

DELEGATED POWERS DECISION

STREETSCENE SERVICE PUBLIC REALM DIVISION - NEIGHBOURHOODS AND HOUSING

STOKE NEWINGTON CHURCH STREET

Notes:

1. The overall scheme was approved by Cabinet in the September 2020 Cabinet Meeting as part of the Emergency Transport Plan. Subsequent to that, detailed design has continued and formal approval is sought for the next stage as set out below.
2. Pre-engagement has been carried out, including a Car Free Day, with positive feedback received for reducing the amount of traffic through the Stoke Newington Town Centre.

AGREE TO PROCEED WITH:

- The advertisement of the Experimental Traffic Management Orders (ETO) to introduce the following elements:
 - A traffic filter on Stoke Newington Church Street, operating from 7am-7pm, Monday-Sunday. Exemptions to the traffic filter would be:
 - Buses as Public Service Vehicles (not serving private uses such as schools or businesses)
 - Emergency service vehicles
 - Council waste services
 - Construction vehicles performing maintenance on the closure point itself
 - Traffic Order Enforcement vehicles
 - Hackney residents with companion e-badge, or who are blue badge holders and have registered one vehicle for an exemption permit
 - Cycles
 - 5 Low Traffic Neighbourhood (LTN) filters operating 24 hours a day, 7 days a week, to create local Low Traffic Neighbourhoods and prevent rat-running around the traffic filter on Stoke Newington Church Street.
 - Lordship Park at the junction with Lordship Terrace
 - Yoakley Road at the junction with Stoke Newington Church Street
 - Bouverie Road at the junction with Stoke Newington Church Street
 - Oldfield Road between Kynaston and Sandbrook Road
 - Nevill Road between Dynevor Road and Barbauld Road

These will have the same exemptions as the traffic filter on Church Street with the exception that during the trial period Blue Companion e-Badge holders will NOT be exempt through these points. (see 6.1.16)

- Advertisement and implementation of supporting works, including closing Lordship Park (slip road arm) at its junction with Stoke Newington Church Street, reversing the one-way on Edward's Lane and the removal of approximately 15 permit parking bays in the area, spread across the LTN filters
- The continuation of planned engagement and communication activities, including launching a Commonplace engagement platform to provide information and collect feedback
- Acknowledge the separate advertisement and implementation of supporting works on Manor Road to mitigate potential traffic displacement

REASONS

The proposals will:

1. Reduce congestion in Stoke Newington Town Centre, while improving conditions for pedestrians and supporting bus services and emergency vehicles
2. Reduce vehicle traffic levels on Stoke Newington Church Street, Albion Road and the surrounding area
3. Improve walking and cycling conditions in the local area, including on the CS1 (Cycle Superhighway 1) and along Stoke Newington Church Street, in line with guidance from the DfT (Department for Transport)
4. Support Covid-19 pandemic measures including improving the pedestrian environment, and prevent a car-based recovery, in line with guidance from the DfT
5. Improve air quality on Stoke Newington Church Street and in the surrounding area, including outside several schools
6. Reallocate road space to more sustainable modes such as walking and cycling, following the Healthy Streets Agenda
7. Improve road safety in the town centre and reduce conflicts between modes, including on the CS1
8. Contribute to a variety of Hackney's Transport Strategy and the Mayor of London's Transport Strategy policy objectives
9. Use Experimental Traffic Orders to implement the changes for the following reasons:
 - a) the changes are being implemented during a time of global uncertainty that makes it more difficult to predict impacts,
 - b) traffic modelling of complex schemes such as these are subject to assumptions and we are seeking to test those assumptions in a real world scenario,

c) it is the first execution of the Council's new approach to exemptions for blue badge holders through certain filters and serves as a test for the real world workings of the exemption,

d) relating to global uncertainty due to the pandemic, peak times and travel patterns have changed and are likely to change again and therefore will serve as a test of the proposed 7am-7pm timings of the Church Street restriction in the real-world,

e) neighbouring boroughs are also making changes and the experimental approach will serve as a test of the interactions between schemes,

f) there is a desire to implement pavement widening and other more permanent pedestrian environment improvements, and the experiment will allow further evaluation of traffic levels to inform those designs.

1.0 Background

1.1 Stoke Newington Church Street and Area

- 1.1.1 Stoke Newington Church Street is a street in the Clissold and Stoke Newington Wards that fulfills many different functions. It is a busy town centre, it is a B-road (B104) together with Albion Road, it hosts a number of local amenities including schools, Stoke Newington Fire Station, Stoke Newington Town Hall and it is an important street for bus services and walking and cycling routes, amongst other functions. The frontages on either side of the street consist of a mix of residential and commercial premises, including shops on the bottom floor and flats above.
- 1.1.2 Whilst Stoke Newington Church Street provides a mix of functions as above, the surrounding area is mostly residential. Parades of shops in the local area include Albion Parade and Kynaston Road, while other local restaurants and businesses can be found on the residential roads, particularly to the south.
- 1.1.3 The Stoke Newington and Clissold Ward profiles can be found here: <https://hackney.gov.uk/hackney-ward-profiles>. Whilst data is from the census in 2011, it still provides an important introduction to the local area. Compared to Hackney as a whole, both wards have relatively more adults and less young adults/children, proportionately more white British and fewer black African and Caribbean people, and unemployment in these wards is proportionately lower than the Hackney average.
- 1.1.4 Looking wider, the Clissold ward is within the 40% most deprived wards in London, and is just outside the top 20% of English wards in terms of deprivation. The Stoke Newington ward is within the 30% most deprived wards in London, and is within the 20% most deprived wards in England.

1.2 Introduction to Scheme

1.2.1 The scheme proposals for Stoke Newington Church Street (“the Scheme”) can be summarised in three main elements:

- 1) A traffic filter installed on Stoke Newington Church Street, operating from 7am-7pm, Monday to Sunday (see drawings in Appendix A).
- 2) Five supporting LTN filters to the north and south of Stoke Newington Church Street to support the traffic filter on it, by preventing drivers from going around it. These LTN filters would be enforced 24/7 and would require the one-way on Edward’s Lane to be reversed and the removal of numerous permit parking bays in the area (see drawings in Appendix B).
- 3) Various pavement widening sections on Stoke Newington Church Street to support pedestrians, bus users and local businesses. However it should be noted that this element of the Scheme, although discussed with stakeholders, will be treated as a separate phase of works and therefore approval is not sought within this report.

1.2.2 Two blended crossings on Yoakley Road and Bouverie Road would also be installed to improve the priority for pedestrians at the junctions. A more in-depth explanation of the Scheme can be found in Section 2 of this report.

1.2.3 The original proposals were featured in the September Cabinet Report on the Emergency Transport Plan (ETP). In that report, the plans were presented and the following recommendations were made and approved:

“Subject to obtaining funding from the DfT Emergency Active Travel Fund as detailed in paragraph 2.7, that Cabinet approve the Stoke Newington Church Street Town Centre Scheme and:

- a) *Authorise the Head of Streetscene to make and implement the necessary Experimental traffic order, subject to the requirements of the Local Authorities’ Traffic Orders (Procedure) (England and Wales) Regulations 1996,*
- b) *Authorise the Head of Streetscene to make minor adjustments to the proposals as required, following design development and feedback from key stakeholders, including local residents.*
- c) *Authorise the Head of Streetscene to decide whether to make permanent or not the related experimental traffic orders following consideration of all objections/responses received in*

the statutory six month period. Any such decision shall be recorded in writing and signed by the Head of Streetscene in consultation with the Cabinet Member for Energy, Waste, Transport, and Public Realm. “

- 1.2.4 This Delegated Powers Decision (DPD) and the proposals and recommendations presented within it reflect the ETP recommendations (a) and (b), which allow the Head of Streetscene to make minor adjustments to the proposals as required, as well as make and implement the necessary Experimental Traffic Orders.
- 1.2.5 Recommendation (c) would be subject to the experimental period and a new DPD.
- 1.2.6 The Church Street Scheme is one which affects two or more wards, and therefore falls within the definition of a ‘Key Decision’ under the Council's constitution. Cabinet level approval was required for this scheme, and, for clarity, approval was granted during the September 2020 Cabinet meeting. This report is to confirm and approve the detailed designs, incorporating any changes and feedback from stakeholders received in the interim period.
- 1.2.7 The Scheme has been submitted to the DfT’s Active Travel Fund (ATF) for funding. Successful applications are funded through TfL’s Streetspace programme, as TfL administers the funding on behalf of all London Boroughs.
- 1.2.8 Funding for the Scheme has been confirmed, subject to all approvals being obtained and it being delivered in accordance with agreed timescales. More information regarding funding can be found in Section 8.
- 1.2.9 The Scheme aims to meet several objectives which are to:
1. Reduce congestion in Stoke Newington Town Centre, while improving conditions for pedestrians and supporting bus services and emergency vehicles
 2. Reduce vehicle traffic levels on Stoke Newington Church Street, Albion Road and the surrounding area
 3. Improve walking and cycling conditions in the local area, including on the CS1 and along Stoke Newington Church Street, in line with guidance from the DfT
 4. Support Covid-19 pandemic measures including creating more pedestrian space to allow for social distancing, including at bus stops, and prevent a car-based recovery, in line with guidance from the DfT
 5. Improve air quality on Stoke Newington Church Street and in the surrounding area, including outside several schools
 6. Reallocate road space to more sustainable modes such as

walking and cycling, following the Healthy Streets Agenda

7. Improve road safety in the town centre and reduce conflicts between modes, including on the CS1
8. Contribute to a variety of Hackney's Transport Strategy and the Mayor of London's Transport Strategy policy objectives

1.2.10 The Scheme has been in development for more than a year, stemming from the LEN16 project, which is a Low Emission Neighbourhood (LEN) project funded by the Mayor's Air Quality Fund and announced by the Mayor of London in June 2019. That project had the objective to reduce polluting traffic on Stoke Newington Church Street.

1.2.11 The response to the Covid-19 pandemic affected the implementation timeline of these objectives and also influenced the proposals.

1.2.12 As the Covid-19 pandemic is ongoing, demonstrated by a third national lockdown started in January 2021 (although it is acknowledged that the situation may be improving), it is important that this Scheme is realised to support walking, cycling and social distancing in the local area. The Scheme will also support a green recovery by promoting active and public transport over car-based transport.

1.2.13 The Scheme proposals are consistent with both the Council's Transport Strategy and the Mayor of London's Transport Strategy. Moreover, the Scheme is in line with Covid-19 related documents, including Hackney's Emergency Transport Plan, TfL's Streetspace programme and the Dft's guidance for local authorities on pandemic related transport interventions.

1.3 Road Layout

1.3.1 Stoke Newington Church Street, together with Albion Road, constitutes the B104 designated route which is a distributor route, providing an east-west through route and access to surrounding neighbourhoods. Together with other local roads, it also provides a through road for north-south traffic, e.g. traffic that uses Lordship Road and Albion Road.

1.3.2 Stoke Newington Church Street is also a very narrow street. Several sections are only 10-12m in width including pavements. This has resulted in a two-way road with vehicle lanes averaging 3-3.5m in width and pavement widths of 1.5-2m. The latter are very narrow, especially for busy locations with a relatively large number of pedestrians and attractors such as shops and schools, and fall below accessibility design guidance for footways. Building frontages are often situated directly on the pavement edge and do not have front gardens. In general Albion Road is wider with several sections hosting parking on both sides, and more buildings have front gardens separating the carriageway and the building frontages. However, keeping in mind the level and type of traffic this B-road is subject to (including a bus route), the relatively narrow road width remains an issue.

- 1.3.3 Residential streets in the neighbourhoods around Stoke Newington Church Street vary in their characteristics. Some are quite short and narrow, for example south of Stoke Newington Church Street. Other streets, e.g. north of Stoke Newington Church Street, are quite long and wider. Several of these local streets have been identified as carrying through traffic, such as Dynevor Road, Lordship Road and Bouverie Road.
- 1.3.4 Bouverie Road, Stoke Newington Church Street, Defoe Road and Nevill Road are part of the existing CS1 Route that provides an important north-south connection for cyclists parallel to the A10. A new north-south cycle route has recently been introduced as an experimental scheme on Green Lanes (A105). However, there is no good east-west cycle route in the area.
- 1.3.5 For pedestrians, aside from being an important destination in itself, Stoke Newington Church Street is an important east-west walking route. It connects several neighbourhoods with the A10 and the shops and amenities that exist on this street and hosts several entrances to green spaces such as Abney Park and Clissold Park.
- 1.3.6 Several bus routes, including a night bus, use Stoke Newington Church Street and Albion Road. These bus services (routes 73, 393, 476 and the N73) are important for the local community in the absence of other public transport options such as the Overground or Underground stations.
- 1.3.7 There is no specific infrastructure for London Licensed Black Cabs (taxis) in the local area such as taxi stands or dedicated taxi bays where cab drivers can park and wait. Albion Road has recently seen the installation of a rapid charging point for electric vehicles that is publicly available and there are two other electric charging points on Yoakley Road. There are several blue badge holder bays in the area, including one outside 92 Stoke Newington Church Street. There are also several special bays in the area for healthcare services including Ambulance bays on Yoakley Road.

1.4 Local Amenities and Attractors

- 1.4.1 There are several important local amenities and 'trip attractors' that include emergency services, public health locations, schools, public service buildings, commercial locations and local parks.
- 1.4.2 Several primary and secondary schools exist in the area, including: William Patten Primary School, St. Mary's Primary School, Grasmere Primary School, Betty Layward Primary School, Grazebrook Primary School and Stoke Newington Secondary School. William Patten and St Mary's both have direct frontages onto Stoke Newington Church Street (see drawings in Appendix C).

- 1.4.3 Stoke Newington Church Street also hosts a station of the London Fire Brigade (LFB). This station is very important for Northeast London, and therefore the proposals accommodate the requests of the LFB. Whilst there is no police station in the immediate area, there is a police station located on Stoke Newington High Street (A10) which is also important for the local area.
- 1.4.4 There are several important locations in the area for healthcare including: the Barton House Group Practice on Albion Road, and two pharmacies, one near the junction of Albion Road and Stoke Newington Church Street, and one at the junction with Bouverie Road and Stoke Newington Church Street (see drawings in Appendix D).
- 1.4.5 Public service buildings along Stoke Newington Church Street, include the Stoke Newington Public Library and the Stoke Newington Town Hall. Both of these locations can host events and are important trip generators. There are also a range of other community buildings and event spaces in the area such as Abney Public Hall.
- 1.4.6 The area has two large green spaces, Clissold Park and Abney Park Cemetery, as well as several smaller green spaces, such as Butterfield Green and Kynaston Gardens. Both the large green spaces have access points on Stoke Newington Church Street.
- 1.4.7 There are many commercial frontages on Stoke Newington Church Street between Albion Road and the A10, including several commercial frontages on a stretch of Albion Road called Albion Parade and on several neighbourhood streets including Kynaston Road. Important commercial premises include a Wholefoods supermarket on Stoke Newington Church Street and several pharmacies in the local area.

1.5 Previous/relevant projects in the area

- 1.5.1 There are a number of local projects that may have a bearing on the Scheme. Some of these projects relate to the Covid-19 response, whilst others were being implemented prior to it. The cumulative impacts of these projects are recognised and will receive particular attention in the monitoring and evaluation of impacts.
- 1.5.2 **LEN16** - this is a Low Emission Neighbourhood Project funded by the Mayor's Air Quality Fund, which focuses on Stoke Newington Church Street and the surrounding area and has been in existence since spring 2019. One of the central aims of the LEN16 is to reduce polluting traffic on Stoke Newington Church Street. Several engagement exercises have been organised to discuss priorities, issues and the project objectives with local residents and businesses.
 - 1.5.2.1 While more information can be found in Section 4, the LEN16 organised several pop-up events to engage with local communities in mid to late 2019, including one Car Free Day September 2019 which saw the closure of Stoke Newington Church Street for one Sunday. A

two-month online Commonplace engagement exercise was also organised in January-February 2020, which allowed local people to identify local issues, discuss solutions and evaluate the LEN16 project objectives, including those for Stoke Newington Church Street. An evening community workshop was organised as part of this engagement exercise.

- 1.5.4 **The Walford Road Road Safety and Traffic Reduction Scheme (“Walford Road Scheme”)** - this introduced three experimental traffic filters south of Stoke Newington Church Street. One of the identified concerns in response to this project was that the interventions would displace traffic to Stoke Newington Church Street. Any potential traffic displacement and corresponding potential changes in air pollution was especially relevant for local communities and primary schools, such as William Patten, St. Mary’s and Grasmere Primary School. The Walford Road Scheme was introduced during the Covid-19 pandemic in September 2020.
- 1.5.5 **The Emergency Transport Plan (ETP)** - (see s3.7) collates and describes a variety of interventions that were implemented following the Covid-19 pandemic to aid social distancing, promote walking and cycling and prevent a car-led recovery in the borough. Relevant interventions in the Stoke Newington area include the traffic filter installed on Clissold Crescent, as well as the experimental cycle lanes introduced on Green Lanes.
- 1.5.6 **School Streets** - before the pandemic there were already two school streets active in the local area, one on Barn Street near St Mary’s Primary School and one on Dumont Road, Dynevor Road & Lancell Street near William Patten Primary School. As part of the ETP and the Covid-19 response, more School Streets were introduced across the borough. In Stoke Newington these include one on Grayling Road near Grazebrook Primary School.

1.6 Key Issues

- 1.6.1 There are several existing key issues in the local area, previously identified in projects such as LEN16 engagement exercises. The Covid-19 pandemic introduced several new key issues that these proposals aim to tackle.
- 1.6.2 **Congestion** - one of the main issues is that Stoke Newington Church Street is too congested and carries too much traffic for a town centre. These issues are exacerbated by the narrow carriageway, where congestion can easily occur if a vehicle loads or unloads in the carriageway. The congestion and traffic levels not only delay regular traffic, they could also impact bus services and emergency vehicles such as the Fire Tenders coming from the local fire station.

- 1.6.3 **Walking and cycling conditions** - are poor. Whilst the CS1 crosses Stoke Newington Church Street between Bouverie Road and Defoe Road, there are no protections for cyclists at this section, and road safety maps show a cluster of collisions around the junctions of Stoke Newington Church Street with Bouverie Road and Defoe Road. There are also no good east-west cycling routes in the area and therefore the CS1 is not well connected with the A10 or Green Lanes.
- 1.6.4 **Narrow pavements** - as previously stated, the pavements are narrow and space is often also occupied by street furniture and shops with goods outside (where permitted). On several sections the pavements are only 1.5m-2m wide, which is insufficient for pedestrians, especially if people are using mobility aids like wheelchairs, or are walking with buggies.
- 1.6.5 **Air quality** - modelled results from the 2016 London Atmospheric Emissions Inventory (LAEI) and ongoing monitoring undertaken on Stoke Newington Church Street show that the NO₂ annual mean objective is not met at some locations close to the kerbside. Furthermore, local communities are particularly concerned about air quality outside of schools. Stoke Newington Church Street itself is a narrow street where many building frontages are directly on the street creating a canyon effect, exacerbating the effects of pollution.
- 1.6.6 **Speeding and road safety** - were also identified as key issues, in particular on sections of Albion Road and Stoke Newington Church Street between Green Lanes and Albion Road (see S4.1).
- 1.6.7 **Vehicle dominance** - a major issue identified by pre-pandemic engagement exercises was that the area was too car dominated, and a desire exists to reallocate carriageway space to walking and cycling, as well improve the local public realm.
- 1.6.8 **The Covid-19 pandemic** - exacerbated local issues, and introduced new issues as well. Social distancing guidelines require people to maintain 2m distance wherever possible, and the narrow pavements in this town centre street do not accommodate this. It is also difficult for people to (informally) cross the road, due to the level of traffic. Moreover, for people that use mobility aids like a wheelchair or have buggies or pushchairs, it is very difficult to adhere to the social distancing guidelines.
- 1.6.9 **Queuing on pavements: shops** - as customer capacity of local shops was reduced, queues have been introduced on certain sections of pavements. This is important to support businesses such as pharmacies or supermarkets. However, additional queues limit the pavement space that can be used by other shoppers for social distancing.
- 1.6.10 **Queuing on pavements: bus stops** - whilst capacity on buses is reduced and ridership has fallen, some people and key workers are reliant on buses for local trips. It is therefore also necessary to create

additional space at bus stops to allow for social distancing between people waiting and people walking past bus stops.

- 1.6.10 ***Car-led recovery from pandemic*** - a major concern arising from the pandemic was the potential for a car-led recovery, which would increase congestion and negatively impact road safety, walking and cycling conditions and public transport. To prevent a car-led recovery from occurring, and instead work towards a green recovery, local walking and cycling conditions should be improved and public transport options should be supported. Measures to realise these objectives are outlined in the ETP.

