hackney Council Lighting Team: “A full design will be needed for this entire scheme that includes Pembury Circus, Amhurst Road, Hackney Central roundabout, Narrowway entrance to Bus Depot, Amhurst Park Estate and Marcon Court Estate. The Lighting Category must be agreed for these areas as part of the design process. Lighting apparatus specification and electrical feed must also be designed and agreed at the earliest stage in advance”</p>	<p>Additional meetings have been held with the Councils lighting team and lighting consultant to ensure that both schemes will meet the requirements set out by the Councils lighting team.</p>

8.125. Detailed Responses

8.126. In addition to the summary responses above there were three detailed submissions by stakeholders which are addressed below:

8.127. London Cycling Campaign in Hackney Feedback:

Table 8.2: London Cycling Campaign responses to scheme and response

Points Raised:	Hackney Response
<p><i>Amhurst Road - We recognise and welcome the level of ambition in putting a bus gate on Amhurst Road. This and the proposed street redesign will drastically transform Amhurst Road, and improve it for residents and sustainable travel. However, we regret that the generous road width has not been used to provide protected cycle tracks along the length of Amhurst Road, which in this case could</i></p>	<p>In an area such as this is it always necessary to balance the needs of all users. Hackney as a borough is very committed to helping cyclists, as witnessed by the extensive network and the wide coverage of Low Traffic Neighbourhoods which offer a good range of options for all-ages cycling. See above for more comments on cycling</p>

<p><i>easily have been done without reducing capacity for other modes .Whilst undoubtedly an improvement, the scheme as it stands without cycle lanes will still fall short of the standard required to enable all-ages cycling.</i></p>	<p>space allocation.</p>
<p><i>We have the following specific concerns about the scheme:</i></p> <p><i>Bus gate hours of operation. When the bus gate is not in operation, between the hours of 19:00 and 07:00, there is no reason to expect traffic levels to be lower than they are currently. Cyclists will have to share the reduced road space with the same volume of private car and goods vehicle traffic as currently.</i></p>	<p>Similar concerns were raised about the bus gate on Stoke Newington Church Street. So far the evidence suggests that traffic will not be higher than currently and that the overall levels of road collisions appear to have reduced.</p> <p>It is something, however, that will be carefully monitored. Full-time video camera counts will continue for another 3 years minimum to check if any changes prove necessary.</p>
<p><i>Bus volume. This is one of the borough's busiest bus corridors, and even in the absence of private motor traffic, buses will still present considerable risk and discomfort to cyclists. Over 2,000 buses a day are scheduled to traverse Amhurst road – nearly one per minute in either direction during peak hours – and this plus exempted vehicles will put Amhurst Road into the category of roads where cycling in mixed traffic (i.e. with no cycle lanes) will 'exclude most potential users' (LTN 1/20, p33), even while the bus gate is operating.</i></p>	<p>LTN 1/20 does allow that certain aspects will influence the decision about segregation. Of relevance here is that Amhurst Road has a speed limit of 20 mph, and lower speeds reduce the risk of severe collisions between vehicles and cyclists.</p> <p>Our improvement of parallel routes is relevant as LTN1/20 suggests : Where alternative routes provide better connectivity," exceptions might apply" - The Council remains committed to further enhancing our borough's cycling infrastructure. The Council is committed to developing Hackney's strategic cycling network. Officers have been planning out key cycling corridors that will enable cyclists to safely and efficiently access all areas of the borough with our expanding network of routes. As part of the TfL funding bid and upcoming Hackney Transport Strategy, officers have been developing these new proposals for strategic cycling corridors that align with our broader vision of safer, more sustainable urban mobility.</p> <p>Additionally, it is important to emphasise that this project is primarily a town centre improvement scheme and was never intended to serve as a strategic cycle route. While cycling infrastructure is an</p>

	<p>important consideration, the primary focus of this project has always been to enhance the overall environment and usability of the town centre.</p> <p>One of the main objectives of the Hackney Central schemes is to serve as a destination point within the town centre, attracting a wide range of people coming and going for various purposes, including shopping, socialising, and accessing local services. The design of the scheme must therefore prioritise creating a welcoming and accessible space that caters to pedestrians, local businesses, and the broader community. Given its role as a town centre, the focus should be on enhancing the public realm to make it a more pleasant and functional environment for people who spend time in the area, not just those passing through</p>
<p><i>Carriageway geometry. The proposed lane widths do not allow any space for cyclists or buses to overtake each other without moving into the oncoming lane. During busy periods this could lead to queuing, bus delays, pressure on cyclists to move quickly, and potentially dangerous close passes of cyclists by bus drivers.</i></p>	<p>Although bus flows are high, they still represent less than one bus per minute. Given the experience of bus drivers in London dealing with increasing levels of cycling this should not cause excessive problems. Bus lanes that are 3 to 3.2 m or 4 to 4.5m are considered safe widths for cyclists. 3.25 to 4m should be avoided at least in general traffic lanes because it's a width that makes drivers think they can pass but may not be safe to do so. Our design has general traffic lanes at 3.2m.</p>
<p><i>Pavement cycling. Given the twin disadvantages of intimidating heavy bus traffic, and slow-moving queues with no overtaking, some cyclists may cycle on the footway in the absence of any dedicated cycling provision.</i></p>	<p>Hackney discourages all illegal cycling on footpaths.</p> <p>Given the relatively low level of cycling and the bus flow of less than one per minute this is not a major concern at this stage, nevertheless we will monitor the situation once the scheme has been implemented.</p>
<p><i>Network connectivity. Such advantages as there are for cyclists in this scheme are unlikely to be fully realised in the absence of safe, direct routes to and from Amhurst Road. In particular, the minimal cycling improvements proposed for Pembury</i></p>	<p>As part of the forthcoming Hackney Transport Strategy we are hoping to gather more evidence on cycle routing and directional flow patterns. Until then it is not possible to comment on this. However all efforts are being made to get</p>

<p><i>Circus suggest that Narrow Way is intended to bring cyclists to Amhurst Road. Given the high volume of pedestrian traffic and its high place value, we do not consider this a suitable route for large numbers of cyclists.</i></p>	<p>all those who can use alternatives to the Narrowway to do so. Alternatives should be seen as St John's Place rather than the Narrowway. The route using Navarino is also scheduled to be extensively improved for cyclists.</p>
<p><i>Traffic displacement. We are concerned that the timed closure of Amhurst Road will make other borough roads worse for cycling. In particular, early iterations of this scheme proposed filters on Navarino and/or Greenwood Roads which have now appear to have been dropped. These narrow roads are essential backstreet routes for cycling that will likely see increased traffic without mitigating measures.</i></p>	<p>Similar concerns have surrounded almost all of our Low Traffic Neighbourhood projects. None of these have proven to be as big an issue as some feared. Nevertheless we have installed additional traffic counting equipment on Navarino and will be ready, with an emergency traffic order if necessary, to act quickly in the event that this proves necessary.</p>
<p><i>Even with the missed opportunities outlined above, with the scheme as it is, we do welcome the pedestrian improvements such as the addition of several zebra crossings. We would like to see one of the two zebra crossings near Brett Street to be made into a parallel crossing, so that cyclists can be encouraged to use the Brett Street > Kenmure Road > Narrowway route to access Amhurst Road and the station entrance. This may relieve some pressure from the busy southern end of the Narrowway.</i></p>	<p>We are very keen to use parallel crossings wherever we can. Several should appear in this area as part of this project but also a separate piece of work funded by the Mayors Air Quality Action Fund. At these specific sites we did very seriously consider parallel crossings. However at the detailed design stage it can be seen that this would, for some cyclists, encourage cycling on the footpath for at least short sections. So this will not be progressed, but will be monitored.</p>
<p><i>Space for cycle parking and dockless bike hire parking near the station entrance would support this.</i></p>	<p>The station entrance will incorporate several facilities for cyclists and other active travel users. This is an important part of the design.</p>
<p><i>Currently the route through Macron Place is a useful way to avoid Pembury Junction. It isn't clear from the resolution on the designs that we've seen what this junction will look like, but we encourage you to ensure that entrance and exit from Macron Place onto Amhurst Road is as helpful to cyclists as possible and possibly add signage for cyclists.</i></p>	<p>This is welcome feedback and will help to influence the design.</p>
<p><i>There is currently a lack of cycle parking near the Aspland & Macron Estate Community Hall.</i></p>	<p>This is useful feedback and will be passed on to the team responsible for cycle parking.</p>

Pembury Circus: We have the following general concerns about the scheme:

Lack of protection for cyclists. Places where cyclists can move safely while protected from motor traffic are minimal, and almost all cycle movements must be completed alongside or across traffic flow, including all right turns. Faced with this, most cyclists will continue to avoid the junction. Most cycle lanes on this design are paint only, which does not protect cyclists from collisions. The one short section of protected track, from Pembury Road to Dalston Lane (E), dumps cyclists directly into traffic without even a painted lane protect them.

We believe that our design for Pembury Circus strikes a balance that benefits all users at this junction. In terms of pedestrian traffic, we have incorporated direct crossing phases at all arms where feasible and are currently collaborating closely with TfL to maximise the green time allocated to pedestrians, ensuring that as many arms as possible can be utilised simultaneously, thereby facilitating a free flow of pedestrian movement. This is currently not viable at the junction in its present state, nor do we believe it would be achieved with a CYCLOPS design.

Regarding cyclists in our preferred design, we recognise that the primary cycle movement at this junction is from Pembury Road into Dalston Lane and vice versa.

- Consequently, this arm has been afforded an early cycle release (currently 4 seconds, though we are working with TfL to potentially extend this).
- Additionally, we are prohibiting the right-hand turn from Pembury Road into Amhurst Road (west) and the left-hand turn from Pembury Road into Dalston Lane (east). This will substantially reduce the likelihood of potential hook collisions between cyclists and vehicles and provide a direct passage for cyclists into both arms.