2.0 Proposals

2.0.1 The Scheme is divided into three main elements:

- 1) A traffic filter on Stoke Newington Church Street. This restriction is proposed to operate from 7am-7pm, Monday - Sunday. It would be introduced on Stoke Newington Church Street from the junction with Lordship Road (western arm) to the junction with Marton Road. The traffic filter would be enforced via Automatic Number Plate Recognition (ANPR) cameras. See Section 2.1 and Appendix A.
- 2) Five supporting LTN filters to the north and south of Stoke Newington Church Street to support the traffic filter by preventing drivers from going around it (specific locations can be found in section 2.2). These LTN filters would be enforced 24/7 and would require Lordship Road (slip road) to be closed to through traffic and the one-way on Edward's Lane to be reversed and the removal of numerous permit parking bays in the area. The filters will have a mix of street furniture elements such as bollards, planters and ANPR camera enforcement. See Section 2.2 and Appendix B.
- 3) Several sections of pavement widening are proposed to give more space to pedestrians accessing the local town centre and at bus stops. However, note that these proposals will now be taken forward as Phase 2, with a separate approval report.

2.0.2 Supporting measures to the Scheme are outlined in section 2.4. These include the reversal of the one-way on Edward's Lane (as listed above) and implementing mitigating measures on Manor Road (see Appendix E) to remove any 'pinch points' for buses. Other measures still under consideration include changing traffic light phases and options for Crossway and/or Boleyn Road.

2.0.4 An assessment was made as to which roads in the wider area could potentially be subject to a displacement of traffic. Some of the roads on the principal road network ("A" and "B" roads) that have been identified as roads that could experience a displacement of traffic (partly because Stoke Newington Church Street is a main east-west route) are Green Lanes, the A10, Lordship Park and Manor Road, Amhurst Park and Balls Pond Road. Other non-designated roads that could see a displacement of traffic are, for example, Crossway, Mildmay Road and Mathias Road, collectively referred to as the 'Boundary Roads' to the Scheme. Traffic displacement is possible in the wider area and therefore the Boundary Roads have also been assessed in a wider context. See sections 5 and 6 for more information.

2.0.5 The monitoring strategy is discussed in section 2.8.

2.1 Stoke Newington Church Street Traffic Filter

- 2.1.1 The traffic filter (see drawings in Appendix A) will in practice be a small Pedestrian and Cycling only zone, with an exemption for local buses and other specified categories as previously identified. This approach has been implemented at a variety of other schemes, including experimentally in the Hoxton West LTN and on the Cat and Mutton Bridge (Pritchard's Road), as well as permanently on Lansdowne Drive to reduce traffic in the London Fields area.
- 2.1.2 The operational hours for the traffic filter of between 7am and 7pm, Monday to Sunday were proposed following local engagement and as Stoke Newington Church Street is part of an important local town centre and many shops are open 6 or 7 days a week. To accommodate local visitors it is therefore necessary to reduce traffic on all days of the week. This also ensures that walking, cycling and buses are supported all days of the week.
- 2.1.3 The restrictions of between 7am-7pm daily will ensure that the main commuting and shopping hours benefit from a reduction in traffic, with the corresponding beneficial impacts (see section 5). This will be especially important for the CS1 crossing on Stoke Newington Church Street and people visiting local shops. This time period was chosen over a 24 hour restriction to alleviate traffic displacement impacts during the evening and night and to give more flexibility to delivery and freight traffic e.g. before 7am or after 7pm this type of traffic will be able to approach premises from both sides of the traffic filter.
- 2.1.4 In order to improve compliance, it is proposed that the road space where the traffic filter is situated will be given distinctive road markings. This method has been previously used at other traffic filters, including at the Cat and Mutton Bridge. See image below.



- 2.1.5 As a result of feedback from stakeholders such as the LFB and TfL Buses, it is proposed to only install signage on the pavement. Other traffic filters have used planters or other types of street furniture in the carriageway to highlight their presence, however it was noted that the remaining road width would be too narrow for buses and larger LFB vehicles to navigate in both directions.
- 2.1.6 Several routes that could be used to turn away from the traffic filter, preventing what is known as 'entrapment' in enforcement terms, have been identified. These routes have been checked for HGVs and both eastbound as well as westbound traffic have several options to turn away and get back to local distributor roads to exit the area, without passing through the traffic filter. These options will be signed with advance warning and directional signage. Identified routes can also be found in Appendix A.

2.2 Low Traffic Neighbourhood (LTN) Filters

- 2.2.1 In total, 5 LTN Filters have been proposed, along with the closure of the southbound slip road of Lordship Road at the junction with Stoke Newington Church Street and the reversal of the one-way at Edward's Lane. The location plan and designs for the LTN filters can be found in Appendix B. These are all locations of the LTN filters:
- Lordship Park at the junction with Lordship Terrace
 - Yoakley Road at the junction with Stoke Newington Church Street
 - Bouverie Road at the junction with Stoke Newington Church Street
 - Oldfield Road between Kynaston and Sandbrook Road
 - Nevill Road between Dynevor Road and Barbould Road
- 2.2.2 The LTN filters will be in operation 24/7. This will limit immediate alternative diversion routes that otherwise could result from vehicles trying to avoid the Stoke Newington Church Street traffic filter, and will also effectively create two LTNs, one north and one south of Stoke Newington Church Street.
- 2.2.3 The LTN filter at the junction of Lordship Road with Lordship Terrace will mitigate the effects of the Scheme on Lordship Road in particular by ensuring that north-south traffic can no longer use Albion Road-Stoke Newington Church Street-Lordship Road to avoid Green Lanes. It also ensures that traffic cannot circumvent the traffic filter by using Lordship Road and Manor Road. Northbound traffic will be directed back towards Lordship Terrace, while traffic coming from Lordship Terrace will be directed southbound on Lordship Road. Southbound traffic on Lordship Road (north of the LTN filter) will be able to turn around in the additional space created.

- 2.2.4 This closure will be ANPR camera enforced, following feedback from the emergency services. A mini-roundabout will also be painted in the space created, ensuring that north-south access for Emergency Services through the LTN filter is uninhibited. Approximately three parking bays are proposed to be removed to ensure emergency services can still travel through the closure.
- 2.2.5 The LTN filter on Yoakley Road at the junction with Stoke Newington Church Street will prevent traffic from moving between Manor Road and Stoke Newington Church Street, circumventing the traffic filter. This closure will remain accessible for emergency services, after feedback from the London Ambulance Service (LAS) and will be enforced via ANPR. Traffic on Stoke Newington Church Street will not be able to turn into Yoakley Road. Southbound traffic will have to turn around on Yoakley Road. Approximately two parking bays are to be removed to facilitate this movement.
- 2.2.6 The LTN filter will be supported by signage and planters. Furthermore, through the LEN16, it is proposed that this side road crossing becomes a blended crossing. A blended crossing continues the pavement instead of the road, giving clear priority to pedestrians (see image below). This will help to increase compliance whilst keeping it accessible to emergency services. Several parking bays are proposed to be removed to ensure emergency services can still travel through the closure.



- 2.2.7 The LTN filter on Bouverie Road at the junction with Stoke Newington Church Street will prevent traffic from moving between Manor Road and Stoke Newington Church Street, circumventing the traffic filter. This closure will remain accessible for emergency services, after feedback from the LAS and the LFB, and will be enforced via ANPR. Traffic on Stoke Newington Church Street will not be able to turn into Bouverie Road. Southbound traffic will have to turn around on Bouverie Road. Approximately one parking bay is proposed to be removed to facilitate this movement.
- 2.2.8 It is proposed that this LTN filter will be defined by signage and planters. Furthermore, through the LEN16, it is proposed that this side road crossing also becomes a blended crossing. This will help to increase compliance whilst keeping it accessible to emergency services as well as cyclists as it is part of the CS1 route
- 2.2.9 The LTN filter on Oldfield Road is proposed to be between the junctions of Kynaston Road and Sandbrook Road. This road closure will prevent traffic from moving between Albion Road and the A10 or Albion Road and Stoke Newington Church Street to circumvent the traffic filter. This LTN filter will be signed by two sets of two planters, with the set of planters near the junction with Kynaston Avenue.
- 2.2.10 It is proposed that this LTN filter will be further supported by signage on the planters, as well as the removal of approximately seven car parking spaces around both sets of planters. Traffic accessing properties on Oldfield Road between the junctions of Kynaston Road and Sandbrook Road will need to approach from the south. This has been discussed with the emergency services.
- 2.2.11 The LTN filter on Nevill Road will feature two sets of two planters. These planters will be placed at the junction with Dynevor Road and at the junction with Barbauld Road. The planters will be traversable for Emergency Services and the LTN filter will be ANPR enforced.
- 2.2.12 Aside from the planters and signage, the closure will be supported by the removal of approximately two parking bays to ensure emergency services can still travel through the closure. Northbound traffic on Nevill Road will be able to turn into Barbauld Road, whilst southbound traffic can turn into Dynevor Road.
- 2.2.13 This road closure will work in conjunction with the Walford Road Scheme, which is located further south on Nevill Road. This road closure will remain 'open' and ANPR enforced to allow emergency services through the area. It also supports movements on the CS1 as it still allows unimpeded access to cyclists.

2.3 Pavement Widening

- 2.3.1 As previously described, an existing issue on Stoke Newington Church Street is that pavements are narrow and often congested. Several sections of pavement outside shops are only 1.5m-2m in width, and sometimes this width is even further reduced by existing street furniture and encroaching shops (see section 4).
- 2.3.2 Proposals were developed and discussed with the emergency services and TfL (Buses) amongst others, with their comments being included in the proposals. However those plans were aimed at resolving width issues both under 'usual' circumstances and the pandemic situation (where temporary pavement widening was under consideration) and, as the Government's response to the pandemic situation has been changing, it has been decided that any temporary changes will follow as a separate scheme after the initial impacts of the changes proposed in this report are observed.
- 2.3.3 The footway widening proposals will therefore be reviewed after implementation and initial assessment of the traffic management changes in the area and may be taken forward as Phase 2, with a separate approval report.

2.4 Supporting Works

- 2.4.1 It is proposed to place a lockable bollard on the southbound slip road on Lordship Road, at the junction with Stoke Newington Church Street. Closing this narrow road will help with compliance of the traffic filter, and improve pedestrian priority at this junction. The northern side of this slip road will remain open after feedback from the emergency and waste services that require access to local properties. Residents would also be able to apply for access through the lockable bollard if something unexpected should arise.
- 2.4.2 To support the Lordship Road modal filter and the route avoiding the traffic filter on Stoke Newington Church Street, it is proposed to reverse the one-way on Edward's Lane, changing it from northbound only to southbound only. This will help eastbound traffic on Stoke Newington Church Street turn away from the traffic filter into Lordship Road, into Lordship Terrace and then Edward's Lane, getting back to Stoke Newington Church Street.
- 2.4.3 Manor Road mitigation works - in discussion with the Bus Operators, locations where drivers experience 'pinch points' along Manor Road have been identified and changes to the kerbside controls have been designed to address these. The Manor Road scheme changes are being introduced ahead of the Stoke Newington Church Street changes. The drawings are in Appendix E.
- 2.4.3 Other mitigating works continue to be investigated and are discussed in section 2.9.

2.4.4 It is recognised that there might be cumulative effects of projects in this part of the borough. These will receive particular attention and any necessary further works will be investigated during the appraisal of the experimental period.

2.5 Changes Subsequent to Cabinet Approval

2.5.1 As the proposals have been developed since Cabinet approval, minor amendments have been incorporated, reflecting feedback from stakeholders such as the emergency services and internal teams as well as feedback from other sources of information. Incorporating minor amendments is in line with the approvals received at the September Cabinet meeting. The changes to the designs since September 2020 are described below:

- The majority of LTN filters would be 'open' to support emergency response times, i.e. traversable for emergency vehicles and ANPR camera enforced rather than featuring physical measures such as bollards
- Vehicle parking bays in the immediate area of planters and LTN filters were removed to better aid movements of emergency vehicles through the closures
- A width of 4m is maintained for all LTN filters as well as the traffic filter itself
- A lockable bollard will be used for the closure at Lordship Road slip road to allow access for Waste Services

2.5.2 It was noted that the traffic filter and the LTN filters might decrease congestion on Stoke Newington Church Street and speed up response times, however this needs to be assessed post-implementation.

2.5.2 Changes were also requested to the proposed footway widening (and bus stopping areas), which will now form part of the approval for Phase 2.

2.6 Implementation Timeline

2.6.1 It is proposed that the implementation of the Stoke Newington Church Street proposals happens in two phases. The traffic filter and LTN filters will be implemented as a first phase from September 2021 onwards. The second phase to implement the pavement widening sections, if approved, can start from November 2021 onwards.

2.6.2 The Scheme will be implemented using Experimental Traffic Orders (ETOs) for the following reasons:

- ETOs allow the Council to introduce changes to the scheme relatively quickly as required in response to the experiment and feedback
- The ETO approach allows the Council to monitor the changes and collect feedback at the same time. This is important as it is

not possible to precisely predict all of the impacts of the proposed changes in advance

- Due to the ongoing Covid-19 pandemic, changes that will help walking and cycling as well as social distancing in town centres need to be introduced swiftly, as per Government guidelines

- 2.6.3 In line with the statutory requirements for ETOs, all feedback from the first 6 months will need to be collected. These methods are detailed in sections 2.7 and 2.8 below. Within 18 months of first introducing the ETO, the Council will need to decide whether to make the traffic order (and therefore the Scheme) permanent, modify it or withdraw it. This is in line with the other schemes as described in the Emergency Transport Plan.
- 2.6.4 The Scheme is proposed to be implemented in phases so that the most important changes (the traffic filter and supporting modal filters) are implemented first, traffic patterns can adjust and businesses can inform their suppliers of these changes before any physical works to the carriageway and pavement widths are carried out.
- 2.6.5 The implementation will be paired with extensive communications and (follow-up) engagement with local stakeholders. See section 2.7.

2.7 Communications Timeline

- 2.7.1 A variety of communication activities will be undertaken as part of the Scheme implementation. Several other communications activities have been undertaken previously; these are discussed in Section 4, Consultation.
- 2.7.2 Once this DPD is approved, the process for advertising the ETOs will commence and wider communications will be carried out.
- 2.7.3 For phase 1 interventions (traffic filter and LTN filters), local residents, businesses and (also non-local) stakeholders will be advised in a variety of ways. Businesses will receive a letter to inform them of the changes, and outlining some of the impacts, including new access routes.
- 2.7.4 All properties in the Clissold and Stoke Newington Wards will receive a leaflet regarding the scheme as the ETO is advertised. This is consistent with the people who were notified of the Local community workshop in January 2020. Properties on boundary roads such as Manor Road will also receive this leaflet, to ensure that properties that may be affected outside these two wards are included as well. These leaflets will be distributed as close as possible to the advertisement date of the ETO.
- 2.7.5 Aside from door-to-door leaflets, the Council will advertise the scheme in local papers, including the Hackney Life magazine. The Council will also use its existing social media channels and advertisements to

highlight the changes. Early warning signage and electronic displays will also be used to warn drivers of the changes.

- 2.7.6 Existing connections with local stakeholders will be used to disseminate the information on the Scheme. These stakeholders include local schools, community groups and business user groups. Some of these connections will be accessed through other Council teams like the Zero Emissions Network team or the Regeneration team. These stakeholders also include communications with local Ward Councillors.
- 2.7.7 A Commonplace engagement platform will be launched in line with our approach with other experimental schemes, to coincide with the implementation. The Commonplace webpage will be one of the main methods through which feedback will be collected.
- 2.7.8 Early warning signage will be installed on the various approaches to the traffic filter/area, informing drivers of the changes and redirecting them. Wayfinding companies like Google or Apple will be informed of the changes.
- 2.7.9 Ongoing updates to the project and the various phases will be delivered to local communities, businesses and stakeholders through channels such as social media and the Commonplace platform.
- 2.7.10 For Phase 2 proposals (pavement widening) it is proposed to distribute leaflets to local residents and businesses, as well as using the aforementioned social media channels and Commonplace platform.
- 2.7.11 More communication activities could be needed as the project develops. These could include school specific information booklets, follow-up leaflets to inform local residents/businesses on the progress of the implementation of the proposals, and paid advertisements on social media to draw attention to the Commonplace platform.

2.8 Monitoring overview

- 2.8.1 As the Scheme is proposed to be introduced as an experiment, the impacts of it will be closely monitored. The following non-exhaustive list will outline several of the indicators the Council will monitor after the scheme is implemented.
- 2.8.2 Local feedback will be collected through a variety of sources. One of the main mechanisms will be hosting a Commonplace engagement platform, in line with other schemes. Feedback will also be collected from local stakeholder groups, Ward Councillors and other relevant parties. This includes meetings with emergency services to discuss any issues and look at response times. It will also be possible to submit feedback per post or by email.
- 2.8.3 In particular, updated statutory guidance from DfT, identified groups such as emergency services and the Royal Mail, and also feedback regarding equality groups such as people with disabilities will be

collected and acted upon. Any particular issues resulting from the feedback will be captured in an issues log. By using an ETO, Hackney may be able to adjust the scheme relatively quickly to resolve issues raised by stakeholders.

- 2.8.4 Traffic levels will be monitored through a variety of traffic counts. Pre-implementation data has already been gathered through both Automatic Traffic Counters (ATC's) and camera counters on a variety of main roads and local roads in the immediate project area. Counts have also been done on identified boundary roads (see section 5 Impacts). A complete overview of traffic counts can be found in Appendix F. Pre-covid-19 counts were also done post-implementation of the Walford Road Scheme and around Car Free Day in September 2019.
- 2.8.5 Post-implementation counts will be done to compare the traffic level changes. The Council is also implementing a network of permanent traffic monitors across the Borough, which will provide ongoing monitoring data at key locations and provide borough-wide trends.
- 2.8.6 Air quality monitoring is carried out at several locations in the area, which will provide a good overview of the air quality changes. Several Nitrogen Oxide (NOx) tubes have been installed in the area as part of the Council's monitoring of compliance with the Air Quality Objectives and also in response to a variety of projects in the area, such as the Walford Road Scheme and the LEN16. Locations include Stoke Newington Church Street, Manor Road and Green Lanes. An Air Quality Mesh Monitor has been placed on Crossway. and an existing Breathe London monitoring station has previously been installed at William Patten Primary school.
- 2.8.7 Ongoing monitoring of bus journey times will be done together with TfL's Buses team. The monitoring will look at data from the bus routes on Stoke Newington Church Street (routes 73, 393, 476 and the N73) and also bus routes on boundary roads, such as the 106 on Manor Road and the 236 on Boleyn Road.
- 2.8.8 A Delivery and Servicing Study was undertaken as part of the Scheme development, which showcased existing delivery and servicing patterns and needs. This study has been used in the formulation of the designs and there is potential to do a follow up survey post-implementation, to investigate how delivery and servicing patterns have changed. Existing links with local businesses, including the local Business User Group, will be used to collect business specific feedback.
- 2.8.9 Local schools will be contacted in order to collect feedback and identify any issues. Identified schools in the area are also discussed in the Equalities Impact Assessment (EQIA) in S6. Other important local amenities such as the local library and town hall services will also be contacted.
- 2.8.10 The project will also be evaluated against established local policy goals, including from the Hackney Transport Strategy, the Air Quality

Action Plan, and the Mayor of London's Healthy Streets Indicators which are captured in the Mayor of London's Transport Strategy. Assessments will include doing a post-implementation Healthy Streets check and a review of the policy goals discussed in section 3.

2.8.11 Casualty data before and after implementation will also be analysed, however it should be noted that it will be too early to draw any firm conclusions; statistically a minimum three year period is required for this.

2.8.12 Particular attention will be paid to measuring, evaluating, and acting upon cumulative impacts of schemes. There have been a number of changes in the borough and the cumulative effects of these are recognised. All analysis and interpretation of traffic data will take into account cumulative impacts which will be allowed for in modelling and measurement.

2.9 Improvements to Boundary Roads

2.9.1 As can be read in section 5, there is a potential for traffic displacement from the scheme area to roads in the wider area, especially in the short term. Some of the identified roads that are likely to receive a proportion of this potential traffic displacement are Manor Road and Lordship Park, Mildmay Road, Matthias Road and Crossway, Green Lanes and the A10. Although these roads are referred to as 'Boundary Roads' in this report, this term is used to include any neighbouring roads that have been directly and specifically impacted by the scheme.

2.9.2 New cycle lanes have recently been installed experimentally on Green Lanes. These measures will help create more distance between vehicle traffic and pedestrians and will improve road safety for cyclists, even if the road carries more traffic. The Cycle Future Routes also aim to improve walking and cycling conditions on Crossway, including the introduction of a new signalled crossing. This latter intervention will make it less attractive to drive through Crossway.

2.9.3 TfL is responsible for all highway and traffic issues on the Transport for London Road Network (TLRN), commonly called the Red Routes. Therefore whilst Hackney cannot directly make changes to the A10 (which is a Red Route), the Council is working with TfL to investigate improvements to mitigate potential traffic displacement. This includes looking at modifying signal timings to reflect the changing traffic patterns and minimise the impact on bus services.

2.9.4 Manor Road and Lordship Park, being the closest east-west route to Stoke Newington Church Street, will require close monitoring to look at traffic level changes, air quality changes and bus service delays. Several changes have been investigated that in the short term can help mitigate traffic displacement and aid traffic flow. Changes being taken forward include liaising with TfL to change the signal phasing at the Manor Road/A10 junction as well as installing double yellow lines on

several sections of road to remove pinch points by controlling kerbside parking. These proposals can be found in Appendix E.

- 2.9.5 Further improvements to Manor Road and Lordship Park are also being investigated for medium-term schemes. Furthermore, extensive traffic monitoring will be done in the wider area to investigate traffic displacement on non-Boundary Roads. Any emerging issues identified will be investigated. Particular attention will be given to cumulative impacts of this and any nearby schemes.
- 2.9.6 In the medium to long term, phenomena like traffic evaporation and modal shifts will help alleviate traffic displacement (see section 3.9). The Stoke Newington Church Street proposals are part of a package of measures to discourage car use and encourage walking, cycling and bus use. Other projects that complement the Stoke Newington Church Street Proposals are, for example, the School Streets programme, the residential cycle hangar programme, the LEN16, the Zero Emissions Network and other projects.

3.0 Policy Context

3.1 Hackney Transport Strategy 2015-2025

- 3.1.1 Hackney Council's Transport Strategy sets out a coherent set of sustainable transport policies, proposals and actions that aim to further improve walking, cycling and public transport conditions and options for all residents, visitors and people who work in the borough.
- 3.1.2 The Strategy recognises that not only does transport have a critical role to play in Hackney's continuing physical regeneration but is also a key factor in achieving other key borough priorities such as promoting transport equality and access to jobs, training and essential services, reducing obesity levels through incidental exercise, supporting the local economy, improving air quality and reducing carbon emissions. In all cases, the Strategy recognises that the borough must continue to challenge the potential impacts of greater levels of private car use through greater integration of transport and land use decisions and through providing sustainable alternatives to meet the aspirations of Hackney's people while improving social inclusion and combating climate change.
- 3.1.3 This vision supports the broad objectives of the borough for the environment, social inclusion, accessibility, connectivity, health, and supporting the local economy outlined in the Council's Corporate Plan to 2018 'A Place for Everyone' and other strategic policy documents including the Council's emerging Local Plan and Health and Wellbeing Strategy.
- 3.1.4 In addition to securing the necessary public transport improvements to support growth in the borough, Hackney Council wants to encourage its residents to walk and cycle more often and more safely. There are a number of very strong economic, social and environmental reasons why we should seek to do this. Hackney's population and employment are amongst the fastest growing in London meaning that future travel patterns and the demand for travel will need to be carefully managed.
- 3.1.5 Creating a travel and transport system that is safe, affordable and sustainable and that fully supports residents and local businesses is a key reason for producing this document.
- 3.1.6 In particular, the following objectives support the proposals:
- **W1-3: General Walking Mode Share Targets**
 - **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.*
 - **W20: Pedestrian accessibility improvements:** *The Council will implement a continuing programme of removing footway*

parking, facilitating more pedestrian-friendly crossovers and improving pedestrian signals at crossings.

- **C01-C05: General Cycling Mode Share Targets**
- **C08: Reallocation of Road Space:** *The Council will continue to reallocate carriageway road space from private motor vehicles to cycle infrastructure provision, whether it be cycle parking or route provision.*
- **LN3: Improving air quality:** *Hackney will continue to tackle poor air quality, seeking to reduce Nitrogen Oxide (NO₂) emissions to achieve the Air Quality objective of 40µg/m³ and maintain compliance with the air quality objective for PM10.*
- **LN4: Supporting TfL initiatives on poor air quality:** *LB Hackney will continue to support TfL's ULEZ and Low Emission Neighbourhoods initiatives and examine options for the development of Zero Emission Neighbourhoods (ZEN) in Hackney.*
- **LN15: Filtered Streets - Reducing motor traffic on residential streets:** *Hackney Council will continue to work with local residents and key stakeholders to identify, trial and rollout additional filtered streets schemes across the borough to reduce rat-running and through motor traffic.*

3.2 Road Safety Plan

- 3.2.1 Hackney Council is committed to making our highways safer for all users and to reduce road traffic casualties from road traffic accidents. Hackney recognises the role that reducing casualties and improving the perception of the borough as a safe place to walk and cycle has on facilitating modal 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.
- 3.2.2 The borough also understands the need to tackle the relationship between areas of deprivation and high casualty rates and will seek to address this through the Road Safety Plan. Achieving further casualty reductions will require greater effort and a coordinated approach with TfL, our neighbouring boroughs and engagement with road users persuading them to behave more safely. This Road Safety Plan outlines some of the more successful initiatives undertaken by the Council to date.
- 3.2.3 Informal crossing is a frequent occurrence in town and shopping centres. This is however made more difficult by through-traffic moving through these town centres. Whilst this is already an issue in Stoke Newington Church Street, this is further complicated by the CS1 crossing between Bouverie and Defoe Road. Stoke Newington Church Street currently only has 2 signalised pedestrian crossings for the length between Albion Road and the A10. There are no signalised crossings for cyclists.

3.2.4 The proposals will drastically reduce traffic in one of the major town and shopping centres of Hackney. This will help people (informally) crossing the road more safely, especially at locations where there are no signalised crossings. The reduction in traffic combined with the LTN filter at Bouverie Road will also improve the road safety of cyclists using the CS1.

3.3 Cycling Plan

3.3.1 The Scheme should help to encourage cycling, which would align generally with Hackney's Transport Strategy. Hackney is synonymous with cycling in London, with many thousands of trips being made every day on the borough's streets, parks and towpaths. Hackney has the highest levels of cycling in the capital and has set an ambitious long-term target of 15% of all journeys to be made by bicycle by 2025. Reducing the dominance of the private vehicle will contribute to achieving this aspiration.

3.3.2 It is considered that the Scheme would accord with a number of relevant policies set out in the Council's supporting plans to the Transport Strategy. These objectives have been mentioned above and include C01-C05, C08 and LN15. The proposals will also unlock future potential for cycling in the neighbourhood, for example accommodating the cargobike sharing scheme of the LEN16, or the Scooter Switch programme of the ZEN.

3.4 Mayor's Manifesto Commitments

3.4.1 The Scheme also accords with certain manifesto commitments made by the current Mayor of Hackney:

- *"We will make it easier and more attractive to walk and cycle to school."*
- *"We will implement measures to reduce road accidents especially in relation to vulnerable road users and working towards the Vision Zero target of no deaths on London's roads."*
- *"We want Hackney's streets to be the most walking and cycle-friendly in London, leading the push to build people focussed neighbourhoods."*

3.4.2 The Mayor of Hackney had also committed to further pedestrianisation of Stoke Newington Church Street and the possible return of Car Free Day during Car Free Day 2019, which was hosted on Stoke Newington Church Street.

3.5 Mayor of London's Policies

3.5.1 It is also considered that the Scheme would accord with a number of the Mayor of London's policies. The central aim of the Mayor of London's Transport Strategy (2018) is to create a future London that is not only home to more people, but is a better place for all of those

people to live in. It recognises that the success of London's future transport system relies upon reducing Londoners' dependency on cars in favour of increased walking, cycling and public transport use, and that this will bring with it other benefits. The Mayor of London's aim for 2041 is for 80 percent of Londoners' trips to be on foot, by cycle or by using public transport. Further, the Mayor of London's Vision Zero (2018) sets out the goal that, by 2041, all deaths and serious injuries will be eliminated from London's transport network.

- 3.5.2 The enhancement of local walking and cycle conditions, the creation of several LTNs north and south of Stoke Newington Church Street and the implementation of a traffic filter are some of the ways through which the Mayor of London's policies will be achieved. The three elements of the Scheme will provide a better environment for cyclists and pedestrians alike, and will help to improve bus services to this local town centre.

3.6 Covid-19 pandemic

- 3.6.1 During the period this Scheme was being developed, the Covid-19 pandemic was ongoing and the Government had imposed three lockdowns in England at the time of writing. During other times in 2020, the Government issued advice to ease the lockdown restrictions and allow more people to get back to work.
- 3.6.2 The repercussions of the pandemic are likely to continue for many months and this is being taken into account in the development of the Scheme, as far as is reasonably practical.
- 3.6.3 Statutory Guidance entitled "*Traffic Management Act 2004: network management to support recovery from COVID-19*" was issued in May 2020 in light of the pandemic and has been subsequently updated, with; the most recent version at the time of this report was updated on 30 July 2021¹. The proposals contained in this report are consistent with the Statutory Guidance, which among other relevant sections includes the following:

"As set out in 'Gear change', we continue to expect local authorities to take measures to reallocate road space to people walking and cycling. The focus should now be on devising further schemes and assessing COVID-19 schemes with a view to making them permanent. The assumption should be that they will be retained unless there is substantial evidence to the contrary. Authorities should also be considering how to introduce further active travel schemes, building on those already delivered.

... None of these measures are new – they are interventions that are a standard part of the traffic management toolkit and a step-change in

¹<https://www.gov.uk/government/publications/reallocating-road-space-in-response-to-covid-19-statutory-guidance-for-local-authorities/traffic-management-act-2004-network-management-in-response-to-covid-19>

their roll-out continues to be needed to maintain a green recovery. They include:

...

- *introducing pedestrian and cycle zones: restricting access for motor vehicles at certain times (or at all times) to specific streets, or networks of streets, **particularly town centres and high streets**. This will enable active travel but also social distancing in places where people are likely to gather.”*
[Emphasis added]

3.7 Emergency Transport Plan (ETP)

- 3.7.1 The Emergency Transport Plan, approved by Cabinet in September 2020, supports the introduction of the Scheme. The ETP outlined the proposals for Stoke Newington Church Street at the time, including the three main elements; a traffic filter, supporting LTN filters and sections of pavement widening.
- 3.7.2 The ETP also outlined some of the main considerations, including a scheme specific equalities impact assessment and initial traffic impacts. These supporting documents and elements have been updated as the scheme development progressed.
- 3.7.3 The Stoke Newington Church Street Proposals support the objectives of the ETP, especially the one outlined for Healthy Town Centres. This includes creating more space for maintaining social distance in and around shops, bus stops and station accesses, as well as making it easier to access local town centres by foot and bike.
- 3.7.4 It is considered appropriate to seek the introduction of this scheme by using ETOs and the ETP also outlines why interventions in response to the Covid-19 are introduced experimentally. ETOs allow residents and businesses to see how the closures work in practice before they are made permanent (ETP, s2.1.5). Furthermore, guidance from the DfT is strongly supportive of the use of ETOs (ETP, s7.5).
- 3.7.5 The costs for the Scheme were originally estimated at £684,000, including project management, design and supervision fees. As the proposals have been updated after the ETP was approved, the costs have been updated accordingly as well.
- 3.7.6 The Cabinet report in September 2020 provided a number of recommendations on how to proceed with the Stoke Newington Church Street scheme. In particular, the following recommendations were presented and approved:

“Subject to obtaining funding from the DfT Emergency Active Travel Fund as detailed in paragraph 2.7, that Cabinet approve the Stoke Newington Church Street Town Centre Scheme and:

- a) Authorise the Head of Streetscene to make and implement the necessary Experimental traffic order, subject to the requirements of the Local Authorities’ Traffic Orders (Procedure) (England and Wales) Regulations 1996,*
- b) Authorise the Head of Streetscene to make minor adjustments to the proposals as required, following design development and feedback from key stakeholders, including local residents.*
- c) Authorise the Head of Streetscene to decide whether to make permanent or not the related experimental traffic orders following consideration of all objections/responses received in the statutory six month period. Any such decision shall be recorded in writing and signed by the Head of Streetscene in consultation with the Cabinet Member for Energy, Waste, Transport, and Public Realm. “*

3.7.7 This Delegated Powers Decision and the proposals and recommendations presented within reflect the Cabinet Decision of September 2020 as described in the Cabinet report as recommendations a) and b), which allow the Head of Streetscene to make minor adjustments to the proposals as required as well as make and implement the necessary ETOs.

3.8 Air Quality Action Plan (AQAP)

- 3.8.1 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. Furthermore, a Focus Area is identified in Stoke Newington, concentrating on Stoke Newington High Street, Stamford Hill and Rectory Road. Stoke Newington Church Street borders this focus area.
- 3.8.2 The draft Air Quality Action Plan (2020-2025) is currently undergoing consultation. Until the Action Plan is finalised and formally adopted, the borough continues to work to deliver the existing Air Quality Action Plan (2015-2019) and the Stoke Newington Church Street proposals contribute towards achieving the Plan's objectives. Whilst the new AQAP is still in draft form, it is important to note that its objectives, priorities and actions are supported by the Stoke Newington Church Street proposals.
- 3.8.3 Whilst the entire length of Stoke Newington Church Street is not placed within the Focus Area, the LAEI 2016 modelling shows that the annual mean objective for NO₂ is being exceeded at many locations where receptors are present.
- 3.8.3 The Scheme aims to discourage car and vehicle usage and promote alternative modes of transport, including public transport, walking and cycling. Any pavement widening proposals would also distance polluting traffic from foot traffic accessing the local town centre facilities. Creating a greater distance between the source (vehicles) and receptors (people) would lead to a reduction in exposure.
- 3.8.4 The Scheme works towards providing localised solutions as well as work towards providing cleaner transport, as outlined in section 3.6 and 3.7 respectively in the AQAP (2020-2025). The previous iteration of the Low Emissions Neighbourhood in Shoreditch is also named as a best practice example of how a range of traffic and public realm measures can be used to improve air quality and the development of the Scheme has built on that work.
- 3.8.5 The long-term effects of the Scheme envision a mode shift away from vehicle usage in the local area, working towards the objectives of the AQAP. Moreover, walking, cycling and bus usage will be encouraged by the traffic and public realm improvements.

- 3.8.6 In the short term, air quality changes will need to be monitored, to evaluate how the Scheme is impacting other roads in the local area and local Focus Areas. In particular, air quality on roads such as the A10, Green Lanes, Manor Road/Lordship Park and Crossway/ Matthias Road/Mildmay Road will need to be monitored amongst others. As the scheme will be introduced using an ETO, feedback from sources such as air quality changes can be incorporated before a decision is taken to make the scheme permanent or not.
- 3.8.7 The Scheme will also impact local schools and the air pollution that some of these schools are exposed to. As traffic will be reduced, it is envisioned that pollution will decrease for local schools such as St. Mary's Primary School, William Patten Primary School and Grasmere Primary School. This will help achieve the AQAP priorities regarding air pollution around schools (Section 3.8).
- 3.8.8 The Scheme can also have (short-term) effects on air pollution due to a potential displacement of traffic on boundary roads. Whilst the traffic changes and air pollution changes will be monitored, air quality in the area around schools such as Newington Green Primary School or Princess May Primary School will also need to be monitored, as these schools have frontages on potential displacement boundary roads.
- 3.8.2 The air quality impacts of the Scheme will need to be assessed together with the other measures proposed in the AQAP, the ETP and other schemes such as the LEN16 or the borough-wide programmes for more cycle parking and electric vehicle charging infrastructure. It is believed that through such a programme of supporting measures, the Stoke Newington Church Street Proposals will help to achieve the objectives set out in the AQAP 2015-2019 and the draft AQAP (2020-2025).

3.9 Relevant Research

- 3.9.1 Established research on traffic displacement, LTNs and traffic evaporation has been included here for consideration (references can be found at the end of this section). Whilst some of this research has informed existing policy, some of it also draws from schemes introduced previously as part of the Covid-19 response. This is especially important to highlight public opinion about interventions such as LTN's.
- 3.9.2 Traffic evaporation as a phenomenon has been widely researched for several decades. It relies on the experience that schemes which restrict or discourage car use over time will produce a modal shift away from car journeys. Some of these journeys will happen by other modes, whilst others are shortened or stopped altogether. For example, many school run journeys could potentially be made by foot or bike, whilst personal shopping trips might potentially be condensed from several times a week to only once a week.

- 3.9.3 Goodwin et al (1998) gave an important overview of the traffic evaporation phenomenon in a variety of road space reallocation/reduction interventions. This body of literature was further strengthened by a follow-up research by Goodwin et al (2004) as well as an additional collection of case studies by Cairns et al (2002).
- 3.9.4 The opposite of traffic evaporation has also been measured, a phenomenon called induced traffic. Here, additional road space also induces more vehicle trips, negating decongestion benefits. This phenomenon can be read in research such as Hills (1996), Douglas et al. (1999) and Goodwin (1996).
- 3.9.5 Traffic evaporation has also been measured in more recent interventions, such as the Mini-Holland schemes in Waltham Forest (Waltham Forest, 2016). Whilst the data showed an increase in some Boundary Roads/A-roads, traffic within the 'Villages' (de facto LTNs) decreased dramatically. On balance, the reduction on comparable roads within the villages outweighed the increase on Boundary Roads.
- 3.9.6 However it should be noted that the Waltham Forest research compared pre-implementation data from 2015 with post-implementation data from 2016, giving the scheme only a year to bed in. Therefore, whilst the results are already encouraging, additional benefits could have manifested themselves as time went by. Secondly, traffic and population across London increased between 2015-2016, potentially explaining part of the increase on Boundary Roads as well.
- 3.9.7 Aside from traffic evaporation, it is also important to look at the impacts of LTNs introduced as part of the Covid-19 pandemic in London. Several researchers have examined traffic impacts or preliminary road safety and air quality impacts. Aldred & Verlinghieri (2020) look at a variety of factors and impacts of LTNs on different population groups.
- 3.9.8 The researchers have also looked at street types for a range of demographic groups, to see who is more likely to live on a main road or high street versus a residential road. The figures show that for inner London:
- 90.8% of people with a white ethnic background live on a residential road, and 8.1% on a main road or high street
 - 87.7% of people with a Mixed, Other and Arab background live on residential streets while 10.5% live on main roads or high streets
 - 90.5% of people with a black ethnicity and 90.1% of people with an Asian background live on residential streets.

Whilst these figures are comparable, it is important to consider these numbers in terms of social equity when implementing schemes that can displace traffic from residential roads to main roads/high streets. It is also important to consider that Albion Road and Stoke Newington Church Street are designated B-roads in the road classification.

- 3.9.9 Another emerging study about the benefits of LTNs looks at road safety improvements in the ‘Villages’ or LTNs in Waltham Forest. This study, by Laverty et al (2020), looks at changes in the Stats19 data between 2012-2019 for Waltham Forest. The study found a three-fold decline in the number of injuries inside LTNs. This while there was no evidence that injury numbers significantly changed on boundary roads.
- 3.9.10 A last piece of research that is relevant to the Stoke Newington Church Street Proposals is the overall public’s opinion on introducing traffic restriction measures such as LTNs. Whilst support for the Scheme is discussed in section 4.1, TfL has commissioned polling to analyse support of measures such as LTNs in the whole of London. This research was done by Redfield & Wilton (2020). The headline figures states that 52% of Londoners support the introduction, and only 19% oppose them. It also found that 36% have found the schemes to be ineffective, 29% found them effective and 35% did not know. This indicates that schemes need time to bed in, as the majority of schemes were only launched the month before.
- 3.9.11 Transport for All recently published their “Pave the Way” report. This document captures the experiences of disabled people with the introduction of and communication about LTNs. The document showcases both the positive and negative impacts such a scheme can have, and recommends a variety of changes to consider. The report is further considered in the Equalities section of this report (Section 6)
- 3.9.12 As LTNs and other Covid-19 schemes are being introduced on an ongoing basis, relevant analyses or research might emerge as the scheme is implemented. These should be captured as part of the feedback and evaluation process.

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<https://www.transportforall.org.uk/campaigns-and-research/pave-the-way/>

3.10 Policy Summary

- 3.10.1 In summary, the Scheme is supported by several important policy objectives and strategies. Specifically, the scheme benefits would contribute towards achieving the Mayor's Transport Strategy objectives and the Hackney Transport Objectives regarding walking, cycling, public transport and transforming the public realm.
- 3.10.2 Moreover, the Scheme is also in line with the principles and objectives established in the (Government, TfL's and Council's) Covid-19 response and Hackney's ETP. It promotes walking and cycling, discourages car use and would allow people to better socially distance themselves in an important local town centre.
- 3.10.3 Combined with other schemes, including the changes proposed by the LEN16 and other complementary measures, it is believed this scheme will contribute to the objectives in the (draft) Air Quality Action Plan, ensuring that roads and town centres in Hackney are compliant with WHO air pollution limits, and reducing the pollution coming from land transport sources.