With the implementation of a bus gate along Amhurst Road, we anticipate a significant reduction in general traffic, particularly approaching Pembury Circus junction. This specific arm of the junction will operate independently, and with the introduction of a feeder lane and Advanced Stop Line (ASL), cyclists will be able to position themselves

	<p>advantageously to navigate any arm of the junction. We are also hopeful that once the scheme has been implemented, that traffic levels will decrease even further than the modelling suggests and thus allowing us the capacity to install early cycle releases at all arms, albeit this will be done once the scheme has been fully analysed.</p>
<p><i>Traffic volumes. Notwithstanding the reduction in traffic from 07:00 to 19:00 due to the Amhurst Road bus gate, this junction will remain unpleasantly busy for cyclists, a reality acknowledged by the retention of two lanes on three of the roads leading into the junction. Mixing with large quantities of cars, buses and goods vehicles is likely to continue to deter all but the bravest cyclists.</i></p>	<p>Modelling does suggest that there will be on average, a 35% reduction in traffic at Pembury Circus during peak periods. However, some arms of the junction will still need two lanes for junction capacity purposes, particularly where some left hand and/or right hand turns are still viable. With regards to cycling using this junction, this has been addressed in the above comment, however, we do appreciate that some cyclists will not be confident to navigate this junction and thus we are currently working on alternative north-south links in the borough for cyclists to use a different means to reach their destination. It is important to note that Pembury Circus does not form part of the strategic cycling network in the borough.</p>
<p><i>Road geometry. While we welcome the new pavement buildouts that will calm some traffic movements, this junction still retains straight, multilane approaches that will do nothing to constrain the dangerous speeds seen currently – particularly between Pembury Road/Dalston Lane (W), and Amhurst Road (W) and Dalston Lane (E). The fact that all five arms of the junction remain open to traffic will ensure that crossing it continues to be a confusing experience for all road users.</i></p>	<p>The final design will have the tightest geometry possible that still accommodates all essential users. Every effort is being made to make the crossing experience as easy and as legible as possible for pedestrians - this is further enhanced with direct crossing stages for pedestrians at all arms, as well as a dedicated “all green” phase for pedestrians throughout the junction. At this stage a full closure of any of the arms is not anticipated but this option is not ruled out, should this prove necessary in the future.</p>
<p><i>Signal timings. In order to maintain junction capacity, advance release for cyclists will only operate on two out of the five junction arms. While a four second headstart is obviously preferable to the zero seconds that others will get, it will allow a typical cyclist to cover only about</i></p>	<p>Regarding cyclists in our preferred design, we recognise that the primary cycle movement at this junction is from Pembury Road into Dalston Lane and vice versa.</p>

<p><i>10m of the 50m distance across the junction before motor traffic starts to enter the junction.</i></p>	<p>Consequently, this arm has been afforded an early cycle release (currently 4 seconds, though we are working with TfL to potentially extend this).</p> <p>We did look at whether early cycle release could be extended to all arms of the junction, however, modelling currently suggests that this is not viable. Nevertheless, once the scheme has been implemented we will continue to monitor the situation and should modelling allow, then we can revisit the junction and install additional early cycle release throughout the junction.</p>
<p><i>Lack of modelling. Despite Hackney's policy commitments to grow sustainable travel, we were told that the potential uplift in cycling that would result from a fully protected scheme had not been modelled for this project, so can have been given no weighting in the evaluation process</i></p>	<p>It is difficult, if not impossible, to model cycle uplift from small design changes. As a Borough we remain committed to a general uplift in cycling for us to remain the number one in London.</p>
<p><i>Hackney Cycling Campaign has commissioned a professional traffic engineer to design a modern alternative junction layout that addresses all these issues. From the point of view of junction capacity, our alternative design works within the timings and road geometry of the council's proposal, and will improve performance. It also ensures that cyclists can complete every possible movement across the junction separated from motor traffic, both in time and space. We are certain a better approach to Pembury Circus is possible, and urge Hackney Council to look again at finding a design that enables everyone to cycle safely.</i></p>	<p>The design that has been presented by yourselves is an option we have already conceptualised ourselves, albeit with slight variations (notably, your design incorporates pathways through the trees to facilitate the modelling). Despite this, significant shortcomings in the design have influenced our decision not to proceed with a CYCLOPS design at this junction:</p> <p>Pedestrian Experience: The pedestrian experience at Pembury Circus was a major focus of feedback during the public engagement process, with many highlighting the absence of direct crossing stages, which forces pedestrians to navigate multiple phases to move from point 'A' to point 'B'. We believe that a CYCLOPS junction at this location fails to adequately address these concerns. From a pedestrian standpoint, the design introduces numerous obstacles, making it particularly challenging for visually impaired users and those with mobility issues to cross safely and efficiently. Our</p>

chosen design reflects a movement hierarchy that places pedestrians at the top, emphasising direct, accessible crossings, reduced waiting times, and a simplified navigation experience. This approach ensures that pedestrians, especially vulnerable users are prioritised in the overall layout, creating a safer, more intuitive environment for all.

Town Centre: Additionally, it is important to emphasise that this project is primarily a town centre improvement scheme and was never intended to serve as a strategic cycle route. While cycling infrastructure is an important consideration, the primary focus of this project has always been to enhance the overall environment and usability of the town centre. Implementing a CYCLOPS design at Pembury Circus and/or segregated cycle tracks on Amhurst Road may shift the emphasis away from the core objectives of improving pedestrian access, green infrastructure, and community amenities, in favour of accommodating cycling routes that were not part of the original scope. One of the main objectives of the Hackney Central schemes is to serve as a destination point within the town centre, attracting a wide range of people coming and going for various purposes, including shopping, socialising, and accessing local services. The design of the scheme must therefore prioritise creating a welcoming and accessible space that caters to pedestrians, local businesses, and the broader community. Given its role as a town centre, the focus should be on enhancing the public realm to make it a more pleasant and functional environment for people who spend time in the area, not just those passing through. This includes ensuring safe and direct pedestrian routes, comfortable public spaces, and the preservation of local character, including mature trees and green spaces

that contribute to the area's overall atmosphere and appeal. Moreover, with the anticipated increase in foot traffic in the area, the design should prioritise pedestrian comfort and convenience. People are not just travelling through the area but are often stopping to visit shops, engage with local services, or socialise. The proposed CYCLOPS design, while beneficial for cyclists, may detract from these core objectives by complicating the pedestrian experience and potentially disrupting the flow of the town centre's diverse users. In summary, the project's focus as a town centre improvement scheme should remain on enhancing accessibility, environmental quality, and the overall experience for people who live, work, and visit the area, ensuring it remains a vibrant and attractive hub.

Impact on mature trees: To achieve a CYCLOPS design that meets the modelling requirements, it would necessitate the removal of two, potentially three, mature London Plane trees on the north-western arm of the junction. This decision presents a significant challenge due to several important considerations. Firstly, there is already limited space available for trees in Hackney, and these trees are not only mature but are also notably large specimens, making them particularly valuable to the local environment and community. Their collective CAVAT (Capital Asset Value for Amenity Trees) value is £442,000, reflecting their significant contribution to the local area's amenity and environmental health. Their large size makes these trees highly visible to a considerable number of people in a densely developed area where such visual amenities are especially important. Additionally, these trees provide essential environmental benefits. They screen buildings on either side of Pembury Place from road noise and particulate pollution,

	<p>which is particularly crucial given that the latest 2022 NO₂ annual concentration at Pembury Circus is 44 µg/m³, exceeding the legal limit of 40 µg/m³. By intercepting rain, these trees also support the local drainage system, mitigating potential flooding and waterlogging issues.</p> <p>Moreover, one of the key objectives of the project is to enhance the provision of green infrastructure. The removal of these trees would be a severe setback to this goal, contradicting the project's aims to improve the area's environmental quality. In summary, while the CYCLOPS design may necessitate the removal of these mature London Plane trees, such an action would have substantial negative impacts on the local environment and community. The high CAVAT value, the essential environmental benefits they provide, and the limited green space in Hackney make the preservation of these trees crucial.</p>
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8.128. Action for Pembury Group, Engagement Submission:

Table 8.3: Action for Pembury responses to scheme and response

<i>Points Raised</i>	<i>Hackney Response</i>
<p><i>“We would encourage the priority of planting to counter the pollution and the already extensive amount of tarmac and paving at the junction. The junction in the current plans still looks excessive with unused tarmac space.</i></p>	<p>As part of detailed plans for Pembury Circus, we are looking for additional greening where possible in newly built out areas and ensuring that these do not interfere with sightlines near crossing points.</p>
<p><i>There are concerns that the junction retains many of its existing collision causes in that it still allows traffic to queue in the central area while waiting for lights to change/traffic to move. This</i></p>	<p>The Council are proposing to remove the right hand turn from Pembury Circus into Amhurst Road which will reduce potential right hook collisions that occur at this</p>

<p><i>encourages vehicles to accelerate to 'catch' the lights before they change, or creep into the central area when the lights are changing.</i></p>	<p>junction, we are also proposing right hand pockets to guide and aid drivers.</p>
<p><i>The creation of an accessible footway between the road and green area in the north-west corner near Pembury Place is essential. We hope this will be implemented as outlined in the latest proposal</i></p>	<p>The Council are looking closely at providing an accessible footway on the north western corner of the junction, however, due to existing tree roots and kerb lines we are very restricted in what we can do at this specific location, albeit we are looking at alternative measures here.</p>
<p><i>There are serious concerns about the removal of pedestrian crossing on the west arm of Amhurst Rd. Pedestrians will wade out into the traffic to find a more direct route to access the shops, offices, laundrette on either side of the road. The smaller informal crossing looks like it may be obscured by the planting so this could be a hazard and reinstating a formal pedestrian crossing is preferred.</i></p>	<p>The Council did look at providing a formal crossing at Amhurst Road (east), however, by providing this, this has an excessive impact on the junction capacity and therefore cannot be progressed, we will however look at planting close to the informal crossing we are proposing here and ensure sufficient sightlines are provided.</p>
<p><i>There is no indication of how plans will design-out the antisocial behaviour currently associated with the junction. The area (particularly the north-west green by Pembury Place) is locally known as 'streetdrinkers Green' for the routine drug dealing, drinking, drug abuse, retail theft, car burglary, fly tipping, littering, sexual harassment, public urination, and fighting that takes place here.</i></p>	<p>The Council are working closely with our anti-social behaviour, enforcement and CCTV team to provide additional surveillance around Pembury Place.</p>
<p><i>The proposals do not appear safe for cyclists. We're aware the Hackney cycling campaign is highlighting the key concerns here.</i></p>	<p>See comments above</p>
<p><i>There is no indication of bus priority except for Amhurst Rd east. There are approx 1200 scheduled buses crossing Pembury Junction everyday. Priority on all arms would enable faster routes/travel times, encourage more people to travel using public transport, and prevent large buses queuing/emitting exhaust fumes in the road.</i></p>	<p>Unfortunately, due to capacity constraints at this junction there are no provisions to provide additional bus priority at this location. We will work with TfL to ensure maximum possible use is made of signal priority for buses.</p>
<p><i>The timing allowed for pedestrian crossings will be key to ensuring their use and pedestrian/driver/cyclist safety to</i></p>	<p>The timing given to pedestrians at the green stage is determined by Transport for London (TfL), although we will be</p>

<p><i>prevent risky crossings between traffic. The current timing allowances here are too limited, and the new timings must account for the high proportion of vulnerable pedestrians using the junction (persons with disabilities, elderly, young children).</i></p>	<p>proposing a pedestrian countdown system at this junction to TfL.</p>
<p><i>The zebra crossing for Amhurst/Sandringham Rd is still vital to control safe speeds and ensure safe crossings for pedestrians (including the school children walking to local schools in the area each day). It is great to see a bike lane installed on this section of Amhurst Road and this should be a great help to those cycling to school, however this needs to be matched with an adequate pedestrian crossing at this specific site as walking is a primary mode of transport for school commutes.</i></p>	<p>The Council are working on crossing measures at Sandringham Road junction with Amhurst Road, however, this falls outside of the area funded and so will need us to seek alternative funding.</p>
<p><i>Could you share an update on the planned improvements to Hackney Downs station and whether the bridges will be repainted as part of the improvements to Pembury Circus</i></p>	<p>A separate update regarding Hackney Downs station scheme will be provided at a later date, when designs have been developed further in partnership with Network Rail. This will be shared with stakeholders at the appropriate time.</p>

In our engagement with the group [Transport for All - Pave the Way](#) they made some general points on Equality Impact Assessments. These points have been considered and our response to them is as outlined below:

Points Raised	Hackney Response
<p><i>We have also seen a lack of understanding of the range of ways in which disabled people are affected. Many boroughs point to the fact that many disabled people don't drive or own a car, presuming they will not be impacted by road closures. Yet, as our research has demonstrated, disabled people are impacted whether they have a car or not.</i></p>	<p>We consider the impact on all groups protected under the Equality Act and not just disabled. It is accepted that the benefits of car use can apply to more than just those with a Blue Badge and this is taken into consideration. We are also actively seeking ways of incorporating TaxiCard journeys. An appeals procedure exists for specific critical trips.</p>
<p><i>We believe the issue of inadequate EQIAs is due in part to the lack of</i></p>	<p>Representatives of all groups protected under the Equality Act are specifically</p>

<p><i>meaningful engagement and consultation with disabled people</i> Solution: Meaningful engagement with disabled people in the community, including consultation with disabled residents. Meaningful outreach must be done to find these people to speak and consult.</p>	<p>targeted to invite feedback and engagement. The Council has a very active team which deals with these groups on a daily basis.</p>
<p>a retrospective equalities analysis should be undertaken by a professional with expertise in disabled access, and co-produced with disabled residents where possible. The EQIA should be specific to the scheme and detailed and thorough enough to identify the problematic areas and put forward solutions to mitigate impact.</p>	<p>This is a good suggestion and we will be happy to invite all groups to participate in an evaluation of the project once it has completed. The EQIA for this scheme is specific, whilst drawing on a wider evidence base using best available data.</p>
<p><i>Accessible communication: Local authorities and TfL need to</i> communicate the LTN changes to local residents clearly and thoroughly. Information about the schemes must be jargon-free and easy to understand, and must acknowledge and address disabled residents' concerns. All communication must be available in a range of accessible formats, and steps should be taken to reach those who do not have internet access. When councils are seeking feedback online, they must use tools that are screen-reader friendly and accessible, and must endeavour to collect feedback in different ways to accommodate disabled people where appropriate</p>	<p>Hackney has an internal communications team which includes specialists in design for all users. To allow for other needs, the Council uses a range of non-digital communications methods and channels to ensure we are reaching as many people as possible. All opportunities to engage with the project will be covered by the Council's Love Hackney publication, which is sent to every address in the borough. We also ensure that any engagement and consultation events are advertised to as many people in the area as possible, through flyers and leaflets sent to residential addresses and local businesses, and it is important that any digital communications make use of alternative text functions wherever possible for those with difficulties accessing photographs.</p>
<p><i>Accessible implementation: We recommend that a full audit is undertaken for each scheme to ensure compliance with accessibility standards, including preventing planters from blocking dropped kerbs, ensuring planters/bollards are placed far enough apart to allow wheelchairs through, sufficient tactile signage, etc</i></p>	<p>Our in-house design team has good experience of designing for all users. Close links have been able to be formed with our retained construction contractor which helps ensure the broad design and the detailed implementation is appropriate for all.</p>

<p><i>Softer approach: In some areas, it may be appropriate to trial timed closures, or alternatively a gradual phase in of restricted (rather than all at once). This could only be done so long as these changes are communicated extremely efficiently to ensure residents are confident about what changes are happening and when</i></p>	<p>In other locations we have used Experimental Traffic Orders. In this case we have instead done a higher level of pre-engagement to help the community understand the proposals. The nature of the construction period does mean that there will be periods of partial restriction that will help users get accustomed to the changes.</p>
<p><i>Dispensation for disabled residents: We suggest that ANPR cameras are used to filter traffic, allowing access for specific vehicles. It is important to note that not all disabled people who require accommodations have a Blue Badge. Of our participants, only 51% hold a Blue Badge. For that reason, we recommend Local Authorities implement a scheme that grants dispensation for disabled people requiring accommodation with access to their home by any vehicle they choose, including taxis. This should be independently arbitrated by an organisation or individual with expertise in access and trained in Disability Equality.</i></p>	<p>As with other restrictions on main roads, there will be opportunities for people in need to apply for a HAC-01 permit which will allow access.</p> <p>A recent review of the HAC-01 permit formalised the eligibility criteria for the permit and responds to this point raised. The review included the recommendation to formalise the eligibility to the HAC-01 permit for taxis transporting Taxicard holder and organisational blue badge holders such as dial-a-ride and SEND transport vehicles and residents who have a physical, non-visible (hidden) or other disability that makes sitting in a vehicle for an extended period of time extremely difficult and impacts their mental and/or physical health.</p> <p>Taxis transporting Taxicard holders are now automatically granted the HAC-01 permit from the point of passenger pick up to the point of passenger drop off. This follows Hackney's leading contributions to the development of a software solution to allow Taxicard exemptions to LTNs.</p> <p>We are also working on service level improvements to automate the process for residents where possible, e.g. e-companion badge holders.</p>

8.129. **Statutory consultation**

8.130. As a result of the TMO process and as part of the statutory consultation process, local residents and the general public are able to give their feedback on the proposed changes to the kerbside. The TMO proposal

will be advertised in a local newspaper and will be featured on street notices at each location.

- 8.131. The proposals in this report are subject to a Traffic Management Order (TMO) process and if the proposed traffic order is made, the installation of the permanent road markings and signage.
- 8.132. In addition, all key statutory consultees will be provided with a scheme notification letter informing them of the upcoming works, the start date, duration of works and contact information. Any feedback will be considered and, if appropriate, amendments to locations within the street may be offered as a resolution.
- 8.133. After the statutory consultation period has concluded, an objection report will be prepared outlining residents' objections to the changes to the Traffic Management Order. All objections will be addressed individually and any presented to the Assistant Director Streetscene for review and approval. Only after the approval of the objection report and subject to any major amendments to the Traffic Management Order, physical scheme notifications will be delivered to properties that will be impacted by the implementation of the scheme. The notification will be delivered two weeks prior to the commencement of construction and contain contact details for the Council to address resident queries. A map of the distribution area is shown in **Figure 8.9**

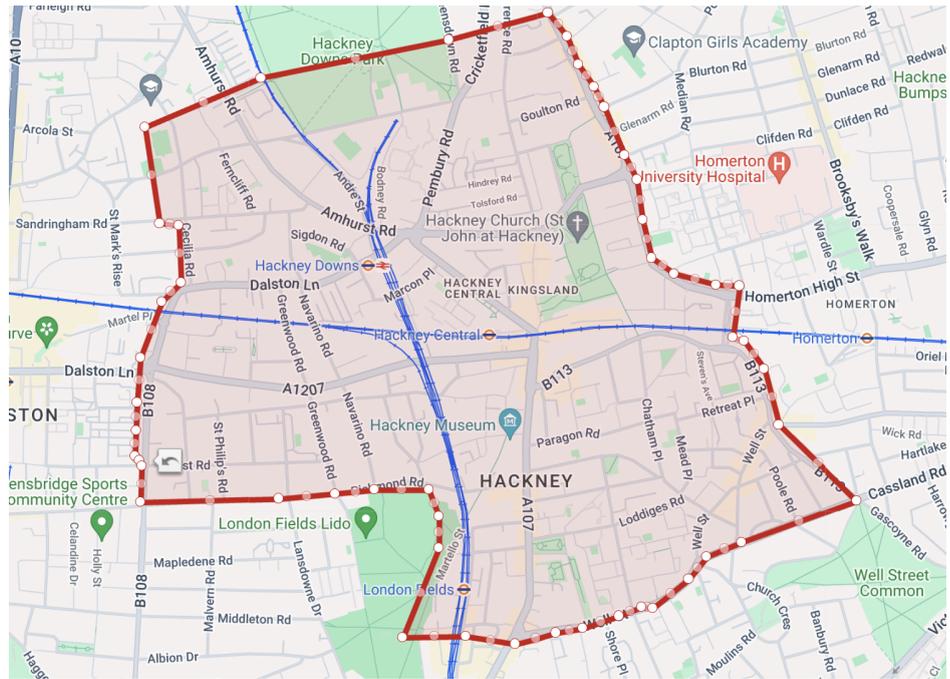


Figure 8.9: Map Showing Leaflet Distribution Area

9. PERMANENT IMPACTS

9.1. Traffic Impacts

- 9.2. As part of the scheme, extensive traffic modelling has been undertaken to ensure that should the proposals be implemented that the surrounding traffic network and junctions can support the proposed changes to traffic movement in the area.
- 9.3. Strategic traffic modelling has been undertaken taking into account the proposed bus gate at Amhurst Road between the junctions of Brett Road and Graham Road, this also takes into account a potential traffic restricting scheme along Chatsworth Road which proposes to restrict southbound traffic. **Figures 9.1** and **9.2** below show both the AM and PM peak of proposed traffic implications on the surrounding network should the scheme be implemented. (All figures are available in high resolution format upon request).