4.0 Consultation & Engagement

- 4.0.1 As the Scheme proposals stem from previously implemented projects such as the Walford Road Scheme and the LEN16 project, several engagement exercises from these projects are also relevant for the current proposals. Instances of Pre-covid-19 engagement will first be discussed.
- 4.0.2 In response to the Covid-19 pandemic, plans such as the ETP were introduced and development of the Scheme was accelerated. Following from the ETP, much engagement has been undertaken to develop the Scheme. This engagement will be outlined as well.
- 4.0.3 Schemes can be implemented as permanent measures using Traffic Management Orders (TMOs) or they can be implemented as experiments using ETOs. The Council is recommended to implement this scheme using ETOs in accordance with good practice and the DfT guidance, as this allows changes to be made relatively easily to the Scheme as required. As the Scheme can have a range of impacts, it is important to retain flexibility to resolve emerging issues and mitigate negative impacts.
- 4.0.4 An ETO does not remove the need to consult residents, but instead allows for consultation to occur concurrently throughout its operational period. This approach allows highways authorities to trial measures and assess their real-world operational success, or otherwise, rather than relying upon supposition. If the measures fail to deliver the improvements they are designed to address, they can be reversed or amended. The first 6 months of operation is considered to be the consultation period where people can view the actual impacts of the measures and respond back to the Council with their views.
- 4.0.5 The decision to make this scheme permanent or not would be supported by a variety of feedback channels, including an online Commonplace engagement exercise. Further forms of consultation, e.g. a local survey, may be necessary to provide evidence as to whether to make the scheme permanent or not.

4.1 Pre-Covid Engagement exercises, LEN16, Walford Road

- 4.1.1 As part of the Walford Road Scheme, early plans and objectives of the LEN16 were discussed. These included the objective to reduce traffic on Stoke Newington Church Street. More information can be found in the decision document of the Walford Road Scheme: <https://drive.google.com/file/d/1QbF-xFCxD-HPKFqmZw4VE3tA01O18Q6S/view> and the ongoing Walford Road Commonplace platform: <https://walfordroadhackney.commonplace.is/>

- 4.1.2 During the various consultations and engagement exercises organised by the Walford Road Scheme, concerns regarding traffic levels, air quality and road safety on Stoke Newington Church Street and Albion Road were raised; at that time the Scheme proposals were in early stages of their development.
- 4.1.3 Aside from the Walford Road Scheme consultation, there have been several engagement exercises as part of the LEN16 proposals that have discussed the underlying objectives of the Scheme. Four local pop-up events were organised in summer/autumn 2019. Residents were able to leave comments on local issues which included a wide range of themes such as air quality, traffic, public realm and road safety.
- 4.1.4 During that engagement exercise, nearly 300 comments were gathered, of which a third were pertaining to Stoke Newington Church Street. Nearly half of the nearly 300 comments were about the area as a whole. Regarding Stoke Newington Church Street specific comments, nearly half (47%) mentioned concerns about traffic levels, 14% mentioned cycling conditions, 12% concerned road safety, 8% of the comments were about buses and 6% about air quality.
- 4.1.5 Across all comments, 118 (40%) of the comments were regarding traffic flows, with the majority of these comments indicating that there was too much traffic in the area. 98 comments (33%) were concerns regarding cycling conditions. 35 comments (11.8%) shared concerns on both air quality as well as road safety (including speeding), and 31 comments (10.5%) were regarding green spaces.
- 4.1.6 In January-February 2020, a follow-up engagement exercise was organised as part of the LEN16. A two month long Commonplace platform was organised, where people could leave comments on a map of the local area and fill out a survey assessing the objectives of the LEN16, including reducing polluting traffic on Stoke Newington Church Street.
- 4.1.7 The Commonplace engagement exercise received 426 survey responses and 186 respondents left a comment on the map. A complete summary of this engagement exercise can be read here: <https://drive.google.com/file/d/130-pTMUnl1jceWxxjq5ErMUP2KxeYBVc/view>.
- 4.1.8 Regarding the survey, 402 respondents answered question 1, which asked about **experiences of walking, cycling and using public transport in the area**. 111 (28%) respondents stated there was too much traffic, 99 (25%) had concerns about cycle conditions and safety, 85 respondents (21%) commented on the narrow pavements/pedestrian space and 65 (16%) comments were regarding air quality and pollution. More than one answer was possible, and several other themes were mentioned as well.

- 4.1.9 The second question of the survey asked about **barriers to walking, cycling and public transport**. Out of 392 respondents, 85 (22%) mentioned too much traffic as a barrier, 69 (18%) mentioned narrow/overcrowded pavements, 61 (16%) concerned air quality/pollution and 42 (11%) mentioned danger/unsafe environment for cyclists, amongst other themes and issues mentioned.
- 4.1.10 Question 3 in the survey asked **“What improvements would you like to see to make it easier to walk, cycle and use public transport, particularly on Church Street?”** out of 389 respondents, 93 (24%) called for a full or partial pedestrianization of the street, 92 (24%) requested widened pavements, 55 (14%) wanted dedicated cycle infrastructure and 46 + 31 (12%+8%) comments mentioned generally reducing traffic or reducing cars without pedestrianisation, amongst other themes.
- 4.1.11 The survey also asked **“To what extent do you agree or disagree with our aspirations to reduce polluting motor traffic in the area, particularly on Stoke Newington Church Street?”** Out of 414 respondents, 67 % strongly agreed with this objective, 10% slightly agreed, 6% neither agreed nor disagreed, 4% slightly disagreed and 11% strongly disagreed.
- 4.1.12 A last engagement exercise done by the LEN16 project was to organise a community workshop in the evening of the 30th of January 2020, to coincide with the Commonplace platform engagement. A total of 103 participants signed up for this workshop, and 64 attended on the evening. Participants were allocated to 8 tables and a variety of issues were discussed amongst the participants, with Hackney Council staff members acting as note takers and facilitators.
- 4.1.13 The evening was split into two sections, the first section collecting experiences and issues from the attendees about the area and Stoke Newington Church Street in particular, and the second section discussed solutions to the previously identified issues and how the LEN16 project could play a role. The workshop was mainly focused on collecting a series of individual experiences, so that project officers could better understand the local status quo and issues.
- 4.1.14 Many different experiences were gathered regarding walking, cycling and public transport. Recurring themes within these experiences are the narrow pavements, road safety for cycling, traffic levels and air pollution. These experiences were regarding Stoke Newington Church Street as well as the surrounding area.
- 4.1.15 One of the major recurring themes that was discussed was the possible pedestrianisation of Stoke Newington Church Street. Participants were very supportive of the Car Free Day organised in September, and multiple tables discussed the possibility of a full pedestrianisation of Stoke Newington Church Street, or to have more periodic Car Free Days. Stoke Newington Church Street was largely

seen as a town centre high street, with a disproportionate amount of traffic.

4.1.16 During the workshop, a variety of other issues and also solutions were considered, for the Council to consider. These included introducing a local ULEZ/ Zero Emissions Zone, improved green spaces and seating on Stoke Newington Church Street and the surrounding neighbourhoods as well as focusing on behavioural changes and initiatives.

4.1.17 Officer response: some of the main issues identified in these engagement exercises are high traffic levels, poor cycling conditions and infrastructure, poor walking infrastructure (narrow pavements), high air pollution and road safety (including speeding). The Scheme aims to improve on issues such as walking and cycling conditions, traffic levels and local air quality. From the engagement exercises it is clear that there is widespread support for the objectives of the Scheme. The combination of direct workshops and the Commonplace survey has gathered a good mixture of qualitative and quantitative data. The consultation therefore can be considered fully in line with DfT and TfL guidance to engage with local communities on proposals, noting that these will be introduced using the ETO process, which incorporates a further minimum six month consultation period.

4.2 Emergency Transport Plan Engagement

4.2.1 The Church Street proposals were prominently featured in the ETP and the Cabinet Report that was associated with the ETP. Both of these documents were discussed and approved at the September 2020 Cabinet meeting. These documents also included a scheme specific EQIA for the Church Street proposals, which has been further developed as part of this DPD.

4.2.2 The ETP has been discussed with Ward Councillors and Cabinet Members and several items of feedback have been incorporated in the overall plans as a result. The engagement on the ETP also set out the wider framework of the Covid-19 response and green recovery in which the Scheme proposals are also placed.

4.2.3 Officer response: the ETP sets out the objective and decision-making framework for the Scheme proposals and provides an important foundation of data, justifications and statutory objectives. Feedback stemming from the ETP drafting and publishing process has been incorporated in the Scheme proposals. These include comments on the EQIA, engagement with and feedback from Ward Councillors and general feedback from members of the public.

4.3 Post ETP engagement - Emergency Services

- 4.3.1 Emergency services are not only an important statutory stakeholder, they are of particular importance for the Scheme proposals. The LFB has one of their busiest fire stations located on Stoke Newington Church Street and therefore need to be intimately involved in the design process; the Metropolitan Police (Met) also have a major police station in the area on Stoke Newington High Street. Whilst there are no hospitals in the local area, there are a number of GP practices and other healthcare locations in the area, making it an important area for the LAS.
- 4.3.2 The ETP and, subsequently, the Scheme proposals were shared with Emergency Services for feedback and comments.
- 4.3.3 Officers have met twice with representatives of the LFB. A site visit was also planned but was postponed due to lockdowns. More meetings are planned in the future.
- 4.3.4 One of the major pieces of feedback from the LFB was a request to ensure that certain LTN filters would be 'open', i.e. traversable for emergency vehicles and ANPR camera enforced rather than featuring physical measures such as bollards. Another piece of feedback was a request to reduce or remove certain sections of pavement widening, to accommodate fire tender turning movements.
- 4.3.5 The LFB also requested that vehicle parking bays in the immediate area of planters and LTN filters be removed to better aid movements of emergency vehicles through the closures. Moreover, it was also requested that a width of 4m was maintained for all LTN filters as well as the traffic filter itself. It was noted that the traffic filter and the LTN filters might decrease congestion on Stoke Newington Church Street and speed up response times, however this needs to be assessed post-implementation.
- 4.3.5 As part of the engagement process, more meetings are planned including a meeting pre-implementation and periodic review meetings post-implementation. In these periodic review meetings, emerging issues will be tackled and data such as response times will be examined.
- 4.3.6 The LAS also provided several pieces of important feedback. Whilst Officers have only met with LAS representatives once, more engagement is planned in the future, including pre-implementation to communicate construction timelines and post-implementation to tackle emerging issues.
- 4.3.7 In line with the LFB, the LAS also requested that several LTN filters would be converted to 'open' (i.e. ANPR camera enforced) LTN filters, to support ambulance response times in the local area. Also it was requested that kerbside access was ensured as part of the pavement widening design process, in line with design guidance for pandemic related public realm interventions. Finally, it was requested that the bus

stops would be enlarged, to ensure that multiple buses could align, reducing potential congestion.

- 4.3.8 The Met also requested that several LTN filters be converted to 'open' LTN filters, to support police response times, in line with the LAS and the LFB.
- 4.3.9 In addition the Met recommended the Council ensure that the pavement widening sections protect pedestrians and that cyclists do not interpret them as cycle lanes. More engagement is planned in the future, including pre-implementation to communicate construction timelines and post-implementation to tackle emerging issues.
- 4.3.10 Officer response: supporting the emergency services during and after the Covid-19 pandemic is of the utmost importance to Hackney Council. Whilst some LTN filters were already designed to be 'open', several adjustments were made to accommodate emergency service vehicle movements. This included installing more double yellow lines around the LTN filters and planters, to ensure that parked cars are not blocking access. The positioning of several planters has also been changed to provide a 4m minimum width. Officers have also ensured that the traffic filter will not use street furniture that can be placed in the carriageway such as planters, to ensure that the full width of the road is maintained for emergency services vehicle movements. The pavement widening designs will incorporate the feedback given by the LFB and LAS, ensuring that multiple buses can align at the same time and also ensuring kerbside access to emergency vehicles. The minimal spacing between bollards will accommodate access as required by the LAS.

4.4 Post ETP engagement - schools

- 4.4.1 Not only are schools important local amenities and trip generators, the impacts of previously implemented traffic schemes in the local area have also highlighted traffic congestion and air quality concerns around the local schools. It has therefore been important to engage with schools as part of the detailed design process.
- 4.4.2 Several schools are located in the project area. Two of these schools, St. Mary's Church of England Primary School and William Patten Primary School, have direct frontages on Stoke Newington Church Street. Other schools in the local area are Grasmere Primary School, Betty Layward Primary School, Grazebrook Primary School and Stoke Newington Secondary School.
- 4.4.3 In the wider area, there are several other schools that could be impacted by the scheme including its boundary roads. These include Princess May School, St Matthias Primary School, and Newington Green Primary School (located in LB Islington) amongst other schools and education facilities.

- 4.4.5 Officers have directly reached out to the Headteachers of William Patten, St. Mary's, Betty Layward, Grazebrook, Grasmere and Stoke Newington Secondary School. Meetings were held with William Patten, St. Mary's, Betty Layward and Grazebrook to collect feedback and better understand how the scheme would impact schools.
- 4.4.6 Concerns were mainly raised on vehicle access for delivery and servicing purposes. These vehicles might need to access and exit Stoke Newington Church Street via the same side (e.g. A10 or Green Lanes), and thus might need to turn around in the area. Aspects such as access routes to staff car parks, enhanced walking and cycling routes for pupils and improved road safety were also discussed.
- 4.4.7 As a response to concerns about delivery and servicing traffic and as a general follow-up to the business delivery and servicing survey, Officers distributed surveys to the schools to gain a better understanding of the requirements and constraints of the schools. Grazebrook and St. Mary's Primary Schools returned these surveys, providing valuable insights.
- 4.4.8 During the development of the Scheme proposals, the Side by Side School has been proceeding with construction of their new site on Lordship Road. The Council's School Travel Plan team has looked at potential changes in route for pupils and it is expected that the main route to the site would be Manor Road or Lordship Park, and that the proposed closures would not directly affect the route availability of most pupils. As the traffic filter on Stoke Newington Church Street is implemented with an exemption for blue badge holders, this will be an option for mitigation in certain cases i.e if journeys to Side by Side being made by Blue Badge Holders would otherwise have used Stoke Newington Church Street. Secondary impacts on children travelling to Side by Side, such as increased traffic on Manor Road have been considered and mitigations have been implemented on Manor Road to remove some parking bays to help traffic move on Manor Road.
- 4.4.9 Officer response: Whilst access to all schools is maintained at all times, it is important to note that routes to approach these schools might need to change. Loading locations such as Lancell Street for William Patten or Barn Street for St. Mary's will remain available at all times with the exception of the operational times of the School Streets. Officers have also identified several routes both east and west of the traffic filter for traffic to divert away from the restrictions and exit the area. Communications about the restrictions will need to be disseminated through the schools in order to better reach local parents and teachers. This includes communicating with schools that might be impacted from displaced traffic on boundary roads. As the scheme seeks to reduce polluting traffic on Stoke Newington Church Street and the whole of the surrounding area, it is estimated that there will be a net positive impact on air quality, traffic congestion and road safety for schools and their communities.

4.5 Post ETP - Business Engagement

- 4.5.1 Stoke Newington Church Street is an important town centre street, hosting many different businesses, including restaurants, supermarkets, pubs and specialist goods stores. There are also several other clusters of commercial activities in the project area, including on Albion Parade, Kynaston Road and on the side streets off Stoke Newington Church Street.
- 4.5.2 The diversity of the businesses corresponds with a diversity in terms of delivery and servicing requirements and a diverse usage of Stoke Newington Church Street across the day. For example, whilst during the day many businesses receive or dispense deliveries by van or other light goods vehicles, during the evening Stoke Newington Church Street is heavily frequented by cars and powered 2-wheelers (P2W), collecting food deliveries.
- 4.5.3 To better understand the delivery and servicing requirements of the businesses on Albion Parade and on Stoke Newington Church Street, a Delivery and Servicing Study was carried out. This looked at aspects such as loading restrictions in the area, used video surveying of usage and conflicts, and a variety of businesses were interviewed.
- 4.6.4 The survey and data collection was carried out in August 2020. Whilst social distancing guidelines were in effect, the country was not in lockdown, ensuring that as many businesses as possible could be reached. The results and findings were compiled in a report.
- 4.6.7 An addendum was commissioned, to better interrogate the data in relation to the Scheme proposals, increasing analysis of businesses that have legal, distance critical, loading constraints (e.g. pubs or pharmacies). The scheme proposals were also independently reviewed and other best practice examples identified.
- 4.6.8 The complete report collected video surveying data of three 24 hour periods, namely Tuesday 5 August, Wednesday 6 August and Saturday 8 August 2020. This survey showed that the section of Stoke Newington Church Street between Yoakley Road and Abney Public Hall (opposite the Abney Park Cemetery entrance) was by far the busiest stretch. This is unsurprising, as this section also hosts two loading bays.
- 4.6.9 The video survey also showed that the busiest delivery period is between 9am and noon. In general, deliveries are happening more frequently during the week compared to the weekend. In terms of vehicles used, roughly 44% of deliveries were done via van. In the evening and night there is a higher proportion of P2W, most likely couriers doing takeaway deliveries. Light and heavy goods vehicles formed a relatively low 27% of the total.
- 4.6.10 Every business premise on Stoke Newington Church Street and Albion Parade was visited to survey them and ask them about their

experiences. More than 150 businesses were contacted during this survey, with 51 businesses (37.5%) returning the survey.

- 4.6.11 The majority of businesses were small to medium enterprises, with only 2 businesses reporting more than 20 employees. 41 of these businesses reported that their main loading/unloading location was on-street, showcasing the importance of kerbside loading controls to local businesses. 56% of deliveries reported by these businesses were carried out by van, 14% by lorry and 14% by car. Whilst a response rate of 37.5% is good, the difference between these numbers and the video survey results can be attributed to this limited response rate. It is therefore important to consider both datasets simultaneously.
- 4.6.12 The survey also provided a space for respondents to comment on the general status quo of loading/unloading on Stoke Newington Church Street, giving valuable insights into local operations. A draft Delivery and Servicing Study was also referenced in the Emergency Transport Plan
- 4.6.13 The data and proposals were further interrogated and compared with other best practice examples of similar traffic filters in town centres. This highlighted that particular attention should be paid to locations such as the Bouverie Road LTN filter, as there are two premises there (a pharmacy and a pub) that have legal constraints to their loading requirements.
- 4.6.14 Other examples of best practice were reviewed, including Wapping High Street in Tower Hamlets and Horsefair Street/Charles Street in Leicester. This reiterated important aspects such as the need for clear traffic filter signage, a proper and wide communications campaign to support the interventions and to ensure that the designs take into account existing loading/unloading patterns.
- 4.6.15 Aside from the Delivery and Servicing Survey, Officers have also engaged with the business community on the proposals. Businesses were also invited to attend the LEN16 Community workshop in January 2020 and submit comments on the Commonplace engagement platform that was active in January and February 2020.
- 4.6.16 More engagement activities are planned as part of the pre-implementation plans of the Scheme. For example, existing business network contacts will be used such as the local Business User Forum as well as the Zero Emissions Network. Officers will also contact other local organisations, including a local pub freight group.
- 4.6.17 Officer response: the Delivery and Servicing Study provided valuable insights on the local delivery patterns, including the times and areas that see the most activity. In order to keep providing enough space for businesses, the Scheme will be retaining all current loading restrictions and facilities, including the two Stoke Newington Church Street loading bays that are situated between Yoakley Road and Abney Public Hall.

Several 'escape' routes have been identified that allow vehicles to turn away from the traffic filter restrictions and circle back onto Stoke Newington Church Street, so there should be no reason for drivers to pass through the traffic filter (and receive parking tickets) during the operational hours. The traffic filter restrictions will be signed in advance to warn drivers of them. The operational period has also been limited to 7am-7pm to allow traffic to move across the length of Stoke Newington Church Street outside of these times. For example, a van could approach from Green Lanes and move through the traffic filter at 6.45am, park up and load/unload and exit via the A10 without getting a fine.

Officers will endeavour to collect ongoing feedback from the business community. This could be done via Commonplace, or for example by organising meetings with the local Business User Forum. There is also the potential to carry out a further Delivery and Servicing Study to see how patterns have shifted as a result of the restrictions.