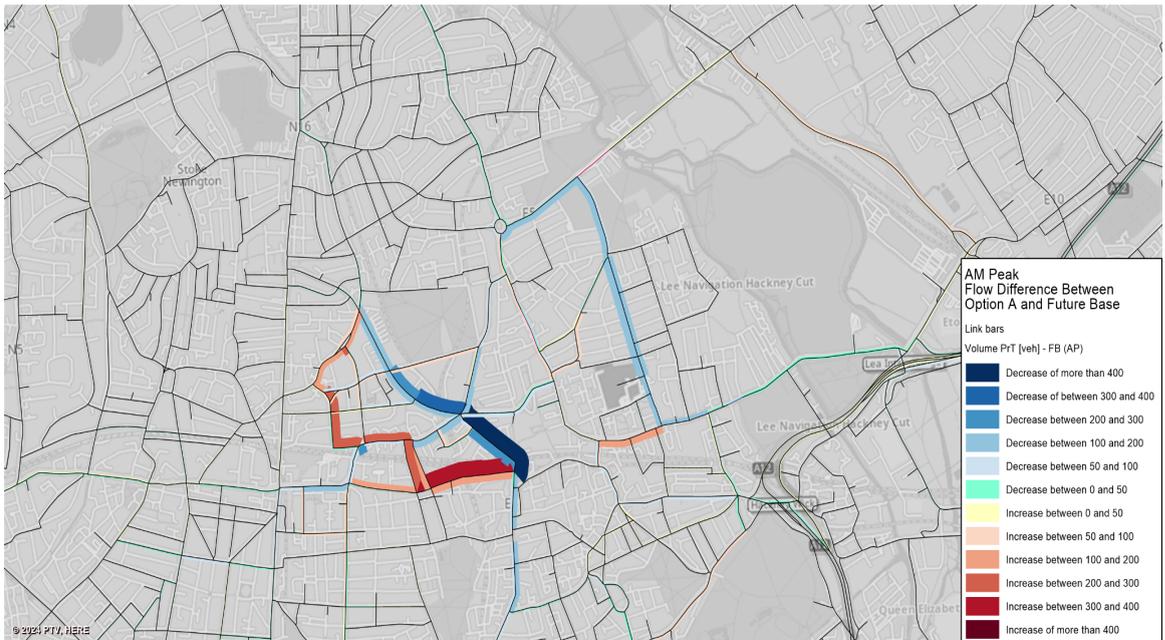


Figure 9.1: AM Flow Difference Between Option A and Future Base

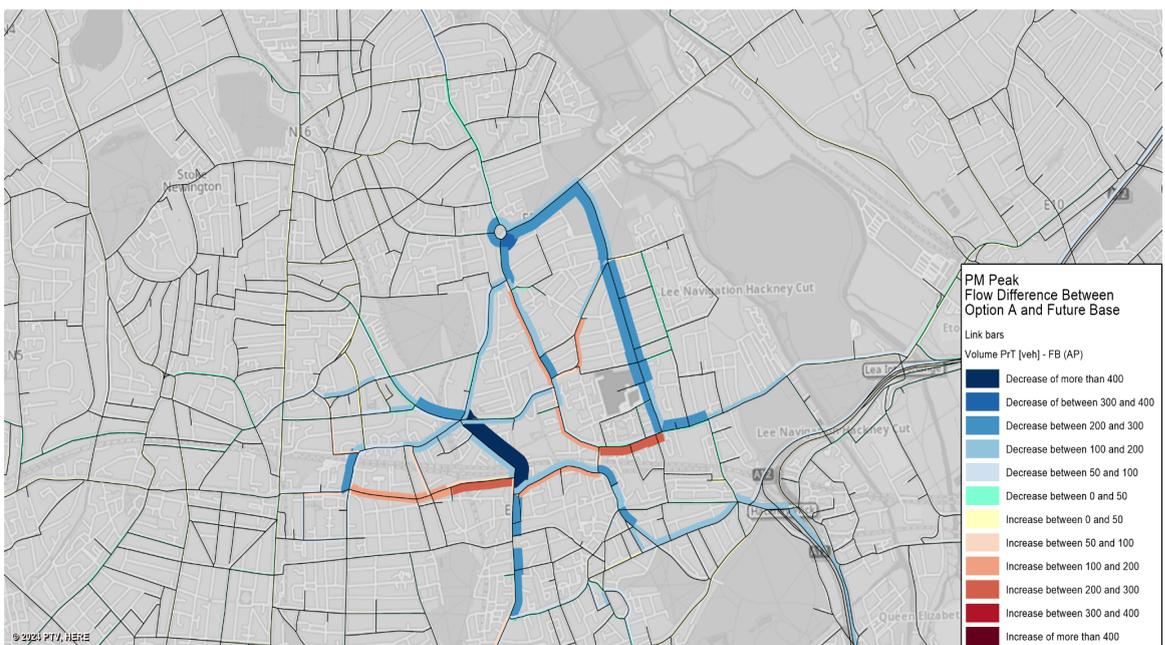


Figure 9.2: PM Flow Difference Between Option A and Future Base

9.4. The above traffic displacement models in **Figure 9.1** and **Figure 9.2** show a large reduction in traffic along both the Amhurst Road, Mare Street and Chatsworth Road corridors, however, there is expected to be displacement along Graham Road and Navarino Road.

9.5. With regards to Navarino Road, the Council are fully aware of the potential negative impacts that could occur should displacement

occur. The Council currently has two permanent traffic counters on both Navarino and Greenwood Road to monitor traffic displacement 24/7 on both of these roads. Alongside this the Council are currently working on potential preventive measures for both roads should traffic levels reach a level that the Council deem unsuitable.

9.6. The Council have also been working on exploring green improvements for Graham Road, but there is currently no funding to advance this work. However, the Council will seek future funding opportunities at the earliest possibility. Initial concepts for Graham Road and our approach to all main roads are set out in the main roads programme which is available online at <https://hackney.gov.uk/transport-in-hackney>.

9.7. As part of the transformation within Hackney Central, we are also re-designing the junction where Graham Road meets Mare Street. Reconfiguring the signals at this junction should help reduce idling traffic during peak periods.

Table 9.1: Traffic volume AM and PM peak, Bus gate vs Future Base

Junction	Future Baseline Demand (veh/hr) AM	Bus Option Demand (veh/hr) AM	Gate AM % Difference	Future Baseline Demand (veh/hr) PM	Bus Option Demand (veh/hr) PM	Gate PM % Difference
Pembury Circus	1,610	1,024	-36%	1,684	1,100	-35%
Graham Rd / Mare St	1,780	1,711	-3%	1,644	1,236	-24%
Morning Ln / Mare Street	1,862	1,922	-2%	1,845	1,441	-22%
Well Street / Mare Street	1,013	916	-10%	1,177	911	-22%
Dalston Ln / Graham Rd	1,675	1,656	-1%	1,886	1,757	-7%

- 9.8. **Table 9.1** above shows a large reduction in traffic at a number of key junctions within Hackney Central. One of the largest reductions is at Pembury Circus, whereby modelling suggests a 36% reduction in the AM peak and 35% reduction in the PM peak, this reduction in traffic has given us the opportunity to redesign a scheme at Pembury Circus that allows direct crossing points for pedestrians, an all green phase for pedestrians crossing the junction and a large reallocation of carriageway space to pedestrians.
- 9.9. It is also important to note that the current method of control for signals at Graham Road junction with Mare Street is being readjusted as part of this scheme, as a result there is a 24% reduction in traffic at this junction during the PM peak at this junction, this will lead to a reduction in the amount of queuing traffic along Graham Road which is currently an issue.

Table 9.2: Bus Journey Times Comparison AM Peak

Route	Modelled Time (s)		Difference (%)	Difference (mm:ss)
	Future Baseline	Proposed		
26 NB	98	106	8%	+ 00:08
26 SB	59	61	4%	+ 00:02
30 SB	434	336	-23%	- 01:38
30 NB	365	355	-3%	- 00:11
38/242 SB	595	560	-6%	- 00:35
38/242 NB	451	459	2%	+ 00:08
55/106/254 NB	572	585	2%	+ 00:13
55/106/254 SB	637	590	-7%	- 00:46
56 NB	167	121	-28%	- 00:46
56 SB	119	127	6%	+ 00:08
236 SB	229	210	-8%	- 00:18
236 NB	357	338	-6%	- 00:20
276 WB	447	445	0%	- 00:02
276 EB	395	334	-15%	- 01:01
277 EB	553	509	-8%	- 00:44
277 WB	504	514	2%	+ 00:10
394 EB	288	263	-9%	- 00:25
394 WB	114	99	-13%	- 00:15

Table 9.3: Bus Journey Times Comparison PM Peak

Route	Modelled Time (s)		Difference (%)	Difference (mm:ss)
	Future Baseline	Proposed		
26 NB	102	106	4%	+ 00:04
26 SB	66	63	-5%	- 00:03
30 SB	526	336	-36%	- 03:10
30 NB	447	347	-22%	- 01:40
38/242 SB	674	519	-23%	- 02:35
38/242 NB	520	506	-3%	- 00:14
55/106/254 NB	611	558	-9%	- 00:53
55/106/254 SB	711	595	-16%	- 01:56
56 NB	167	128	-24%	- 00:39
56 SB	113	121	7%	+ 00:08
236 SB	216	211	-2%	- 00:05
236 NB	407	382	-6%	- 00:25
276 WB	499	403	-19%	- 01:36
276 EB	529	353	-33%	- 02:56
277 EB	597	523	-12%	- 01:14
277 WB	512	508	-1%	- 00:04
394 EB	280	270	-3%	- 00:10
394 WB	105	99	-6%	- 00:06

9.10. **Table 9.2** and **Table 9.3** above shows the positive impact the implementation of a bus gate on Amhurst Road will have upon the bus network within Hackney Central. During the AM peak there is an overall reduction of 6% in bus journey times with there also being no significant negative impacts on bus journey times. In the PM peak this overall reduction increases to 15% for bus journey times, where there are significant benefits attributed to bus routes travelling southbound on Mare Street between Pembury Circus and Graham Road. It is also worth noting that this set of data has been presented to London Buses and the positive impact the scheme will have on the Hackney Central corridor has been welcomed and the proposals have been endorsed by TfL.

Table 9.4: General Traffic Journey Times Comparison AM

Route	Future Baseline (seconds)	Proposed (s)	Difference (%)	Absolute Difference (mm:ss)
Graham Road to Mare St. S	340	312	-8%	00:28
Mare Street S to Graham Rd	289	298	3%	00:09

Table 9.5: General Traffic Journey Times Comparison PM

Route	Future Baseline (seconds)	Proposed (s)	Difference (%)	Absolute Difference (mm:ss)
Graham Road to Mare Street S	341	269	-21%	01:12
Mare Street S to Graham Road	287	306	6%	00:19

9.11. **Table 9.4** and **Table 9.5** above shows what the impact will be on general traffic in and around the Hackney Central area, particularly the route from Graham Road to Mare Street south. This route is defined as Graham Road (Royal Oak Road Bus Stop F) to Mare Street (junction with Westgate Street). During both the AM and PM peak the route for general traffic travelling from Graham Road to Mare Street south will see a reduction of 8% in the AM and 21% in the PM in journey times, this is as a result of the implementation of the bus gate and thus the model predicts there will be significantly less southbound traffic travelling from the North of Hackney to the South of Hackney via Hackney Central. The route from Mare Street south to Graham Road in both the AM and PM peak however is expected to see a slight increase of 3% in the AM peak and 6% in the PM peak, as a result of the bus gate. The model suggests that the amount of left hand turners from Mare Street to Graham Road will increase, hence the slight increase in journey time via this route.

9.12. It is worth noting in this section of the report that the modelling that has been undertaken analyses the worst case scenario for traffic in Hackney Central, it is also compared against a future baseline for Hackney whereby typically the model would expect to see an increase in the area. However, data released by the Dft shows that Hackney was one of only 7 local authorities that did not see an increase in traffic from 2021 to 2022.

9.13. Air Quality Impacts

9.14. The entirety of Hackney is an Air Quality Management Area (AQMA). The AQMA was declared in 2006 for exceedances of the air quality objectives for the pollutants nitrogen dioxide (NO₂) and particulate matter (PM₁₀). Air quality objectives are limits that have been adopted in legislation for the protection of human health. In Hackney, road traffic is the largest source of emissions of NO₂ and PM₁₀, and a significant contributor to concentrations of PM_{2.5}¹². In recent years, there has been strong evidence that links exposure to air pollution - specifically particulate matter - with a range of health impacts.

9.15. In recent years, concentrations of NO₂ have fallen significantly across Hackney. This is likely due to a number of factors, including improvements in tailpipe emissions generally in the vehicle fleet, and policies such as the Ultra Low Emission Zone. However, there are some areas of the borough where annual mean concentrations of NO₂ remain stubbornly high. This includes parts of the scheme area, specifically Pembury Circus (including the junction with Dalston Lane), Amhurst Road and the northern end of Mare Street. It is likely this is due to a combination of high traffic volumes and/or congestion, and specific characteristics of the local environment that prevent dispersion of pollution.¹³

¹² <https://data.london.gov.uk/dataset/laei-2019---borough-air-quality-data-for-llaqm>

¹³ <https://www.who.int/publications/i/item/9789240034228>

9.16. The impacts of traffic schemes on local air quality can be complex. Changes in concentrations of air pollutants can occur over relatively short distances and are highly dependent on the specific local environment, including the built environment, as well as changes in volumes and speeds of traffic. They are also dependent on external factors such as meteorology. The impact of the scheme on air quality has thus been considered using a range of approaches.

9.17. Existing air quality monitoring

9.18. Hackney Council undertakes monitoring of NO₂ using diffusion tubes across the scheme area (**Figure 9.3**). Diffusion tubes measure monthly average levels of NO₂ and are thus used to determine compliance with the annual mean NO₂ objective. Diffusion tubes across the scheme area are shown in the map below. The trend in concentrations of NO₂ since 2017 is shown in **Table 9.6** and **Figure 9.4** below.

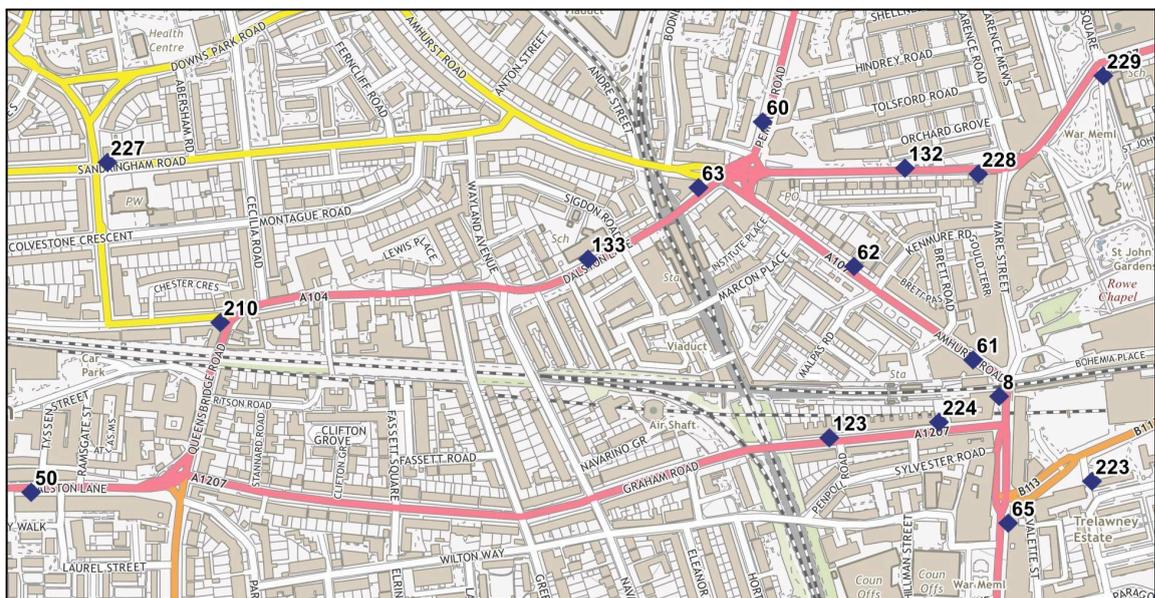


Figure 9.3: Location of Diffusion Tubes across Hackney Central

https://erg.ic.ac.uk/research/home/resources/ERG_ImperialCollegeLondon_HIA_AQ_LDN_11012021.pdf

<https://www.gov.uk/government/publications/air-pollution-cognitive-decline-and-dementia>

Table 9.5: Historical Annual Diffusion Tube NO₂ Measurement

Site ID / Name	2017	2018	2019	2020	2021	2022	2023
8 - Iceland Mare Street	72	64	67	49	43	37	38
50 - Inspired Directions		57	49	47	45	35	38
60 - Dymchurch House	-	-	-	35	36	32	31
61 - Amhurst Road LN 1	-	-	63	51	41	36	38
62 - Amhurst Road LN 2 - LC 10	-	-	44	34	33	31	27
63 - Delta Dalston Lane	-	-	58	49	51	44	44
65 - 290 Mare St	-	-	63	42	39	33	31
123 - Graham Road - LC 32	-	-	47	33	31	30	28
132 - Pembury Estate Dalston Lane	56	50	47	34	35	33	31
133 - Mossbourne Parkside Academy	-	-	38	31	32	29	28
210 - Ridley Road	-	-	-	-	34	31	30
223 - Hackney Central LN 1	-	-	-	-	-	-	21
224 - Hackney Central LN 2	-	-	-	-	-	-	29
227 - Dalston Lane LTN 3	-	-	-	-	-	-	26
<ul style="list-style-type: none"> • Site 228, 229 and 230 were commissioned in 2024 and there is currently no data available. • Concentrations in bold denote an exceedance of the annual mean NO₂ objective of 40 µg/m³. 							