4.6 Post ETP engagement - DfT/TfL Guidance stakeholders - TfL Buses, Islington, Royal Mail, disability groups)

- 4.6.1 Both the DfT as well as TfL have released additional guidance on stakeholder engagement in their respective Emergency Active Travel Fund and Streetspace guidance. These stakeholder groups include the business community, emergency services, TfL Bus services, Royal Mail, other local boroughs and disability groups. Emergency services and the business community have already been discussed in sections 4.3 and 4.5 respectively.
- 4.6.2 There are several bus services in the area, on both Stoke Newington Church Street/Albion Road as well as boundary roads such as Green Lanes, Stoke Newington High Street (A10), Manor Road/Lordship Park and Crossway/Boleyn Road. An engagement meeting was organised between Officers and members of TfL's Buses team as well as representatives of Arriva and Go Ahead London.
- 4.6.3 Church Street hosts 4 bus services, namely the 73, 393, 476 and the N73. The 106 traverses Manor Road/Lordship Park, whilst the A10 and Green Lanes host 3 and 7 bus services respectively. During the engagement meeting, concerns were expressed about the potential for delays to the 106 bus service on Manor Road due to the potential for displaced traffic. Representatives also expressed concern about the section of the A10 between Church Street and Manor Road.
- 4.6.4 Bus operators also requested that the proposed pavement widening extensions as bus stops could be enlarged to allow two buses to align at once, improving the service and reducing bus congestion at bus stops. It was also agreed to host periodic review meetings, to evaluate iBus data and try to resolve emerging issues.

- 4.6.5 London Borough of Hackney and Islington host periodic meetings at officer level to discuss emerging schemes and tackle challenges together. One of the pre-identified issues in the wider area is the exposure of the Newington Green Primary School to traffic rat-running between Newington Green and the A10 on Matthias Road. This scheme could potentially impact traffic levels on this road, and thus will need to be monitored.
- 4.6.6 Officers scheduled a meeting with the Royal Mail in January 2021. Feedback from this organisation included the need for the Royal Mail to still be able to attend the local Post Office and any post boxes in the local area. Moreover, the delivery routes Royal Mail personnel undertake might need to change as part of the changes, which could affect delivery targets.
- 4.6.7 Officers have reached out to several stakeholder organisations that represent groups of people with disabilities. These groups include AgeUK, Transport 4 All and the Royal National Institute of Blind People (RNIB). Only a response from the RNIB was received.
- 4.6.8 The feedback received from the RNIB included advice that a thorough Equalities Impact Assessment is carried out and that the organisation cannot support any forms of shared space, especially ones where tactical paving and kerb edges would be removed, and that signal controlled crossings are preferred.
- 4.6.9 While no response was received by Transport for All, Officers have reviewed Transport for All's report "Pave the Way". This report discusses the experiences and impacts of LTNs on disabled people, including people with a chronic illness or people that have mobility impairments.
- 4.6.10 Officer response: the statutory DfT guidance, the DfT's (Emergency) Active Travel Fund and TfL's Streetspace guidance provide valuable comments regarding stakeholder organisations to contact. Both the emergency services as well as the bus operators have requested the enlargement of the pavement extensions, which has been incorporated in the draft designs, noting that any extensions would now be in Phase 2 and subject to a further review and approval process.

Officers had previously identified Manor Road/Lordship Park as a boundary road that might see a proportion of displaced traffic (see S5.). Officers will monitor the changes of traffic levels on these roads, as well as working to reduce congestion in the short term. These measures can include working with TfL to change the traffic light phasing and installing more double yellow lines at narrower sections of Manor Road (see Appendix E).

Officers will continue to engage with stakeholders such as the Royal Mail to understand the impacts of the Scheme on their services, and investigate if or where adjustments are needed.

Officers have reviewed feedback and the RNIB's policy positions. The designs will ensure that the area remains navigable by blind and partially sighted people. Recommendations and insights from the 'Pave the Way' report have also been used to inform the designs and proposed communications activities.

4.7 Post ETP Engagement - Other stakeholders (local community groups, other local groups, sector representatives,)

4.7.1 There are many different relevant stakeholder groups for this scheme. These groups can range from local community groups or park user groups, to wider sector representatives such as the freight sector or taxi trade. The following organisations were contacted:

- Local community Groups: Clean Air 4 Schools (CA4S), Albion Road Residents Association (ARRA), Crossway residents
- Local Park User Groups: Kynaston Gardens, Clissold Park, Abney Park User Groups, Abney Park Trust.
- Sector Representatives: London Taxi PR, LTDA, Logistics UK, Road Haulage Association, London Cycling Campaign and their Hackney chapter, Living Streets
- Other representative groups: Interlink

4.7.2 The majority of these groups were contacted by Officers via email. This email included a description of the scheme as well as a link to the ETP. Representatives were invited to submit written feedback, and local community groups such as CA4S and ARRA were also invited for a meeting with Officers. Organisations were reminded several times of their opportunity to submit feedback.

4.7.3 One meeting with the ARRA was organised in January 2021. This meeting was attended by 6 members of the ARRA. Officers collected feedback in terms of the Scheme, as well as existing issues in the area that would not necessarily be impacted by the Scheme, such as speeding on Albion Road near Newington Green.

4.7.4 Feedback was received from a number of residents living on Crossway regarding the impact of the scheme on their road. It was especially noted that Crossway/Boleyn Road residents are seeing a compounded traffic displacement effect from the Wordsworth Road scheme, the Walford Road Scheme and now the Church Street scheme. This has been taken into account and Officers will be investigating and designing up possible interventions for Boleyn Road/Crossway as a response.

4.7.5 Officer response: it is noted that comments and feedback from stakeholder and sector representative organisations are part of a wider feedback process that helps to make informed decisions on the designs of a scheme. The absence of feedback should not mean that certain sectors or groups are not considered in the design process.

Therefore, Officers have ensured that all addresses in the neighbourhood are still accessible by taxi or private hire vehicle. Early warning signage will be used to inform drivers of the restrictions, and sat nav companies will be contacted to ensure that their software swiftly incorporates the changes.

As outlined in section 4.5, the designs have ensured that existing loading facilities on Stoke Newington Church Street remain in place, including the loading bays between Yoakley Road and Abney Public Hall. The LTN filter designs of Yoakley Road/Bouverie Road have also incorporated the removal of several sections of parking bays, to give vehicles, including vans or taxis, a wider space to turn around.

Public accessing Abney Park Cemetery, Clissold Park and Kynaston Gardens will most often do so by foot, cycle or public transport. These journeys will be supported by the Scheme.

Officers will work together with other schemes including the **LEN16** and the Green Lanes cycle lanes to monitor and mitigate negative impacts to roads, including Albion Road, Manor Road and Crossway.

4.8 Experimental Traffic Order and Other Engagement

4.8.1 As stated previously, an ETO does not remove the need to consult residents, but instead allows for consultation to occur concurrently throughout their operational period. This approach allows highways authorities to trial measures and assess their real-world operational success, or otherwise, rather than relying upon supposition. If the measures fail to deliver the improvements they are designed to address, they can be reversed or amended. The first 6 months of operation is considered to be the consultation period where people can view the actual impacts of the measures and respond back to the Council with their views.

4.8.2 As the scheme is experimental, the restrictions can be adapted if needed.

4.8.3 Furthermore, the use of Experimental Traffic Orders to implement the scheme is for the following reasons:

- the changes are being implemented during a time of global uncertainty that makes it more difficult to predict impacts,
- traffic modelling of complex schemes such as these are subject to assumptions and we are seeking to test those assumptions in a real world scenario,
- it is the first execution of the Council's new approach to exemptions for blue badge holders through certain filters and serves as a test for the real word workings of the exemption,
- relating to global uncertainty due to the pandemic, peak times and travel patterns have changed and are likely to change again and therefore will serve as a test of the proposed 7am-7pm timings of the Church Street restriction in the real-world,

- neighbouring boroughs are also making changes and the experimental approach will serve as a test of the interactions between schemes,
- there is a desire to implement pavement widening and other more permanent pedestrian environment improvements, and the experiment will allow further evaluation of traffic levels to inform those designs.

4.8.3 Whilst the consultation includes creating a Commonplace engagement platform, in line with other recent schemes, it will also include organising periodic review meetings with certain stakeholders, including the local community groups.

4.8.4 Although the Scheme is unique, it builds on elements from previously implemented schemes. For example, the neighbourhood modal filters will effectively create multiple LTNs, similar to the ones installed in Hackney Downs, Hoxton West and London Fields. The traffic filter is also of a similar nature as the restrictions on Pritchard's Road (Cat and Mutton Bridge) or Shepherdess Walk. Identified issues, best practices and feedback from these schemes will be incorporated in this Scheme.

4.8.5 No petitions were received relating to the Scheme.

4.8.5 Officer response: as the scheme follows the implementation of LTNs and traffic filters in various neighbourhoods of Hackney, certain best practices can be used for this scheme. For example, signs with electric displays will be used in conjunction with 'conventional', regulatory early warning signage, as this has proven to be more effective. Officers will also aim to advertise the scheme through a variety of media channels, including local leaflet, social media, and using existing communication channels like the business user group. The Commonplace engagement platform will be the main method through which feedback can be submitted by individuals, as this has worked successfully with other ETP schemes.

5.0 Impact Assessment

- 5.0.1 While the Scheme proposals contain separate elements (e.g. traffic filter, LTN filters) with supporting interventions, they can be viewed as one holistic scheme. For example, the traffic filter would not be able to function properly without the neighbourhood filters and widening the pavement would be more straightforward if the traffic levels were reduced.
- 5.0.2 Therefore the impacts of the Scheme will be assessed as a whole, instead of going through each element. This report will outline the estimated impacts in terms of traffic, air quality, road safety, Covid-19 and other impacts. There is the potential that other impacts emerge as the scheme is implemented and, because of the use of an ETO, it will be possible to capture these impacts and monitor them on an ongoing basis.
- 5.0.3 Whilst this DPD assesses a variety of impacts, it is important to note that as part of the ETO, impacts, data and other types of feedback will be collected, monitored and taken into consideration before any decision is made as to whether to modify the Scheme, make it permanent or withdraw it.
- 5.0.4 The Covid-19 pandemic severely impacted London in a variety of ways. Traffic levels and local air quality have been impacted by the changing lockdown regulations and Officers have not always been able to be on site to collect data due to lockdown restrictions. It has therefore been a bigger challenge to establish a robust baseline to compare the impacts against.
- 5.0.5 However, as stated previously, the nature of an ETO allows some flexibility with the scheme (e.g. different operational hours), which can potentially be adjusted relatively easily if necessary. This will help resolve any issues emerging from a lack of available data.
- 5.0.6 The scheme will use ANPR cameras for enforcement purposes, which has proven to be a successful method of enforcement, used in other schemes. This approach reduces the amount of street clutter and infrastructure required.

5.1 Traffic Impacts

- 5.1.1 The Scheme aims to reduce traffic levels on Stoke Newington Church Street, and is likely, as a consequence, to also reduce traffic levels on Albion Road and the surrounding area. When the Scheme is introduced, it is assumed that vehicle traffic will do one of three things:
- A proportion of traffic will stay on Stoke Newington Church Street / Albion Road as people need to access the local LTNs, shops or other businesses. This includes delivery and servicing traffic such as vans or lorries. Buses and emergency vehicles will continue to use Stoke Newington Church Street.

- A proportion of traffic will evaporate over time as car journeys become relatively less attractive, and walking, cycling, and/or public transport become relatively more attractive. This is an effect that will take place over time, as has been shown in a variety of studies, discussed in Section 3.9.
 - A proportion of traffic will find other routes through the wider area. Some drivers may avoid Hackney altogether by re-routing (noting that drivers of approximately 40% of traffic using Hackney's roads do not stop in the borough at all). The scheme has been designed to encourage displacement onto other A and B-roads, roads that are designated to carry through traffic.
- 5.1.2 Traffic data has been gathered on Stoke Newington Church Street, Albion Road, local neighbourhood streets and 'Boundary Roads' on a variety of occasions. Survey dates include the Car Free Day (CFD) event in September 2019 and as part of the pre-implementation activities of this scheme in November 2020. Whilst these different sources have their limitations, e.g. they were collected during the pandemic, or only include a one-day assessment instead of a whole week, combined with the modelling that has been carried out they can give important indications as to the predicted traffic impacts of this scheme.
- 5.1.3 In general it is estimated that vehicle traffic numbers will significantly reduce on Stoke Newington Church Street, Albion Road and in the newly created LTNs north and south of Stoke Newington Church Street. East-west routes through the area between Green Lanes and Stoke Newington High Street (A10) will be removed between 7am-7pm. Moreover, north-south movements in the wider area, e.g. vehicles using Albion Road and Lordship Road to move between Newington Green and Seven Sisters Road, will also be removed 24/7 because of the LTN filters. Finally, the LTN filters will prevent other through routes from forming in the immediate areas to the north and south of Stoke Newington Church Street.
- 5.1.4 In terms of east-west traffic, it will still be possible for traffic to use Manor Road and Lordship Park to move between Green Lanes and the A10. Furthermore, it will also be possible to use Amhurst Park and Seven Sisters Road in the north, Crossway, Matthias Road and Mildmay Road in the south and Balls Pond Road in the south. These streets will have to be monitored for traffic changes. Other routes in the wider area are also possible.
- 5.1.5 North-south movements will still be possible on the A10 and Green Lanes. As a right turn is not permitted at the junction of Seven Sisters Road and Green Lanes for northbound traffic on Green Lanes, there is a possibility that traffic normally using Albion Road and Lordship Road could now use Green Lanes, Lordship Park and Lordship Road to make a similar movement and this will need to be closely monitored. Other routes in the wider area are also possible.

Car Free Day Data Analysis

- 5.1.6 Traffic data was collected for the CFD Sunday on 22 September 2019, as well as for the Sunday before and after the event as reference points. It should be noted that the Walford Road Scheme was not yet in place, and the CFD restrictions were more encompassing than the current Church Street proposals, e.g. buses were also displaced during CFD.
- 5.1.7 Table 1 shows the traffic data collected for the reference Sunday (taking the average of the two reference points) between 7am and 7pm on Church Street. During Car Free Day the same data monitor recorded the following data for Church Street: :

Table 1: Car Free Day Data

Vehicle Type	Reference points	Car Free Day
Cars	5127	359
LGV	318	64
HGV	43	14
TfL Buses	400	10
Motorbike	358	37
Cycles	1172	1192
Pedestrians	9289	17,448

- 5.1.8 Traffic Data was also collected for the Boundary Roads, including Manor Road. To give an indication of the potential east-west displacement on Boundary Roads, the following tables show the changes on Manor Road and Crossway between 7am and 7pm, in line with the Church Street data:

Table2: Reference Points Manor Road/Crossway:

Vehicle Type	Manor Road	CFD Manor Road	Crossway	CFD Crossway
Cars	4159	4978	6428	7,004
LGV	267	339	430	432
HGV	27	33	47	31
TfL Buses	125	478	114	113
Motorbike	187	295	402	423
Cycles	296	253	377	335
Pedestrians	793	790	1163	964

5.1.9 Whilst the CFD monitoring stations only measured a Sunday instead of a whole week, and CFD itself was a special event with other elements happening all over London, it does give an indication of potential displacement patterns, especially for east-west movements.

5.1.10 Stoke Newington Church Street was completely pedestrianised on CFD, with no access between 7am and 7pm for freight traffic, TfL buses, the majority of local traffic and cyclists. This is more restrictive than the Scheme and therefore a 'Through Traffic Study' has also been used to analyse what proportion of traffic on Stoke Newington Church Street is through traffic, with the potential to be displaced to other roads.

2018 Origin and Destination Data Analysis

5.1.11 A 2019 study by consultants used scaled up navigation software data from 3 months in 2018 to identify origin and destination data of vehicles. This was used to investigate what percentage of traffic on roads such as Stoke Newington Church Street, Albion Road, Crossway and Manor Road is local and what percentage is through traffic.

5.1.12 The study differentiates between through traffic (does not start or stop in Hackney), cross borough traffic (starts and/or stops in Hackney, but ends and/or begins in another Borough) and internal traffic (both starts and stops in Hackney). As the collected traffic data stems from 2018, it therefore gives indications from a pre-pandemic traffic scenario. The summarised data can be found in Appendix G.

5.1.13 Through-traffic trips identified by the data, neither stop nor start in Hackney and are thus the most likely to be displaced. Looking at Church Street, the following data was identified:

	Through	Cross Borough	Internal
Northbound	1604	1841	681
Southbound	928	1915	1044
Eastbound	839	1524	1387
Westbound	397	1287	1103
Total	3768 (25.9%)	6567 (45.1%)	4215 (29.0%)

5.1.14 Of special importance will be the east-westbound through traffic because if this traffic is displaced, it is likely it would take the Manor Road and Lordship Park route. For Manor Road, the following traffic data was identified:

	Through	Cross Borough	Internal
Northbound	220	381	240
Southbound	191	343	197
Eastbound	1653	2165	1553
Westbound	997	1660	1022
Total	3061 (28.8%)	4549 (42.8%)	3012 (28.4%)

5.1.15 If all east-westbound through traffic from Stoke Newington Church Street would be displaced to Manor Road, this would constitute an increase of 1236 vehicles that do not start or stop in the Borough over a 24h period. This would be an increase of 11% compared to the total of Manor Road. Over a 24h period, this would constitute approximately 52 cars more per hour, or less than one per minute.

5.1.16 Crossway was another road that was previously identified as likely to receive displaced east-westbound traffic from Church Street. The Through traffic study identified the following traffic data for this road:

	Through	Cross Borough	Internal
Northbound	446	564	403
Southbound	290	512	223

Eastbound	1260	1254	485
Westbound	1748	1674	671
Total	3744 (39.3%)	4004 (42.0%)	1782 (18.7%)

5.1.17 If all east-westbound through traffic (1236 vehicles) from Church Street would be displaced to Crossway, this would constitute an increase of 12.9% compared to the total of Crossway.

5.1.18 It is however expected that if traffic displacement of through traffic does occur, several roads in the area would receive a proportion of this traffic. These roads include Crossway, Manor Road and Lordship Park, Balls Pond Road and Amhurst Park. Furthermore, the restrictions on Stoke Newington Church Street would only be in place from 7am to 7pm and therefore those predictions would reduce.

5.1.19 There is also the possibility for cross-borough and internal traffic to be displaced to other roads. However, this likelihood is less high compared to through traffic as Stoke Newington Church Street and the surrounding LTNs for which drivers use Stoke Newington Church Street as an access route, remain vehicle destinations and trip generators.

5.1.20 Moreover, cross-borough and internal traffic are on average shorter journeys and thus more easily switchable to other modes, as identified by TfL's Strategic Cycling and Walking Analyses (see links below), as well as TfL's Analysis of Cycling Potential. These trips would therefore be more easily 'evaporated' or become part of the modal shift over time.

5.1.21 For example, across London the Analysis for Cycling Potential indicated that there are around 8 million trips that could be cycled. 58% of these trips are currently done by car. These trips are predominantly short trips, with an average length of 3.15km.

<http://content.tfl.gov.uk/strategic-cycling-analysis.pdf>

<http://content.tfl.gov.uk/strategic-walking-analysis.pdf>

<http://content.tfl.gov.uk/analysis-of-cycling-potential.pdf>

5.1.22 As the Through Traffic study uses scaled up data from 2018, it is at best indicative of the potential traffic impacts and changes. It will therefore be important to closely monitor traffic impacts as part of the experimental scheme and consider the Through Traffic data together with the other data presented.

TfL's ONE Model Analysis

5.1.23 As part of the Traffic Management Act 2004 Notifications (TMAN) process, several modelling scenarios using TfL's Strategic ONE Model were created in order to investigate the high level traffic impacts of the

Scheme proposals. The ONE Model uses pre-pandemic traffic counts from 2018, which will need to be compared to current traffic levels.