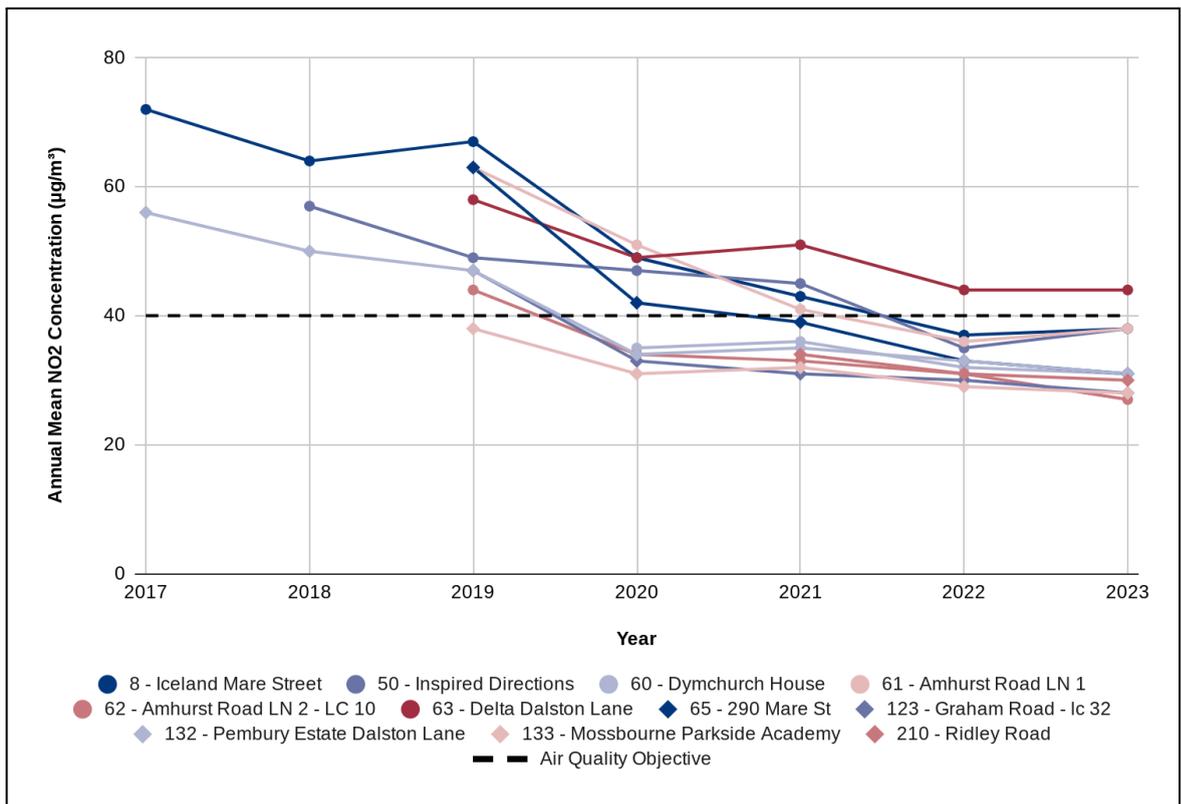


Figure 9.4: Graph of Historical Diffusion Tube Measurements across Hackney Central

- 9.19. The monitoring demonstrates that high concentrations of NO₂ and exceedances of the annual mean NO₂ objective continue to be measured around Pembury Circus, Amhurst Road, Dalston Lane and Mare Street. Action to reduce concentrations of NO₂ in these locations is therefore essential to achieve compliance with the air quality objectives in the shortest possible time. Measures to reduce traffic volumes on Amhurst Road, and a reconfiguration of Pembury Circus to reduce traffic flows, are both measures taken with the aim of reducing concentrations of air pollutants at these locations.
- 9.20. Hackney Council also measures air quality using automatic monitoring stations. These are analysers located in fixed positions that take hourly readings of pollutants, including NO₂, PM₁₀ and PM_{2.5} (depending on the equipment at the station). These monitors take readings much more frequently than diffusion tubes. As such, the results can be used to determine patterns of pollution that occur throughout the day (diurnal variation), e.g. patterns in pollution levels due to road traffic.

9.21. Owing to the high expense there are two monitors currently in operation relevant to the scheme, which monitor both NO₂ and PM₁₀:

- Homerton Library (site ID HK11) - located on Homerton High Street outside Homerton Library, operating since 2022. AM and PM peak traffic on Homerton High Street may be affected by this scheme and other planned schemes, as shown in **Figure 9.5a** and **Figure 9.5b**.
- Dalston Lane (site ID HK14) - located at the junction of Medinah Road with Dalston Lane, opposite the Travis Perkins builders merchant, operating since 2023. Peak traffic on Dalston Lane at this location, especially in the AM, may be affected by this and other planned schemes.

Concentration data for these two automatic monitors is provided below in **Table 9.6**.

Table 9.6: Automatic Monitoring Annual Measurements

Site ID / Name	Pollutant	Concentration (µg/m ³)		
		2022	2023	Objective / Target
HK11 - Homerton Library	Annual mean NO ₂	28	28	40 ^a
	Annual mean PM ₁₀	22	22	20 ^b
HK14 - Dalston Lane	Annual mean NO ₂	-	36	40 ^a
	Annual mean PM ₁₀	-	20	20 ^b

a) For NO₂, 40 µg/m³ is the national air quality objective and the 2005 WHO guideline value adopted by Hackney Council.
b) For PM₁₀, 20 µg/m³ is the 2005 WHO guideline value adopted by Hackney Council as its target, to be achieved by 2030.

9.22. The annual mean NO₂ concentration at both of these sites is below the national air quality objective. However, the annual mean concentration at Dalston Lane was within 10% of the objective. This reflects NO₂ diffusion tube data suggesting high concentrations in the Dalston Lane, Pembury Circus and Amhurst Road areas.

- 9.23. Annual mean PM₁₀ concentrations were at or exceeded the 2005 WHO guideline value of 20 µg/m³ at both sites. Hackney Council adopted these targets in 2021, for achievement by 2030, as part of its Air Quality Action Plan.
- 9.24. **Impact of road traffic on NO₂ and PM₁₀**
- 9.25. A more detailed analysis was carried out of NO₂ and PM₁₀ concentrations at both the HK11 and HK14 automatic monitoring sites, covering the 12-month period between July 2023 and June 2024. This considered how average levels of NO₂ and PM₁₀ change throughout the day and week using data from the whole-year period.
- 9.26. **Figure 9.6a** and **Figure 9.6b** show the patterns of average NO₂ concentrations across each hour of the day and across each day of the week. These clearly demonstrate that concentrations of NO₂ are highest during and just after each of the AM and PM peaks - particularly the PM peak on Homerton High Street. Concentrations are also higher during the weekdays. This pattern at both monitoring sites is indicative of the impact of high volumes of traffic and/or congestion during these hours. It is a clear indication of the need to reduce traffic where concentrations exceed air quality objectives and targets. (high resolution images available on request).

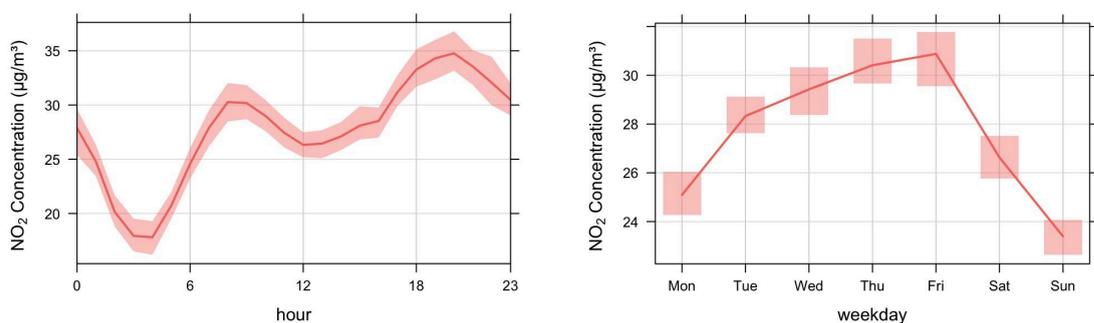


Figure 9.5a and 9.5b: NO₂ concentrations at HK11 Homerton Library

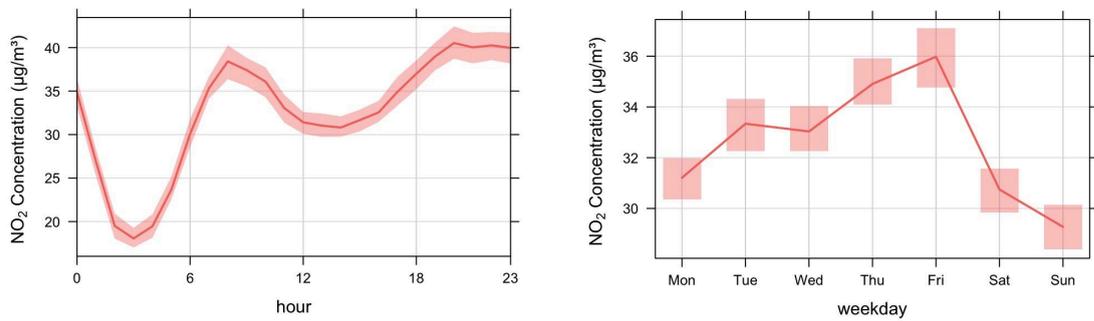


Figure 9.6a and 9.6b: NO₂ concentrations at HK14 Dalston Lane

9.27. **Figure 9.7a** and **Figure 9.7b** show the patterns of average PM₁₀. Observable trends for PM₁₀ are less clear, particularly relating to days of the week, and uncertainties are higher. However, a diurnal pattern is more clear at HK14 Dalston Lane. This reflects the different behaviour of particulate matter as a pollutant, and its lower relative contribution from road traffic. Nonetheless, a road traffic 'signal' is observed at Dalston Lane, where the monitor is located closer to the carriageway. It therefore remains important to consider how traffic may be impacting upon levels of particulate matter.