5.1.24 The outputs for the main borough Boundary roads are in Table 3 below:

Table 3: Predicted Flows on Boundary Roads using ONE Model

Boundary Roads	Direction	Original vehicle flow	New Vehicle Flow	Original Vehicle Flow	New Vehicle Flow
		8am-9am	8am-9am	5pm-6pm	5pm-6pm
Manor Road (Stamford Hill (A10) to Listria Park)	EB	318	407	351	467
Manor Road (Stamford Hill (A10) to Listria Park)	WB	342	396	351	406
Manor Road (Listria Park to Bouverie Road)	EB	337	430	312	423
Manor Road (Listria Park to Bouverie Road)	WB	280	338	351	402
Manor Road (Bouverie Road to Lordship Road)	EB	293	436	398	539
Manor Road (Bouverie Road to Lordship Road)	WB	404	408	433	447
Lordship Park (Lordship Road to Green Lanes)	EB	247	293	282	363
Lordship Park (Lordship Road to Green Lanes)	WB	402	463	395	453
Green Lanes (Lordship Park to Riversdale Road)	NB	314	393	464	578
Green Lanes (Lordship Park to Riversdale Road)	SB	663	832	556	709
Green Lanes (Riversdale Road to Stoke Newington Church Street)	NB	400	421	443	465
Green Lanes (Riversdale Road to Stoke Newington Church Street)	SB	373	406	373	409
Green Lanes (Stoke Newington Church Street to Petherton Road)	NB	354	343	413	380
Green Lanes (Stoke Newington Church Street to Petherton Road)	SB	338	306	341	333

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Green Lanes (Petherton Road to Burma Road)	NB	400	359	371	366
Green Lanes (Petherton Road to Burma Road)	SB	348	318	361	349
Green Lanes (Burma Road to Springdale Road)	NB	320	353	344	366
Green Lanes (Burma Road to Springdale Road)	SB	347	315	355	347
Green Lanes (Springdale Road to Winston Road)	NB	298	366	399	442
Green Lanes (Springdale Road to Winston Road)	SB	366	330	316	288
Green Lanes (Winston Road to Albion Road)	EB	366	330	316	288
Green Lanes (Winston Road to Albion Road)	WB	298	366	399	442
Newington Green Gyratory	EB	789	595	652	566
Newington Green Gyratory	SB	766	682	711	696
Newington Green Gyratory	WB	641	672	710	703
Newington Green Gyratory	NB	581	639	710	739
Matthias Road/Boleyn Road (Newington Green to Crossway)	EB	295	289	246	247
Matthias Road/Boleyn Road (Newington Green to Crossway)	WB	272	376	305	377
Crossway (Boleyn Road to Stoke Newington Road (A10))	EB	448	485	509	537
Crossway (Boleyn Road to Stoke Newington Road (A10))	WB	584	617	527	555
Lordship Road (South of Manor Road)	NB	86	121	117	168
Lordship Road (South of Manor Road)	SB	398	150	277	155
Lordship Road (North of Stoke Newington Church Street)	NB	93	0	127	0
Lordship Road (North of Stoke Newington Church Street)	SB	376	0	300	0

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Stoke Newington Church Street (Defoe Road to Stoke Newington High Street)	EB	212	0	271	0
Stoke Newington Church Street (Defoe Road to Stoke Newington High Street)	WB	348	0	304	0
Albion Road (Stoke Newington Church Street to Barbauld Road)	NB	75	87	120	85
Albion Road (Stoke Newington Church Street to Barbauld Road)	SB	212	59	199	98
Albion Road (Barbauld Road to Albion Grove)	NB	177	125	239	167
Albion Road (Barbauld Road to Albion Grove)	SB	477	136	329	147
Albion Road (Albion Grove to Clissold Crescent)	NB	177	125	239	167
Albion Road (Albion Grove to Clissold Crescent)	SB	477	136	329	147
Albion Road (Clissold Crescent to Howard Road)	NB	131	110	201	148
Albion Road (Clissold Crescent to Howard Road)	SB	270	103	226	128
Albion Road (Howard Road to Newington Green)	NB	131	110	201	148
Albion Road (Howard Road to Newington Green)	SB	270	103	226	128
Stoke Newington Church Street (Lordship Road to Albion Road)	EB	164	0	275	0
Stoke Newington Church Street (Lordship Road to Albion Road)	WB	332	0	328	0
Stoke Newington Church Street (Albion Road to Clissold Road)	EB	149	59	23	98
Stoke Newington Church Street (Albion Road to Clissold Road)	WB	0	87	6	85
Stoke Newington Church Street (Clissold Road to Clissold Crescent)	EB	120	132	141	109
Stoke Newington Church Street (Clissold Road to Clissold Crescent)	WB	65	74	138	119

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Stoke Newington Church Street (Clissold Crescent to Green Lanes)	EB	120	140	141	124
Stoke Newington Church Street (Clissold Crescent to Green Lanes)	WB	130	119	139	133

Survey Data - November 2020

5.1.25 24h traffic counts were collected on 19 November to 25 November as part of the pre-implementation preparations of the Scheme proposals. These traffic counts are influenced by Covid-19 and several lockdowns, however do give a good indication of the current traffic levels on Stoke Newington Church Street, Albion Road, Boundary roads and other streets within and outside the scheme area. These [traffic counts](#) also show turning movements at junctions.

5.1.26 The traffic counts have helped establish what the current displacement could be. As an example, for Stoke Newington Church Street, the following vehicle traffic was measured:

	CAR	LGV	HGV	BUS	Motorcycle	Cycle
Westbound	3466	730	62	410	510	915
Eastbound	3491	750	62	433	594	1102
Northbound	924	192	9	1	151	220

Discussion of Data Analysis

5.1.27 As shown through the through traffic study, the proportion of traffic that does not stop or start in the borough is 25%. This type of traffic is most likely to be displaced, but other types (internal and cross borough) can also potentially be displaced. This would indicate that for east-west through traffic, at least 2,430 vehicles per 24h are at risk of traffic displacement. This would constitute over 100 vehicles per hour over a 24h period. These vehicles could use roads such as Balls Pond Road, Crossway, Manor Road, Lordship Park and Amhurst Park amongst others.

5.1.28 Traffic monitoring will be crucial as the scheme is introduced so the impacts of changes in traffic flows can be assessed. Analysing what level of traffic displacement occurs will inform the decision whether to make the scheme permanent or not and if adjustments are needed.

5.1.29 Looking at the combined results from the through traffic study, the ONE Model outcomes and the CFD traffic counts, several predicted impacts can be identified. The first and foremost impact is that vehicle traffic on Albion Road, Stoke Newington Church Street and the identified LTNs north and south of Stoke Newington Church Street, would see significant drops in vehicle traffic. This is especially important as Stoke

Newington Church Street itself is an important town centre street with a number of amenities and trip generators.

Traffic Displacement

5.1.30 A second impact that can be identified is that displacement of traffic is likely, and that this traffic could use roads such as Green Lanes, the A10, Manor Road and Lordship Park and Crossway and Boleyn Road i.e. the alternative east-west routes could see displaced traffic levels. Close attention needs to be paid to these routes in terms of monitoring, and potential further traffic calming schemes could be developed and brought forward in mitigation.

5.1.31 Proposals to mitigate against this potential for displacement are outlined in section 2.4. They include the introduction of several sections of double yellow lines to aid traffic flow on Manor Road by eliminating existing pinch points. The Council will also investigate implementing width restrictions on Boleyn Road to deter Heavy Goods Vehicles from using this route and further cycling and walking improvements are being developed for Crossway as part of the Cycle Future Routes scheme.

Diversion Routes

5.1.32 Aside from these scheme wide traffic impacts, there are also specific impacts that this report will consider. One of these is the creation of 'diversionary routes' to avoid the traffic filter and use local roads to turn back on Stoke Newington Church Street and exit the area while the traffic filter is in operation, helping to ensure that drivers do not receive Parking Charge Notices (PCNs). Early warning signage will be used on Green Lanes and the A10 to inform drivers that through roads are not possible, however if a vehicle does continue to access Stoke Newington Church Street from either the east or west, they would have several ways to divert away from the traffic filter.

5.1.33 Some of these routes use neighbourhood streets. In the short term it is possible that these streets would be accessed by traffic that needs to turn around, although this impact would be expected to be reduced over time. Pre-implementation traffic counts have been gathered through the use of ATCs on these neighbourhood streets, and monitoring will be necessary. A map of identified 'diversionary routes' can be found in Appendix A.

Pedestrians

5.1.34 Pedestrian movements are estimated to be largely unaffected, as none of the proposals will aim to change pedestrian routes. However, one of the objectives of the Scheme is to improve the public realm and the pedestrian experience on Stoke Newington Church Street through the decrease in traffic and associated proposals. As these will improve the local town centre, it is possible that this will attract more pedestrians to the local area, as demonstrated during the CFD initiative.

Buses

- 5.1.35 The decrease in traffic levels, and thus congestion, on Stoke Newington Church Street and Albion Road will be beneficial for bus services operating on these roads. This includes the 73, 393, 476 and the N73. The proposals would not impact the bus routing or the location of bus stops. As there is potential for displacement on Manor Road and Lordship Park, the bus route on this road (the 106) could be affected by a potential increase in traffic levels and thus congestion. The same applies to the bus route using Crossway, namely the 236.
- 5.1.36 Bus Routes on north-south routes, such as Green Lanes and the A10, might also be affected by a displacement in traffic. However it should be noted that these roads have several sections of dedicated bus lanes, which will aid buses to avoid potential increases in congestion owing to a displacement of vehicle traffic. For example, a northbound bus lane is in operation on the A10 between the junction with Stoke Newington Church Street and the junction with Manor Road.
- 5.1.37 Feedback from TfL(Buses) highlighted that there is an operational need for support vehicles to access through the traffic filter on this busy bus route. This requirement will be accommodated in the experimental traffic order.

Taxis (Black Cabs)

- 5.1.37 Although access to all residential and commercial properties in the area would be maintained, the traffic filter and the LTN filters would not provide exemptions for taxis, and thus certain taxi journeys would need to be rerouted. This might increase journey times (and hence costs to the passengers), depending on the direction of approach. Clear signage will be installed and the Council will work with the sat nav companies to update their software advising of the restrictions.
- 5.1.38 The decision not to exempt taxis from the traffic filter on Stoke Newington High Street has been taken because the primary objectives of the Scheme are to improve the local Town Centre for people using the area to visit the shops and other facilities, as opposed to using the area to pass through it. Data from the Council's 'Through Traffic Study' indicates that approximately one third of the traffic using Stoke Newington Church Street between 7am-7pm could be taxis, although this figure would clearly include private mini cabs as the data is gathered from vehicles using GPS systems; the removal of this traffic would benefit town centre users. The Council does not have data of the numbers of black cabs actually dropping off users, however the Delivery and Servicing Study (August 2020) identified an average of 16 taxis using the kerbside on each side of the proposed traffic filter, over a three day period. The data was not broken down by time period.

- 5.1.39 In addition, although it could be argued that taxis are part of the public transport system, given the objectives of the Scheme and the fact that there are no major attractors nearby such as a railway station or cab rank, it is not considered that Stoke Newington Church Street forms part of a formal route for taxis. A further spot check carried out on 20 May 2021 showed, for a half hour period between 11.30 and 12 noon, that there were 5 taxis and 309 other vehicles i.e. approximately 1.5%.
- 5.1.40 A further taxi survey is planned for the full end of the lockdown period, when all businesses and entertainment facilities are expected to open up, to confirm the above assumptions.
- 5.1.41 If any pavement widening extensions go ahead, they would still allow for taxi pick up and drop off and therefore the right to ply for hire remains unaffected.
- 5.1.42 One question that is difficult to assess with regard to taxis is what journeys may be undertaken by people with disabilities and the impact on those people of not having access through the traffic filter. The Council has considered this and has recently approved a Delegated Powers Decision relating to Blue Badge Holders in Hackney and has undertaken to continue to work with other organisations to try and resolve this issue. The following is an extract from that report:
- 5.11 It is recognised that not all people with a disability who have access to private motor vehicles hold a companion badge. It is further acknowledged that not every person with a disability who relies on motor vehicles holds a Blue Badge, but may sometimes be a passenger either in someone else's private vehicle, or a Taxi (some but not all will use the Taxicard scheme) or a Private Hire Vehicle.*
- 5.12 Furthermore, it is recognised that residents with a disability may rely on motor vehicle journeys made by others, such as carers, NHS, and social services and others.*
- 5.13 It is not within the scope of this paper to address all cases of motor vehicle use by or for people with disabilities, but rather to propose a first solution that can address some of the cases. Officers will continue to further consider options for these other case uses in the future.*
- 5.14 Transport for All published their Pave the Way Report (<https://www.transportforall.org.uk/>) in January 2021, after the Council's Emergency Transport Plan was published and many of the LTNs implemented (To read the Emergency Transport Plan [click here](#)). In their report they state the view below, which is supported by the Council.*

“Dispensation for disabled people: 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 to access 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.”

- 5.15 *This report goes some way toward addressing the concerns and the Council has also considered whether to exempt wheelchair accessible taxis. However, owing to the difficulty of identifying which vehicles would be carrying passengers with disabilities, the Council believes that this issue needs to be addressed London wide and will be working with appropriate organisations to try and resolve this.*

Cycling

- 5.1.39 In terms of cycling movements, two important impacts can be identified. The important north-south route, the CS1, will receive significantly less traffic as it would be subject to LTN filters on Bouverie Road and Nevill Road. This, combined with the decrease in traffic on Stoke Newington Church Street, would improve the cycling conditions for the CS1. It is estimated this, in combination with other measures, will lead to an increase of cycling.
- 5.1.40 Secondly, the east-west cycle route along Stoke Newington Church Street would also be improved. This will be especially important to connect the CS1 with the Green Lanes cycle lanes. Traffic will significantly decrease due to the traffic filter, and thus cycling will be easier. It is expected that east-west cycle movements will increase along Stoke Newington Church Street.

Summary of Traffic Impacts

- 5.1.41 To conclude, it is estimated that traffic would be significantly reduced along Stoke Newington Church Street and Albion Road (B104), in the local town centre/high street and in the created LTNs north and south of Stoke Newington Church Street. As analyses such as the Through Traffic Study or the ONE model rely on pre-pandemic traffic levels and patterns, it is not possible to precisely predict the size of this reduction.
- 5.1.42 A reduction in traffic on Stoke Newington Church Street and in the surrounding area would help achieve several objectives, including improving the local air quality, improving the local town centre, allowing

for more social distancing and improving walking and cycling conditions, including on the CS1.

- 5.1.43 A reduction in traffic on Stoke Newington Church Street would also alleviate the existing congestion on this main road, which in turn would support the existing four bus services on these roads, as well as support the local LFB fire station and their response times as Stoke Newington Church Street and the local area would be more easily traversable.
- 5.1.44 Especially in the short term, there is a likelihood for traffic to be displaced onto other roads. As the analyses such as the Through Traffic Study and ONE Modelling rely on pre-pandemic traffic levels and patterns, the precise size of traffic displacement cannot be accurately predicted. Several Boundary Roads have been identified, these include Manor Road and Lordship Park, Crossway, Matthias Road and Mildmay Road, the A10 and Green Lanes. Other roads in the wider area could also be subject to traffic displacement and would need to be monitored.
- 5.1.45 Increases in traffic on these roads could worsen aspects such as air quality and road safety, especially in the short term. It is important to note that the Scheme aims to produce a modal shift away from vehicles and towards other more sustainable modes in the medium to long term. It is also important to recognise that the Scheme proposals are part of a package of measures. Other measures include the LEN16, the GULCS charging point programme, the residential bike hangar programme, the Zero Emissions Network, cycle lanes on Green Lanes and the School Street programme, amongst other initiatives.
- 5.1.46 Traffic monitoring will be necessary in the Scheme area, on the Boundary Roads and beyond. Pre-implementation counts have been carried out in November 2020. Several more permanent camera counters are being procured by Streetscene, which will provide an ongoing assessment of traffic changes, rather than a 'snapshot'.
- 5.1.47 New traffic surveys will be carried out approximately 6 months after implementation and the data will be made publicly available on the Council's webpages.

5.2 Air Quality Impacts

- 5.2.1 Air quality and pollution in the local area is very much influenced by local traffic. As the Air Quality Action Plan 2020-2025 showcases, 64% of NO_x stems from surface transport. In terms of particulate matter, transport can be attributed to 29% and 24% of PM_{2.5} and PM₁₀ respectively.
- 5.2.2 There are several air quality monitors in the local area. As part of the LEN16, several NO_x monitoring tubes were installed in the local area, including on Stoke Newington Church Street, Albion Road and several Boundary Roads such as Manor Road, Crossway and Green Lanes. A Breathe London monitor is also installed at the William Patten Primary School. While NO_x tubes give a monthly average, the Breathe London monitor monitors NO_x pollution on 15 minute intervals, indicating the daily fluctuation in pollution.
- 5.2.3 Monitoring changes in air quality and pollution is more effective if carried out over a longer term. Air pollution is dependent on a number of variables that are not traffic related, including atmospheric and weather related factors. Therefore, levels will fluctuate between seasons so comparisons should be made with the same time of year. Air quality data is also more robust where strict quality controls are applied including comparisons with other monitors. For example, while an annual mean can be calculated from less than 12-months worth of data, the accuracy is improved if monitoring is carried out for the full year and there is other ratified data available for comparison.
- 5.2.4 Many of the changes in air quality will be noticeable in the medium to longer term, as the Scheme beds in and traffic evaporation starts to take place. However, it is still possible for the Council to predict the impacts of the Scheme on air quality.
- 5.2.5 In line with the traffic changes, it is estimated that there will be air quality benefits for streets where traffic is likely to decrease, such as Albion Road and Church Street and in the LTNs. As traffic could be displaced on a number of Boundary Roads, it is possible that there would be negative impacts on air quality on these roads, including Manor Road and Crossway.
- 5.2.6 It is important to assess the potential impacts on air quality in relation to the function and character of the road or street. For example, in a town centre street, a higher number of pedestrians would be expected to be exposed to air pollution stemming from road traffic sources. Moreover, the total width of the road and the height of building frontages can lead to a 'canyon effect', trapping air pollution. Although the hourly mean objective for NO₂ of 200µg/m³ is met in Stoke Newington Church Street, the 2019 data shows there are two that fail the annual mean of 40µg/m³. Therefore reducing the exposure during the main shopping hours is important to achieve compliance

with the annual mean objective, which would further improve the air quality for shoppers. Further information on the existing data for air quality can be found in the following report: 'London Borough of Hackney Air Quality Annual Status Report for 2019 (V2)' at: <https://hackney.gov.uk/air-what-we-are-doing>

- 5.2.7 Assessing the traffic changes, it is likely that Stoke Newington Church Street and Albion Road would experience significant positive impacts in terms of air quality. However, Manor Road (just north of Stoke Newington Church Street) might see displaced traffic and thus potential negative air quality impacts. Whilst this needs to be addressed, it is important to note that Stoke Newington Church Street also functions as a town centre as well as a residential street, exposing many more pedestrians to air pollution stemming from vehicle traffic. Furthermore, Manor Road is on average wider than Stoke Newington Church Street, and building frontages have more front gardens and are further removed from traffic, compared to Stoke Newington Church Street. The distance of the facade of the property from the kerbside will determine the risks of exposure. This relatively decreases the likelihood of a 'canyon effect' on Manor Road.
- 5.2.8 In the medium to longer term, the Scheme proposals, together with a package of other measures, aim to produce a modal shift away from vehicles as well as encouraging a take-up of electric vehicles. This would positively impact local air quality across the borough. For example with the LEN16, more cycle parking and electric vehicle charging points are proposed to be installed. Through other schemes such as the GULCS and the cycle parking programme, more residential charging points and secure cycle hangars are being installed in the local area instead of permit parking bays.
- 5.2.9 The expansion of the ULEZ in October 2021 will also help to remove the most polluting vehicles from the area as the entirety of Hackney will be included in the zone. As these changes are being introduced within 6 months of the Scheme proposals being implemented, it will be important to not only assess the overall impact on air quality in the area, but also to disaggregate the different impacts in order to assess the impacts of the Scheme specifically.

Summary of Air Quality Impacts

- 5.2.10 The Scheme proposals would have positive air quality impacts for Stoke Newington Church Street, Albion Road and the surrounding area. This is especially important for Stoke Newington Church Street, where some sites fail the annual objective for NO₂. General air quality monitoring will be needed, to ensure that other air quality impacts are identified.
- 5.2.11 With potential traffic displacement in the area, there is also potential for negative changes on Boundary Roads and beyond. As it is not possible to precisely estimate the traffic displacement (see S5.1), air quality benefits also cannot be precisely predicted. Monitoring of both the

scheme area as well as on the Boundary Roads and beyond is therefore necessary and will be carried out.

- 5.2.12 The negative impacts will have to be closely monitored and mitigation measures investigated. All data analyses will be taken into consideration before a final decision is made on whether to modify, retain or remove the Scheme.

5.3 Road Safety Impacts

- 5.3.1 Road Safety data is collated and recorded by TfL from data provided by the Met Police. This data can be found on <https://tfl.gov.uk/corporate/safety-and-security/road-safety/london-collisions-on-map>.
- 5.3.3 In general one of the most important tenets of road safety is to reduce conflict between different users, especially vulnerable road users. The Scheme aims to achieve this by placing LTN filters on busy cycling roads such as Nevill Road and Bouverie Road. Furthermore, traffic in the town centre would be reduced, which would reduce the risk of (informally) crossing the road, something that is likely to happen in a town centre.
- 5.3.4 Analysis shows that in 2019 alone, there were 62 collisions in the wider project area, of which 6 casualties were classed as serious. Many of these casualties were on Stoke Newington Church Street, especially around the CS1 crossing near Defoe Road and Bouverie Road. There is also a secondary cluster of 'slight' injuries near the junction of Nevill Road and Barbauld Road.
- 5.3.5 In terms of the main Boundary Roads, in 2019 there were a number of clusters of collisions along the A10, for example at the junction with Crossway. Some of these collisions include 'seriously injured'. Manor Road and Lordship Park has a relatively low number of collisions, however there is a cluster of 'slight' injuries at the junction with Green Lanes. Green Lanes itself has several 'slight' and 'seriously' injured, however these are not clustered. Lastly, Matthias Road, Mildmay Road and Crossway have several 'slight' injuries recorded, along with the identifiable cluster at the junction of Crossway and the A10.
- 5.3.6 Part of the road safety assessment also looks at the number of pedestrian crossings with traffic lights. Stoke Newington Church Street has a distinct lack of these crossings, with the majority of pedestrian crossings only being supported by a central traffic island. Also the cycle CS1 crossing on Stoke Newington Church Street is not supported by such facilities. In comparison, for example, the A10 has several pedestrian crossings that are supported by traffic lights. Manor Road, Lordship Park and Green Lanes also have few formal pedestrian facilities.

- 5.3.6 As it is likely that a proportion of through traffic would be displaced from roads such as Albion Road and Stoke Newington Church Street to the identified Boundary Roads and potentially other roads, collision statistics would need to be monitored to see if there is a negative impact on road safety at the boundary roads owing to increases in traffic.

Summary of Road Safety Impacts

- 5.3.7 A reduction in traffic in town centre streets such as Stoke Newington Church Street would positively benefit road safety. The LTN filters on Bouverie Road and Nevill Road would also improve road safety on the CS1. However, casualty statistics on identified Boundary Roads and in the wider area would need to be monitored to investigate whether the Scheme proposals have a negative road safety impact on other roads; this type of analysis of the statistics is carried out regularly by the Council for all roads in the borough.

5.4 Covid-19 Impacts

- 5.4.1 The impacts of the Covid-19 pandemic on the Scheme have been taken into account during its development and will continue to be assessed as and when the situation changes and further guidance issued by the DfT or TfL. For example and as mentioned in section 3.6, the DfT released updated guidance for Local Authorities to create more space for walking and cycling, and to aid social distancing guidelines.
- 5.4.2 The traffic filter and supporting LTN filters would improve local walking and cycling conditions, especially for people to visit this local town centre. The Scheme would also create a new traffic calmed east-west route for cyclists and enhance the existing north-south CS1 route.
- 5.4.3 Proposals for widening sections of footway will be reassessed as Phase 2.
- 5.4.4 There is emerging research that correlates a person's exposure to air pollution with an increased risk of contracting Covid-19 and suffering from its symptoms. This scheme aims to improve the air quality in an important local town centre, and in the longer term improve air quality in the wider area by encouraging a modal shift away from vehicles towards active and public transport and because of traffic evaporation happening over time.

Summary of Covid-19 Impacts

- 5.4.5 A reduction in traffic would reduce local air pollution on Stoke Newington Church Street, Albion Road and the surrounding area, which can reduce the risks of contracting Covid-19 and suffering from its symptoms. However, air quality on other roads would need to be closely monitored to ensure that negative impacts are being mitigated, also in relation on Covid-19.

5.5 Community Safety and Crime

- 5.5.1 Under section 17 of the Crime and Disorder Act 1998, the Council is required to have due regard to the likely effect of its decisions, and the need for the Council to do all that it reasonably can, to prevent: crime and disorder in the borough (including anti-social and other behaviour adversely affecting the local environment); the misuse of drugs, alcohol and other substances in the borough; and reoffending in the borough.
- 5.5.2 It is predicted that the Scheme would lead to a reduction in traffic flows in the general area and better walking and cycling conditions in the town centre could lead to more people visiting this town centre, both of which could impact anti-social behaviour and crime. As a principle, more “eyes on the street” can, when present, discourage anti-social behaviour or crime or even increase reporting of it where it occurs. However, this is very much dependent on the local area. It is also possible that the converse may apply, with more pedestrians and denser crowds attracting street crime such as theft and robbery.
- 5.5.3 It should be noted that the traffic filter and the majority of the LTN filters would still be traversable by emergency vehicles, such as police vehicles. This would allow police to continue to patrol the area and respond quickly to local issues.
- 5.5.4 The Council’s Community Safety and Enforcement Team works with the police to monitor crime statistics and respond to local concerns. The Scheme has been discussed with the Team and the design team will respond to any infrastructure-related issues raised by them.
- 5.5.5 A review of the publicly available crime statistics will be organised as part of the Scheme review process.
- 5.5.6 A study has been carried out on ‘The Impact of Introducing a Low Traffic Neighbourhood on Street Crime, in Waltham Forest, London’. The study concluded that “the introduction of the Waltham Forest LTNs was associated with an overall reduction of street crime, particularly more serious crimes involving direct attacks against the person. This supports previous research (Newman [1973]), and adds to evidence that LTNs can create safer, more liveable neighbourhoods’.
- <https://findingspress.org/article/19414-the-impact-of-introducing-a-low-traffic-neighbourhood-on-street-crime-in-waltham-forest-london>
- 5.5.7 No direct correlation can necessarily be drawn from the above study in relation to this Scheme as there will be many different factors; it does however provide an indication that it is possible the Scheme may exhibit similar outcomes, as the boroughs and projects are similar in nature.

Summary of Community Safety and Crime Impacts

- 5.5.8 The study carried out on Waltham Forest suggests that there could be an overall reduction in street crime, although this is only a suggestion at this stage. The crime statistics will be analysed as part of the Scheme review and taken into account in any future decision making as to whether to modify the Scheme, make it permanent or withdraw it.

5.6 Other impacts

- 5.6.1 The Scheme may also produce a range of other impacts aside from those discussed above and there is a possibility that impacts emerge that have not been identified or assessed previously. It will be important for the Council to closely monitor the scheme, collect feedback and continuously update the assessment of the scheme.
- 5.6.2 One of the possible impacts is that traffic is partially displaced (see S5.1) to other roads, including Manor Road, Crossway, the A10 and Green Lanes. Therefore, whilst air quality would improve on Stoke Newington Church Street, Albion Road and the surrounding area, it might be negatively impacted on these Boundary Roads.
- 5.6.3 Under the Human Rights Act 1998, the Council is under a duty not to act in a way that is incompatible with any person's Convention rights. Accordingly, the order may not be made if it would give rise to a breach of a person's human rights. If a person were to be exposed to poorer air quality as a result of the Scheme, that could constitute a breach of his or her Article 8 right to respect for his or her private life. However, it is considered that the implementation of the Scheme would constitute a justified interference in that, for the reasons set out elsewhere in this report, it would be a proportionate means of achieving a legitimate aim.
- 5.6.4 However as the Scheme aims to encourage walking, cycling and public transport by improving the local conditions for these modes, whilst discouraging vehicle use, over time this is likely to produce a modal shift away from vehicle use and it is predicted that traffic evaporation would occur as well. Together with other schemes, such as the LEN16, the Scheme would also encourage a shift towards a low carbon future, by for example encouraging e-bikes, cargo bikes and electric vehicles.
- 5.6.5 One of the other important impacts could be a change in response times for emergency services. This is especially relevant as a Fire Station is located on Stoke Newington Church Street. As traffic levels and congestion are estimated to reduce on Stoke Newington Church Street and in the surrounding area, response times might improve as a result. All LTN filters are now designed as 'open' filters, so that emergency services can travel through (Lordship Road 'slip road' will have a lockable bollard). At the same time, potential displacement on Boundary Roads and other traffic changes might impact response times as well. Therefore, monitoring and review meetings with the emergency services will be necessary to evaluate the impacts of the Scheme on response times.

- 5.6.5 The Scheme will also impact the noise pollution generated from traffic. A reduction in vehicle flows on Stoke Newington Church Street, Albion Road and the surrounding area could result in a reduction in noise on those roads where that reduction is anticipated to occur, not only in relation to vehicle engine noise, but also in relation to associated noise such as the vehicle horns and shouting that can occur when vehicle conflicts occur. Reduced vehicle noise is one of TfL's indicators of "Healthy Streets".
- 5.6.6 Conversely, there might be an increase in noise on those roads where vehicle flows are anticipated to increase, particularly the Boundary Roads. Whilst traffic data will be collected as part of the review processes, noise pollution would need to be gathered from, for example, feedback placed on the online Commonplace engagement platform. However it should be noted that road traffic noise is specifically exempt from statutory noise control under section 79(6)(a) of the Environmental Protection Act 1990, which means that local authorities have no powers to control noise from road traffic.
- 5.6.7 The Healthy Streets checklist is a paradigm shift introduced by TfL and the Mayor of London, to make streets more liveable and healthier. The Healthy Streets identify 10 indicators that can make a street 'healthy'. This includes places to stop and rest, cleaner air or that people choose to walk and cycle.
- 5.6.8 The Scheme would improve the Healthy Streets score of several sections of Stoke Newington Church Street and in the surrounding area. Together with the projects of the LEN16, several places in the project area will be assessed to evaluate the impacts to the Healthy Streets Score.
- 5.6.9 As traffic levels might increase on Boundary Roads, it is possible that the Healthy Streets score on these roads might be adversely affected. The evaluation of some of these routes might also be affected by other schemes, e.g. Crossway would need to be evaluated together with the Cycle Future Routes proposals.

Summary of Other Impacts

- 5.6.10 The Scheme may have a variety of other impacts, including in relation to Human Rights, emergency response times and the Healthy Streets indicators. It is predicted that these impacts will be neutral or positive overall, but these will have to be measured and monitored as part of the assessment process.
- 5.6.11 Other impacts might emerge after implementation. If this is the case, these impacts would need to be identified, collected, evaluated and discussed before deciding whether to make the scheme permanent or withdraw it.

5.7 Potential Alternatives considered and rejected

- 5.7.1 Several alternatives were considered and rejected as part of the formulation of the Scheme proposals. These alternatives were considered at various stages of the development. Previous engagement exercises such as the LEN16 Commonplace engagement exercise were used to inform these alternatives.
- 5.7.2 **A 'do nothing' approach** for Stoke Newington Church Street was considered but was rejected for a variety of reasons. Notably, there are issues in relation to air pollution, traffic levels, poor walking and cycling conditions and road safety.
- 5.7.3 **Partially implementing the Scheme** would also not be possible. All elements are considered necessary to enable better improvement of the town centre. For example, a traffic filter without LTN filters would not produce significant traffic reductions, and instead would create new rat-runs in the local area. Installing LTN filters without a traffic filter would not achieve the aim of reducing traffic levels in the town centre.
- 5.7.4 **Alternative suggestions to a traffic filter** were also submitted during previous engagement exercises, such as a Zero Emissions Zone or fully pedestrianising Stoke Newington Church Street, making it local access, cycle and walk only. These options were rejected as they would have had a negative impact on the local bus routes, the needs of the local businesses and the operations of the Fire Station. The impact of restrictions based on emissions will diminish as use of electric vehicles increases.
- 5.7.5 **Alternative options for the placement of the traffic filter** restrictions were considered including: between Albion Road and Lordship Road, between the A10 and Wilmer Place and other places on Stoke Newington Church Street. These alternative locations would obligate all traffic accessing Stoke Newington Church Street (e.g. delivery and servicing) to arrive from one direction only, whereas consideration was given to attempting to distribute the traffic evenly across the wider area. The proposed location achieves the greatest impact in terms of reducing traffic across the wider area, as it reduces flows on the east-west as well as north-south directions. Moreover, these locations do not have good diversion routes to avoid the traffic restrictions and would necessitate more neighbourhood road closures; the aim was also to minimise the number of LTN filters needed in order to remove any potential new routes opening where drivers would try to avoid the traffic filter.
- 5.7.6 **Alternative operational periods** were also considered for the traffic filter. Engagement with local stakeholders as well as the LEN16 Commonplace engagement exercise revealed calls for the restrictions to be in operation 24/7 instead of 7am-7pm, Monday to Sunday. The 24/7 operational period has been considered but rejected for several reasons. The 7am-7pm operational period will give businesses more flexibility for delivery and servicing trips outside of these hours. The negative impacts of potential traffic displacement will also be reduced

with a limited operational period. At the same time, the 7am-7pm period envelops the main commuting and shopping hours, which is important for this local town centre. Taxis (and general traffic) will be able to travel through the Stoke Newington Church Street filter between 7pm-7am, reducing the diversion required for late night taxi journeys.

- 5.7.7 **Other types of traffic calming** - the Commonplace engagement exercise organised by the LEN16 and other engagement activities have also identified requests for a host of other types of traffic calming. These include one-way streets, speed humps and other ways to reduce traffic. These measures would not achieve the same impacts in terms of traffic levels, and thereby improving walking and cycling conditions, air quality and road safety, as the current proposals would.
- 5.7.8 **Cycle infrastructure** - the Commonplace engagement exercise also identified several calls for improved cycle infrastructure, including painted cycle lanes or segregated cycle lanes. These alternatives have been rejected as the proposals aim to keep the existing loading bays and Blue Badge Holder parking on Stoke Newington Church Street; if cycle lanes were to be added the width of Stoke Newington Church Street would be reduced to such a degree that two-way traffic lanes could not be maintained that would allow fire engines and buses to traverse the area safely. As the traffic filter and LTN filters would significantly reduce traffic in the area, it is predicted that the improvements to cycling conditions in the town centre and the CS1 will be similar.

5.8 Summary of Impacts

- 5.8.1 Overall, the current Scheme proposals would maximise the identified positive impacts whilst minimising the identified negative impacts compared to the alternatives considered. For example, the current proposals will maximise traffic reduction, air quality and road safety benefits in the town centre during the main shopping and commuting hours, whilst reducing negative traffic displacement impacts on other roads outside of these hours.
- 5.8.2 Moreover, the current proposals would maximise road safety on the CS1 cycle route. The proposals also fulfill central government guidance to reallocate road space towards public transport, walking and cycling and improve social distancing in town centres.

- 5.8.3 Identified negative impacts will need to be monitored and mitigated as part of the experimental period; it is also important to note that the proposals already include several mitigating measures and options. The amount of necessary neighbourhood modal filters has been minimised whilst still providing the positive impacts. The 7am-7pm operational period of the traffic filter partially mitigates negative impacts caused by traffic displacement.
- 5.8.4 By introducing the Scheme using an ETO, the Council retains the flexibility to adapt the scheme further if needed. Moreover, feedback will be collected and reviewed ongoing throughout the experimental period and traffic/air quality data will be collected in the scheme area, including on Boundary roads and beyond.

6.0 Equalities Impact Assessment (EQIA)

- 6.0.1 Hackney Council and its delegated authority decision-makers must have regard in the performance of their functions to the Council's obligations under the Equality Act 2010 and other relevant provisions including Article 14 of the European Convention on Human Rights, where that applies. The Public Sector Equality Duty set out in section 149 of the Equality Act requires the Council to have due regard in the performance of its functions to the need to eliminate, amongst other things, discrimination, to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it, and to foster good relations between such groups. A consideration of each of these groups may require the Council to have due regard to other factors set out in section 149. As part of our decision-making process on the proposal for this Scheme, the impacts of it have been investigated and predicted so far as circumstances reasonably allow, with particular consideration being given to the likely impact on those with a relevant protected characteristic. These characteristics include age, disability, gender reassignment, marriage and civil partnership, race, religion or belief, sex and sexual orientation. Consideration has also been given in this section to children, pregnancy and maternity and persons on very low incomes.
- 6.0.1 Officers have ensured that all impacts on protected characteristics have been considered at every stage of the development of this proposal. This has involved anticipating the consequences on these groups and making sure that, as far as possible, any negative consequences are eliminated or minimised and opportunities for promoting equality are maximised. The EQIA will be kept under review and updated throughout the decision-making process.
- 6.0.2. A Commonplace engagement platform will be launched as part of the communications and engagement strategy. This platform will also ask respondents to fill out Equalities information such as ethnic background, age, gender and disability. This will help Officers monitor the impacts of the scheme.
- 6.0.3 It is recognised that an online Commonplace platform alone will not be enough to collect data on the impacts of the scheme on people with protected characteristics. This is because not every group has equal access to computers, the internet or will be as comfortable completing an online survey. Therefore feedback can also be submitted by writing to the Council, and Officers will continue to engage with stakeholder groups (including those representing people with disabilities) to collect feedback.
- 6.0.4 The scheme will improve access and walking, cycling, and bus services in an important local town centre. It will also reduce traffic levels, make it easier to cross, and improve local road safety and air quality. The town centre has a diverse mix of uses and destinations,

and thus these improvements will be relevant to all protected groups. See Section 5 for more detail.

- 6.0.5 The traffic reduction also allows pavements to be widened in the town centre; this option will be investigated further in Phase 2.
- 6.0.6 The potential for traffic displacement on Boundary Roads and beyond, and thus corresponding potential negative impacts on for example road safety and air quality road safety, are important for all groups that might reside on these roads. See Section 5 for an overview. In particular, there are several commercial centres, places of worship and GP practices on or near the Boundary Roads (see Appendix H).
- 6.0.7 Officers have considered whether the people who live on boundary roads are disproportionately represented by protected groups. A recent study looking at equity in new travel infrastructure schemes in London found that demographically those who live on boundary roads are similar to their neighbours on the streets with the greatest traffic reductions (Aldred et al, 2021). Currently, there is little evidence of direct discrimination on these grounds in the Hackney context, however, we will keep this under review and monitor any new sources of data. This is described further in section 6.5.5.
- 6.0.8 Whilst a bigger share of people with disabilities are a bus user or pedestrian at least once a week, a significant proportion is also a car driver and/or passenger at least once a week. Other groups such as older people can also be more reliant on vehicles.
- 6.0.9 Emergency services are still able to traverse the traffic filter and four out of the five LTN filters. This is important for protected groups such as older people and people with disabilities, as well as for anyone afraid of street crime, as they might be more reliant on these services.

6.1 Disability:

- 6.1.1 Hackney has lower than average rates of residents who identify as disabled. In November 2017, 4.1% of the local population (11,234 people) were claiming Disability Living Allowance or Attendance Allowance. Hackney's own research showcases that just over 35,000 identify themselves as disabled or with a long term limiting illness. People from an Asian, Black or other ethnic background and older people are more likely to identify themselves as disabled.
- 6.1.2 The main modes of transport used by disabled Londoners at least once a week are walking (78%), bus (55%), car as a passenger (44%) and car as a driver (24%). Therefore, the number of mobility-impaired residents potentially affected by the scheme is high, as this concerns a town centre street and the surrounding area.

6.1.3 In regards to disability travel, it is important to review the travel statistics released by TfL in their “Understanding our Diverse Communities (2019)”. The following table taken from page 206 of that document is especially relevant:

Table 4:

Proportion of Londoners using types of transport at least once a week (2016/17) [11]

%	Disabled	Disabled 16-64	Disabled 65+	Non-disabled (All)	Non-disabled 65+
Base	(1,729)	(789)	(863)	(15,831)	(1,828)
Walking	81	88	70	96	95
Bus	58	64	48	60	72
Car (as a passenger)	42	40	41	45	41
Car (as a driver)	24	26	25	39	52
Tube	21	30	13	43	35
National Rail	9	12	5	17	15
Overground	7	10	3	12	8
PHV (minicab)	10	12	8	10	4
Taxi (black cab)	3	3	3	2	2
DLR	3	5	2	5	1
Tram	2	3	1	2	2
Motorbike	-	1	-	1	1
Net: Any public transport (bus, Tube, National Rail, DLR, London Overground, tram)	61	69	52	74	78

LTDS data in this report excludes children aged under five.

6.1.4 The TfL data shows that walking (which includes travelling on the pavement with a mobility aid or wheelchair), is the mode of transport disabled people use the most, with 81% indicating that they walk at least once a week. After that, bus travel (58%) is the most frequently used mode of transport, and after that car travel as passenger(42%) and driver (24%). It is important to note that multiple answers were possible.

6.1.5 The Scheme proposals aim to support bus services and improve the walking conditions on Stoke Newington Church Street, Albion Road and the surrounding area. As Stoke Newington Church Street is a town centre, the positive impacts for walking are especially important for people with disabilities as well.

6.1.6 As the Scheme aims to significantly reduce traffic levels in the town centre, it will be easier to (informally) cross the road for people, including people with disabilities or using mobility aids like wheelchairs

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

- 6.1.7 There are several important facilities in the wider area that could be important for people with disabilities. These include the GP surgery on Albion Road, the Stoke Newington library and the Clissold Leisure centre. Whilst bus users, cyclists and pedestrians might be able to reach these locations easier due to the traffic reduction on Church Street, certain vehicle-based journeys might take longer, dependent on the places of origin.
- 6.1.8 There is potential for the scheme to displace traffic to other roads in the wider area, including the Boundary Roads. These roads might also host facilities that are important to disabled people. This includes the commercial centres on the A10 and Green Lanes, as well as community facilities on roads such as Manor Road. Traffic and air quality monitoring as well as the collection of feedback to capture individual experiences will be important to monitor the impact of the scheme on these roads and the people that use them.
- 6.1.9 Local disability groups were contacted, including Transport 4 All, the Royal National Institute for the Blind (RNIB) and Age UK. Whilst only feedback from the RNIB was received, Officers have used feedback given to other schemes to inform these decisions as well. These include RNIB comments on restrictions on Laburnum Street and Age UK/ Disability Backup feedback to the Hackney Transport Strategy.
- 6.1.10 Owing to the time lapse since the initial communications with the local groups, they will be contacted again at the implementation stage to ensure they are fully conversant with the proposals.
- 6.1.11 Feedback used also includes policy positions by organisations such as the RNIB and research such as the 'Pave the Way' report by Transport for All. These experiences and insights have been useful for project officers not only to adapt the designs, but also improve the planned communication activities that are part of the proposals.
- 6.1.12 Feedback from the RNIB highlights the need to avoid shared spaces and retain facilities such as kerbs, tactile features and signalled crossings. Also to reduce the potential conflict between pedestrians and other users including micro mobility (e.g. scooter) users or cyclists.
- 6.1.13 The feedback to avoid shared spaces and reduce potential conflict between pedestrians and other road users was echoed in the feedback by Disability Backup on the Hackney Transport Strategy. This has been incorporated in the designs (e.g. at the junctions with 'blended' crossings) to ensure that not only pedestrians are protected from vehicles, but that pedestrian priority is clearly indicated for other road users such as cyclists as well.
- 6.1.14 The 'Pave the Way' report outlines several experiences of disabled people with the introduction of LTNs, the communication surrounding

these interventions and the impacts on a spectrum of disabled people. The report provides valuable insights such as ensuring that interventions are communicated in a proper way and that changes are announced well in advance so that road users, such as taxi services, can adapt to the new routes.