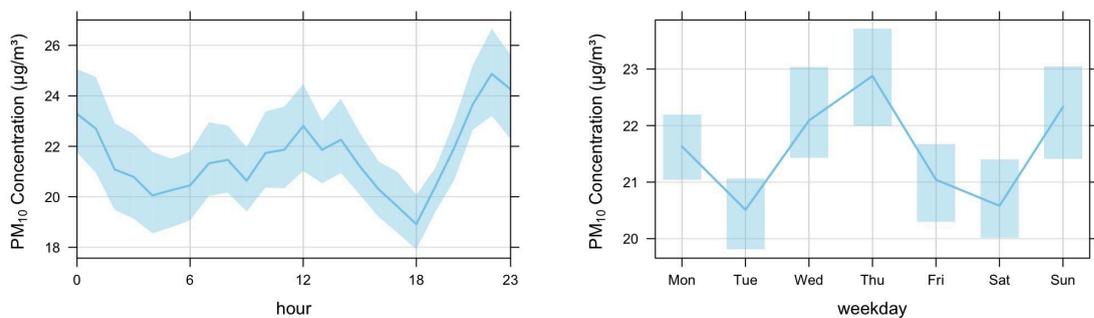


Figure 9.7a: PM₁₀ concentrations at HK11 Homerton Library

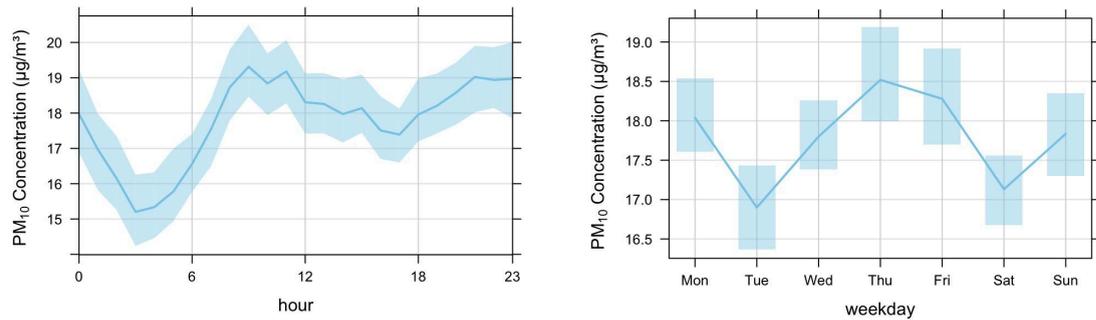


Figure 9.7b: PM₁₀ concentrations at HK14 Dalston Lane

9.28. Monitoring the impact of the scheme on air quality

9.29. The scheme is likely to affect volumes of road traffic across and outside the scheme area. This may affect concentrations of air pollutants, in particular NO₂. A range of steps have already been undertaken, or are planned to take place, to monitor or mitigate any potential impacts of the scheme on local air quality. This supports actions 2, 29 and 33 of the Council's Air Quality Action Plan: to ensure the impacts of traffic schemes on air quality are assessed and integrated.

9.30. A new permanent automatic air quality monitoring station has been installed on Graham Road, at the junction with Dalston Lane. This location was selected due to the importance of this and adjacent roads to through traffic. In this instance, it is significant due to a predicted displacement of road traffic onto Graham Road and Dalston Lane. It will monitor NO₂, PM₁₀ and PM_{2.5}.

9.31. This significant investment will allow the Council to continually review the effects of this scheme, and other schemes, on levels of pollutants where traffic levels and patterns are predicted to change. Automatic monitors allow the analysis of any short-term peaks in air pollution – for example as a result of peak hour traffic – and any changes in maximum measured hourly concentrations. Concentrations of air pollutants will continue to be monitored at other automatic monitoring sites, including at Dalston Lane and Homerton Library.

- 9.32. The wider air quality monitoring network will continue to be monitored closely and reviewed as required. There are a number of long-term NO₂ diffusion tube sites that will continue to be used to assess any changes in trends in NO₂. In addition, there are approximately 10 diffusion tube sites that have been specifically installed in recent years to gather data on the impacts of traffic changes in and around Hackney Central (see **Table 9.5**). Data from these diffusion tubes will be used to monitor either beneficial or adverse impacts on local air quality.
- 9.33. There is also an appetite to increase understanding of the short-term air quality environment (i.e. spikes in air pollution) in areas where high levels of pollution have been measured, but where automatic monitors are not feasible. This has been reflected in feedback that the Council has received from members of the public around levels of pollution on certain roads, such as Graham Road and Dalston Lane. As a result, the Council is exploring the expansion of its use of Breathe London nodes. These are accredited, low-cost sensors that provide near-real time data on levels of NO₂ and PM_{2.5}, available to view publicly online. They are very mobile and can be re-positioned as required, providing additional flexibility.



Figure 9.8: A “Breathe London” low-cost air quality Node

- 9.34. The Council is currently procuring a new Breathe London node (see **Figure 9.8**), to be installed close to Pembury Circus. This will improve data collection at a key scheme location, but an area with some of the highest measured levels of NO₂ in the borough. It will provide greater insight into how levels of pollution changes during peak traffic movements at this location, and also provide information on particulate matter. There is also an opportunity to re-position an existing Breathe London node, currently located on Amhurst Road North (adjacent to Evelyn Court), if required.
- 9.35. As part of a separate project (the Mayor's Air Quality Fund Zero Emission Network), the Council is also aware of plans to install a further Breathe London node at the western end of Dalston Lane.
- 9.36. **Dispersion modelling**
- 9.37. Finally, air pollution dispersion modelling is currently being undertaken to further analyse the potential impacts of the scheme on local air quality. Dispersion models combine predicted traffic flow data with road traffic emissions factors to estimate changes in concentrations of pollutants at specific points. They can be used to predict whether changes in traffic will result in beneficial or adverse impacts on air quality at residential properties, schools, medical centres and so on. Such an analysis has previously been undertaken for other schemes, such as the Stoke Newington Low Emissions Neighbourhood (LEN) and new Low Traffic Neighbourhoods, to improve and better understand the schemes, and avoid adverse outcomes.
- 9.38. The dispersion model will use traffic flow data from the TfL ONE model, combined with results from the strategic traffic modelling as described in **Section 9.1**. Traffic data will be combined with emissions factors from Defra to allow the model to predict changes in concentrations of NO₂, PM₁₀ and PM_{2.5}. The changes in pollutant concentrations will be compared to the air quality objectives and Hackney's adopted WHO air quality guidelines to assess the nature of the impact. A description of the

impacts will be provided as per Institute for Air Quality Management significance criteria.

9.39. The analysis allows for an understanding of the very localised nature of changes in air quality. Modelling takes into account small-scale environmental factors, such as road widths, building heights, distances from the kerbside and meteorology. This allows for a high resolution prediction, and can identify certain locations where the local environment may play a role in increasing or decreasing concentrations of pollutants. This is important when considering long-term changes in air quality at e.g. residential properties and health centres.

9.40. The approach used in previous modelling studies will be adopted for this scheme. This involves increased scrutiny at locations if any adverse air quality impacts are predicted. Mitigation measures will then be deployed to reduce any impacts, for example, exploring an alteration of junction design or alignment. Measures could also involve increased air quality monitoring.

9.41. Air quality modelling also includes an element of road traffic source apportionment. This means the contribution of each type of traffic to concentrations of pollutants can be predicted. This can further be used in planning the mitigations of adverse effects by determining the type of traffic that is contributing to pollutant concentrations.

9.42. **Scheme Impact on Local Businesses**

9.43. This project is primarily a town centre improvement scheme aimed at enhancing the overall environment and usability of the town centre. Core objectives include improving pedestrian access, green infrastructure, and community amenities. The Green Corridor is to serve as a destination point within the town centre, attracting a wide range of people coming and going for various purposes, including shopping, socialising, and accessing local services.

- 9.44. The design is focused on enhancing the public realm to make it a more pleasant and functional environment for people who spend time in the area, not just those passing through. This includes ensuring safe and direct pedestrian routes, comfortable public spaces, and preserving local character, including mature trees and green spaces that contribute to the area's overall atmosphere and appeal. With the anticipated increase in foot traffic in the area, the design prioritises pedestrian comfort and convenience. People are not just travelling through the area but are often stopping to visit shops, engage with local services, or socialise. The project's focus as a town centre improvement scheme is on enhancing accessibility, environmental quality, and the overall experience for people who live, work, and visit the area, ensuring it remains a vibrant and attractive hub.
- 9.45. With the Stoke Newington Church Street scheme, concerns were raised about the impact on local businesses. Two main indicators were used to monitor this: firstly the number of people on foot using the road. This footfall is not necessarily a predictor of propensity to spend but it does help as a long term indicator. Secondly some anonymised totals of spend using MasterCard are available. Although again not perfect, this helps to understand spending patterns and both of these will be carefully monitored and discussed with the Town Centre Manager.
- 9.46. **Delivery and Servicing**
- 9.47. As part of the preparations for the original Liveable Neighbourhood project here we did a Delivery and Service study. A questionnaire survey revealed most of the respondents were from small businesses. Overall, 13 (35%) employed 0 to 5 people, and a further 10 (27%) employed 6 to 10 .The data shows that the most frequent total reasons for a delivery were: beverage/water/alcoholic goods (41 in total) personal deliveries for staff (40) and fresh produce (36). Businesses also reported a total of 62 non. scheduled deliveries per typical week .
- 9.48. Other notable findings are shown in **Figure 9.9** which shows the importance of the loading bay outside of Iceland:

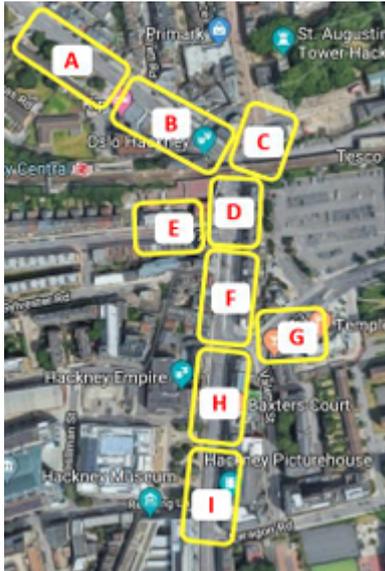


Figure 4.4: Number of deliveries and servicing visits, by video survey zone and type of activity

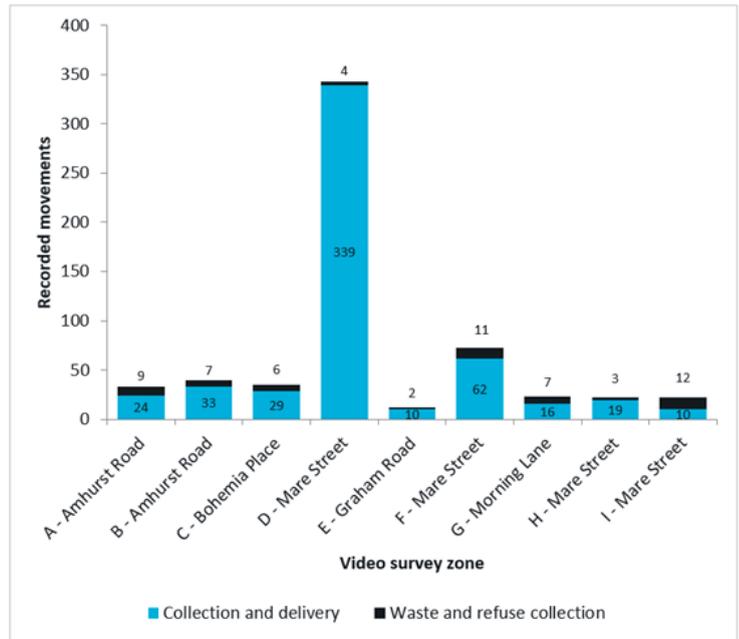
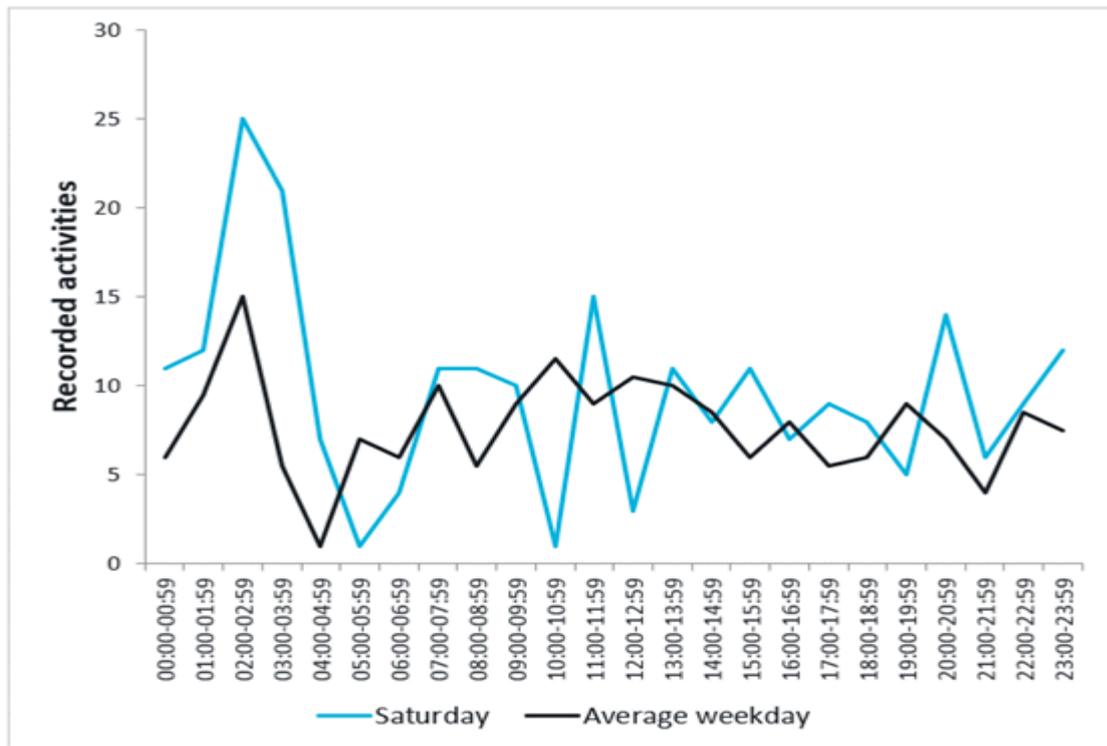


Figure 9.9 Survey of Locations used by Delivery and Service Vehicles

9.49. Also of note is the timing of deliveries which is shown in **Figure 9.10**. This finding led directly to the use of a timed restriction of 7am to 7pm so as best to allow local deliveries.



Source: Video surveys

- 9.50. As part of the wider Hackney Central project, the funding from the Central Government will be looking for ways to further support local businesses. Ideas such as shopfront enhancement grants are being considered. The current proposals include enhanced levels of wayfinding and easier access which should help movement to and from local businesses.
- 9.51. Close contact will be maintained with the Town Centre Manager and with other Hackney Central Initiatives.
- 9.52. **Impact on Sustainability**
- 9.53. As described above, the project should lead to decreased carbon emissions and improved air quality. With fewer cars, noise pollution would also be reduced, creating a more pleasant urban environment. The freed-up space is to be used for green infrastructure, further enhancing environmental sustainability
- 9.54. Economic sustainability should be enhanced by increased footfall and revitalisation of the overall area contributing to long-term economic sustainability.
- 9.55. The project in this low-income area with high bus usage could have significant positive social impacts. By prioritising bus access, it enhances mobility for the majority of residents who rely on public transport. This can improve access to jobs, services, and social opportunities. The reduced traffic should create safer, more pleasant spaces for community interaction, potentially fostering social cohesion and improving quality of life for local residents.

9.56. Risk Assessment

9.57. Full description of risks and mitigation measures are given above but Table 9.7 provides a short summary of important considerations

Table 9.7: Potential Risks and Mitigation

RISK	Severity	MITIGATION
Economic Risk: Short-term negative impact on local businesses due to uncertainty in road layout initially	Medium	- very clear signage including “local businesses unaffected” - Engagement with business and marketing campaigns to promote businesses during the construction phase - Engagement with business and marketing campaigns to promote the area's new pedestrian-friendly status
Operational Risk: Increased traffic congestion on surrounding streets due to road closure	Medium	- Minimised by careful use of transport modelling and optimisation of traffic signals - Alternative routes to be studied and improvements brought in quickly if needed. Extensive signing of alternatives.
Public Safety Risk: Potential delays in emergency service response times	High	- Use of CCTV enforcement specifically designed to help smooth passage of emergency services
Infrastructure Risk: Strain on existing public transport capacity, particularly buses	Medium	- Engagement with TfL via road space performance group - bike share and other sustainable transport initiatives to be introduced in area - walking options will be improved which will help some short trips
Social Risk: Perceived inequity in impact on different community groups	Medium	- Full equality impact assessment. Overall impact predicted to be positive. - Continuous engagement with those representing groups protected under the 2010 Equality Act. - exemption available via HAC01 permit.
Environmental Risk: Potential non-compliance with air quality targets due to traffic displacement	Low	-overall impact expected to be highly positive - Monitor air quality closely and adjust traffic management as needed

10. COMMENTS OF THE GROUP DIRECTOR OF FINANCE

10.1 This report seeks approval to proceed with the statutory process of advertising the necessary Traffic Management Orders and then implement the scheme outlined in this report. The proposed measures will be funded entirely from Central Government funding and matched funding contributions associated with that funding. The costs will be met from the Hackney Central Levelling Up Fund grant, the matched funding associated with this grant and the Mayor's Air Quality fund. The allocation and monitoring of these costs against existing approved budgets will be closely monitored as part of the Council's capital monitoring processes.

11. COMMENTS OF THE DIRECTOR, LEGAL & GOVERNANCE SERVICES

- 11.1. Before making a permanent traffic order, an authority must consider all the objections that are made in response to the notice of making, published in respect of the relevant traffic order.
- 11.2. Any person may within 6 weeks apply to the High Court to question the validity of a traffic order but an order may not otherwise be questioned in any legal proceedings whatsoever.
- 11.3. The network management duty in s.16 of the Traffic Management Act 2004 is a continuing duty and the authority is obliged pursuant to s.17 TMA 2004 to keep its performance of the network management duty under review.
- 11.4. Within the scheme of delegation for Climates, Homes and Economy delegation (authority) for making permanent orders under Section 6 of the Road Traffic Regulation Act (RTRA 1984) Making "permanent" orders for prescribed routes, waiting and loading restrictions, bus stop and school clearways, disabled persons' parking places, doctors' parking places, free parking places, loading bays, bus and cycle lanes,

pedestrian zones, weight, height and length restrictions, is delegated to Head of Streetscene (now titled Assistant Director, Streetscene).

- 11.5. Further, in a Cabinet decision dated the 11th December 2023, Cabinet approved delegation for the Assistant Director, Streetscene to make and implement the necessary Traffic Orders for the Hackney Central & Pembury Circus Green Corridor, subject to the requirements of Local Authorities' Traffic Order (Procedure) (England and Wales) Regulations 1996; and following the relevant statutory consultation with all objections/responses received to be considered, recorded in writing, and signed by the Assistant Director, Streetscene in consultation with the Cabinet Member for Climate Change, Environment and Transport.
- 11.6. A Key Decision is a decision which is defined in the Local Authorities (Executive Arrangements) (Meetings and Access to Information) Regulations 2012 as an executive decision which is likely to:
 - (a) Result in the Council incurring expenditure which is, or the making of savings which are, significant having regard to the Council's budget for the service or function to which the decision relates; or
 - (b) Be significant in terms of its effects on communities living or working in an area comprising two or more wards in the area of the Council. This decision is a key decision as it is significant in terms of its effects on communities living or working in an area comprising two or more wards.
- 11.7. The Council's Constitution allows for Key decisions to be made by relevant officers with relevant delegated authority. Key decisions must be published in the Executive Meetings and Key decision notice in accordance with the Access to Information Procedure Rules contained in the Council's Constitution.
- 11.8. The Assistant Director, Streetscene is authorised to approve the recommendations set out in this report.

12. APPENDICES

- A: Scheme Drawings
- B: Full EQIA
- C: Traffic Modelling Output Report
- D: Pembury Circus Linsig Report

13. BACKGROUND PAPERS

- (a) Levelling Up Bid Application
- (b) Hackney Town Centre Strategy
- (c) Hackney Central Conversation
- (d) Emergency Transport Plan

13.1. Background papers (a), (b), and (c) can be accessed here:

<https://hackney.gov.uk/regeneration-hackney-central>

13.2. Background paper (d) can be accessed here:

<https://hackney.moderngov.co.uk/ieDecisionDetails.aspx?Id=6444>

In accordance with The Local Authorities (Executive Arrangements) (Meetings and Access to Information) England Regulations 2012 publication of Background Papers used in the preparation of reports is required

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AUTHORISATION OF ASSISTANT DIRECTOR, STREETSCENE:

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Name:

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11/10/2024

Date:

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