- 6.1.15 The report also highlights that LTNs can have both positive and negative impacts for disabled people, and that sometimes disabled people cannot benefit from the positives because of other pre-existing conditions (i.e. poor pavement quality).
- 6.1.16 As part of the LTN experiments, the Council received feedback from people with disabilities regarding the impacts of those schemes on them. The Council subsequently approved a Delegated Powers Report titled "Exemptions to Traffic Filters on the Borough's Classified Road Network for Hackney Resident Companion e-badge Holders". Following that decision, residents with Companion e-badges will be able to access through the traffic filter on Stoke Newington Church Street, but not the complementary LTN filters.
- 6.1.17 In order to support Blue Badge Holder vehicle access to the town centre, the Council has ensured that any Blue Badge Holder parking on Stoke Newington Church Street has been retained. There is also no loss of Blue Badge Holder parking spaces in the wider area as part of these proposals.
- 6.1.18 It is also recognised that many people with disabilities may use taxis. Taxis are not being exempted from the traffic filters; this has been discussed further in section 5.1.37 to 5.1.41, where it was noted that the Council has undertaken to continue to work with other organisations to try and resolve the issue of how to exempt people with disabilities from the Stoke Newington Church Street traffic filter, when using taxis.
- 6.1.19 Taxi Stakeholder groups have been contacted, including the LTDA and London Taxi PR, to collect feedback regarding the scheme, however no responses were received. Nevertheless the impacts on taxis and their connection with the protected group of people with disabilities have been considered as part of this scheme.
- 6.1.20 As the Scheme proposals have the potential to displace through traffic to other roads, including the main Boundary Roads, close attention needs to be paid to the level of traffic displacement and any impacts on bus journey delays on these roads, as they could affect people with disabilities.
- 6.1.21 Emergency vehicles will still be able to access the kerbside. Taxi/PHV will also be able to access the kerbside, loading bays, Blue Badge Holder bays or other locations, to pick-up and drop off passengers with disabilities.

6.1.22 The traffic filter and four out of five LTN filters have been designed in such a way that emergency services including ambulances can still travel through Stoke Newington Church Street and the surrounding area (Yoakley Road will have a lockable bollard). The designs have incorporated feedback from the emergency services including the fire and ambulance services. As disabled people might more frequently require medical aid, ensuring accessibility and flexibility for emergency services is important.

6.2 Pregnancy/maternity:

6.2.1 The positive benefits of reducing the dominance of motor vehicles would benefit the most vulnerable road users, including parents and children who disproportionately suffer the harmful effects of air pollution. Prams and pushchairs put children at the level of exhaust fumes when navigating the streets. Air pollution has been linked to low birth weight and underdeveloped lung capacity in children, as well as higher incidences of lung conditions such as asthma. This is especially relevant for the Scheme proposals, as the ward profiles show that the area is inhabited by more young families and young children, compared to the average of Hackney.

6.2.2 There are several important locations in the local area for people who fall into the pregnancy/maternity group. These include local nurseries, local shops, GP surgeries, community spaces and parks. For example, Stoke Newington Church Street is host to several shops that sell maternity and baby clothes, including What Mother Made, JoJo Maman Bebe and Olive Loves Alfie. The Scheme would help promote access to these locations.

6.2.3 Access to green spaces is also enhanced as part of the scheme. The traffic reduction proposals allow for easier crossing of Stoke Newington Church Street and in the LTN areas around it. For example, it will be easier for parents and nurseries to reach Abney Park, Clissold Park or Kynaston Gardens. Along Stoke Newington Church Street itself, it will become easier to socially distance and pass people with buggies as the pavements are widened.

6.2.4 In the wider area, there are important locations such as the Homerton Hospital, Whittington Hospital and St. Ann's Hospital. Not only is it important that emergency service vehicles such as ambulances are supported by the scheme, it is also important that routes to and from these hospitals are accommodated. The scheme supports ambulances by ensuring that 4 out of 5 LTN filters are 'open' and that the traffic filter itself is also traversable. Moreover, bus services on Stoke Newington Church Street and Albion Road are supported by the scheme.

6.2.5 Certain vehicle based journeys might need to take a different route as part of the scheme. The impact of these rerouted journeys needs to be

monitored, and feedback on individual journeys should be collected. Changes to the access routes will be displayed well ahead of the scheme to provide clarity to drivers.

- 6.2.6 As part of the proposals, all addresses and properties remain fully accessible by foot, cycle or vehicle. This is important to support community workers including midwives. Certain journeys will need to be rerouted as part of the proposals. Hackney's enforcement policy allows for emergency journeys to be undertaken through the LTN filters/traffic filter. Thus, in case of an emergency, a midwife would be able to traverse the restrictions and successfully appeal a PCN through the Council's system.
- 6.2.7 There are numerous nurseries, primary schools and other educational facilities on Stoke Newington Church Street and in the surrounding area. Several of these facilities have direct frontages on Stoke Newington Church Street and Albion Road, including the N Family Club, Coconut Nursery, N16 Tots and William Patten Daycare. The proposals to reduce traffic in the area will improve local walking and cycling conditions, improve road safety, make it easier to cross Stoke Newington Church Street and reduce local air pollution. An overview of educational facilities can be found in Appendix C. This map gives a good indication on the local facilities, however more facilities may exist in the local area.
- 6.2.8 On the Boundary Roads there are also nurseries and other destinations that could be frequented by people that have the maternity/pregnancy protected characteristic. This includes several nurseries on the A10 and Green Lanes. Whilst these are A-roads, and thus designated main roads, and the most significant displacement is estimated to be east-west traffic and not north-south, traffic and air quality monitoring will be necessary around these facilities to monitor the impact of the scheme.
- 6.2.9 As described in other sections, it will also be important to complement the Scheme proposals with other schemes that reduce traffic, encourage a modal shift and facilitate a shift to electric vehicles. This includes the installation of several rapid chargers in the wider area, including on the A10, installing local lamp column chargers, cycle lanes on Green Lanes and more secure cycle parking in the local neighbourhoods.

6.3 Age:

- 6.3.1 Consideration has been given to the impact of these proposals in terms of age. The scheme is very relevant to all age groups, but in particular attention has been paid to older people and young children.

- 6.3.2 There are several important locations for young children in the local area, including schools, parks, playgrounds and shops. Several of these locations have direct frontages on Stoke Newington Church Street and Albion Road and thus will directly benefit from a reduction in traffic and improvement in air quality, walking, cycling and road safety. As air pollution and obesity can have lasting effects on young people, encouraging walking and cycling and working towards reducing traffic is very important.
- 6.3.3 Primary schools such as William Patten and St. Mary's on Church Street will see a reduction in through traffic outside of their school gates as part of the proposals. Also will it be easier and safer for children to access local parks such as Clissold Park and Abney Park Cemetery. The Stoke Newington Library will also see a reduction in traffic and it will be easier to reach this location. There are also several locations in the LTNs such as Shakespeare Walk Adventure Playground that will be easier to reach on foot or by bike owing to a reduction in traffic.
- 6.3.4 Road safety is especially important for children and young people, and this group is disproportionately represented in casualty statistics. A reduction of traffic in both the town centre as well as the LTNs and better walking conditions will be beneficial to this group.
- 6.3.5 As traffic displacement, especially in the short term, is expected, it is also important to look at destinations for young people on the Boundary Roads and beyond. These destinations include Newington Green Primary school and Princess May School on the A10. Moreover, a Children Centre is located on Balls Pond Road and another one on Rectory Road. Traffic and air quality monitoring is needed to monitor the impacts of the Scheme proposals on these locations.
- 6.3.6 When looking at locations that are important to older people several locations in the project area can be identified. These include the local Barton House GP on Albion Road, local pharmacies as well as general access to the local town centre. A reduction in traffic in the town centre will make it easier to cross the road and side streets, which can be more difficult for older people. The implementation of two blended crossings, including one on Bouverie Road, will also highlight the pedestrian priority on the CS1, reducing conflicts between cyclists and pedestrians.
- 6.3.7 The scheme has ensured that local ambulances, doctor's and Blue Badge Holder parking bays are not removed or changed. This is especially important for older people, who might need more frequent medical attention. Bus services on Stoke Newington Church Street and Albion Road, which can be important to older people to get to other

destinations, are supported by the scheme due to a reduction in non-bus traffic.

- 6.3.8 AgeUK was contacted multiple times, however no response was received. Nevertheless, their feedback on previous engagements, including the Hackney Transport Strategy was used to inform project officers in this scheme. This feedback includes removing potential conflicts between pedestrians and other road users, including cars, bicycles and micro mobility vehicles such as e-scooters. AgeUK will be contacted again prior to implementation.
- 6.3.9 The feedback received has been incorporated in the designs of the schemes. Pedestrian priority will be clearly indicated by installing blended crossings on two LTN filters, which will also make it easier to cross this side street.
- 6.3.10 On Boundary Roads and beyond, traffic levels could change, impacting aspects such as accessibility, road safety, and air quality, especially for older people. Whilst there are no GPs or surgeries located on Boundary Roads, there are several pharmacies and in general many commercial locations that are relevant for older people.
- 6.3.11 Moreover, there are several GP surgeries near the Boundary Roads and beyond. These include Statham Grove Surgery, Barretts Grove Surgery, Somerford Grove Practice, Tollgate Lodge Healthcare Centre and Allerton Road Medical Centre. A map with identified locations can be found in Appendix D.
- 6.3.12 Roads such as the A10 have more dedicated crossing facilities with signals, however an increase in traffic might make it more difficult to cross at certain locations where no traffic signals are provided. These locations will need to be monitored as part of the Scheme experimental period and feedback on these particular journeys will need to be gathered if made available.
- 6.3.13 In particular, together with the new cycle infrastructure on Green Lanes, the impacts on older people will need to be monitored. Whilst creating more space between pedestrians and vehicles might be positive in terms of air pollution exposure, more traffic due to displacement might be negative in terms of air pollution and might make it more difficult to cross the road.
- 6.3.14 As bus services are frequently of particular importance to older people, bus travel data and delays need to be monitored. Bus travel data and delays will also need to be examined. Whilst particular attention should be paid to bus services on Boundary Roads such as the 106 on Manor Road/Lordship Park and the 236 on Crossway, bus route monitoring in the wider area should also happen together with TfL.

6.4 Religion and belief:

- 6.4.1 Consideration has been given to the impact of these proposals in terms of religion or belief. Special attention has been paid to places of faith and how these would remain accessible by all transport modes as part of the proposals.
- 6.4.2 Hackney has the largest group of Charedi Jewish people in Europe who predominantly live in the North East of the borough and represent an estimated 7.4% of the borough's overall population. Reducing the dominance of motor vehicles benefits all groups equally, regardless of religion. The proposals in this report do not discriminate against any religious group, as they apply equally to all groups. There is no disproportionate impact on the Charedi Jewish population as residents or business owners, as the scheme does not prevent access to shops, places of faith or other cultural or religious institutions. Routes to access these facilities might need to change as a result of the scheme, depending on the origins of the journeys.
- 6.4.3 Places of worship have been identified that could see an impact in terms of traffic displacement, walking and cycling connectivity, air quality and road safety. A map can be found in Appendix H.
- 6.4.4 There are several places of worship that have frontages on streets within the scheme area, although there are more places of worship in the LTNs north and south of Stoke Newington Church Street which include St. Mary's Church on Church Street, the Seventh Day Adventist Church on Yoakley Road or the Torah Etz Chayim Beth Hamedrash Synagogue on Lordship Road. These locations will see a reduction in traffic and corresponding improvements in cycling and walking connectivity, air quality and road safety.
- 6.4.5 There are, however, also several places of worship that have frontages on Boundary Roads and other roads that might see a proportion of displaced traffic. These locations might therefore also see a negative impact in terms of air quality, road safety and cycling and walking connectivity. These locations include the Newington Green Unitarian Church on Newington Green, The Aziziye Mosque and Community Centre on the A10, the Stoke Newington Methodist Church on the A10 or the United Reformed Church on Manor Road amongst others. Some of these locations are supported by existing signalled pedestrian crossing facilities, partially mitigating the potential negative impacts on road safety.
- 6.4.6 Traffic and air quality monitoring will be necessary at these locations to monitor the changes in traffic, air quality and road safety. Places of worship will also be contacted as part of the wider communication strategy so that they can submit their feedback to Hackney Council.

6.5 Race and ethnicity:

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

6.5.2 The Ward profiles of Stoke Newington and Clissold show that compared to the average of Hackney, these two wards have relatively fewer people of Culturally and Ethnically Diverse communities. The restrictions in the Scheme proposals apply equally to all groups, and thus they do not discriminate against any ethnic group.

6.5.3 Research has shown that in inner London people with an ethnic minority background are minimally more likely to live on a main road or high street. This research is discussed in Section 3.9 of this report. The report found the following proportions for people living on main roads or high streets versus residential streets:

Ethnic background:	Main road/high street	Residential street
White	8.1%	90.8%
Black	8.4%	90.5%
Asian	8.7%	90.1%
Mixed, Other & Arab	10.5%	87.7%

6.5.4 Whilst it is important to carefully consider the Scheme proposals in terms of traffic displacement and potential impacts on ethnic minorities, it is also important to note that the difference in ethnic composition of residential streets and main roads/high streets in Inner London are minimal. Moreover, it should be noted that Stoke Newington Church Street and Albion Road, as B-roads, would also be classified as a main road/high street.

6.5.5 By using census data, the differences in ethnicity in the Stoke Newington area have been investigated. Several example maps,

created through Datashine (<https://datashine.org.uk/>), can be seen in Appendix I. The data showcases that different ethnic populations live on both main roads as well as residential roads within the scheme area. It also shows that different ethnic populations live in both the scheme area as well as on the Boundary Roads.

- 6.5.6 Research such as TfL's Analysis of Cycle Potential has shown that there is a greater potential for cycling for people with Culturally and Ethnically Diverse communities. Research has also shown that these groups are also disproportionately affected by Covid-19 and obesity. Therefore, a scheme improving the walking and cycling conditions in an area and enabling more social distancing in a town centre will be beneficial for people with Culturally and Ethnically Diverse communities.
- 6.5.7 As people with Culturally and Ethnically Diverse communities are relatively more reliant on bus services, they will benefit from the scheme as it supports bus services on Stoke Newington Church Street and Albion Road.
- 6.5.8 Especially in the short term, traffic displacement is possible on the identified Boundary Roads and beyond. As these roads also host important commercial locations such as Ridley Road Market, careful traffic and air quality monitoring will be necessary to monitor the impacts of the Scheme proposals. Feedback on these journeys will be collected through a variety of means, including the Commonplace platform.

6.6 Gender, gender reassignment, sexual orientation, and marriage and civil partnership:

- 6.6.1 The Scheme proposals apply equally to all groups, and thus they do not discriminate against any group, including gender and sexual orientation groups. That being said, it is important to identify any specific impacts on groups with these protected characteristics.
- 6.6.2 Women and people with a non-straight sexual orientation can more frequently be the subject of Anti-Social Behaviour (ASB) and crimes of a sexual nature. Under section 17 of the Crime and Disorder Act 1998, local authorities have to consider the impacts of its proposals on crime and crime prevention.
- 6.6.3 As described in section 5.5, reducing traffic on streets can cause divergent impacts on the number of 'eyes on the streets'. On the one hand, vehicle traffic is decreased whilst on the other hand, enhanced cycling and walking conditions can cause more people to cycle and walk in their local neighbourhood. Together with the Community Safety Team, the impact of the proposals will need to be monitored in terms of crime, safety and the perception of safety. Other measures may be

identified through the project to improve (the perception of) safety and reduce the potential for crime. This can include altering the proposed green infrastructure or enhance lighting in the area

6.6.4 Research such as TfL's Analysis of Cycle Potential has also shown that there is a greater potential for cycling for women and research has shown that perception of cycle safety differs between women and men. Therefore, enhancing walking and cycling conditions by reducing traffic and improving road safety will be beneficial in particular for women and their cycle uptake. This will be supported by the Council's ongoing cycle training programme.

6.6.6 Recent events have raised the public awareness of street crime and violence against women, in particular. A study published in December 2020 - The Impact of Introducing a Low Traffic Neighbourhood on Street Crime, in Waltham Forest, London - discusses the available evidence and concludes:

In conclusion, the introduction of the Waltham Forest LTNs was associated with an overall reduction of street crime, particularly more serious crimes involving direct attacks against the person. This supports previous research (Newman 1996), and adds to evidence that LTNs can create safer, more liveable neighbourhoods.

Source:

<https://findingspress.org/article/19414-the-impact-of-introducing-a-low-traffic-neighbourhood-on-street-crime-in-waltham-forest-london>

6.6.7 The Council will keep all LTNs and other highway schemes under review and will investigate and take appropriate action if other evidence becomes available.

6.7 People experiencing or at risk of poverty:

6.7.1 For the purpose of this report, 'poverty' will be broadly defined as not having enough money to meet basic daily needs, or not benefitting from having what most of the UK population have. Approximately 70% of households in Hackney do not own a car, compared to 44% across the whole of London. This has been showcased in TfL's Travel in London: Understanding our diverse communities (2019).

6.7.2 While car ownership is not solely dependent on income, there is a correlation between income and car ownership. London-wide, the highest earners are almost 3 times as likely to own one car or more than the lowest earners with 78% of households on £100k or more have one or more car vs 23% at £5k or less, 28% at £5-10k, or even 44% at £20k or less.

(source:

<https://tfl.gov.uk/cdn/static/cms/documents/sfl-borough-casemaking-v1.xlsx> - accessed 5/9/20). Based on these figures, measures that

de-prioritises car use and generate an inconvenience to drivers could be seen to disproportionately impact those on a higher income.

- 6.7.3 Furthermore, with 70% of residents not owning a car, a significant proportion of Hackney's population relies on walking, cycling and public transport for travel and therefore benefit from this proposal regardless of income. As mentioned in other sections, close attention will need to be paid to TfL bus data on Boundary Roads, to ensure that both the positive benefits of the bus routes accessing Stoke Newington Church Street and Albion Road are captured as well as potential negative impacts on Boundary Roads such as Manor Road and Crossway.
- 6.7.3 Given that lockdown restrictions remain subject to change and public transport capacity remains much lower than pre-lockdown levels, it is important that the proposals support the 70% of Hackney households that do not own a car to walk and cycle instead. If even a small proportion of people who used to travel by public transport switch to using private cars, the public health and road safety implications will be profound for those groups already disproportionately impacted upon by the secondary effects of motor vehicle use, including those on low incomes, Culturally and Ethnically Diverse communities, older people, and children.
- 6.7.4 Another useful way to investigate the impacts of the Scheme is to look at social housing availability and locations. Whilst only capturing part of the available social housing, the map in Appendix J indicates the locations owned and operated by Hackney Housing, the Boroughs largest social housing provider.
- 6.7.5 The map indicates that several estates have frontages on roads that are to benefit from a reduction of traffic, including the Yorkshire Grove Estate on Nevill Road, the Hawksley Court Estate on Albion Road and the Lordship South estate on Lordship Road. Private estates such as Gaskin House and Thoresby House from Newlon Housing Trust, on Stoke Newington Church Street, also benefit from the scheme.
- 6.7.6 There are however, Hackney estates that border Boundary Roads and other roads that might see an increase in traffic due to traffic displacement, especially in the short term. These include Shellgrove Estate on Crossway, Hill Court Estate & Listria Lodge on Manor Road, Hugh Gaitskell House on the A10 amongst others. Traffic and air quality will need to be monitored, and feedback from estates such as these should be collected through platforms such as the planned Commonplace engagement exercise.

EQIA Summary Table

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

Protected Characteristic

Delegated Powers Decision - Stoke Newington Church Street - August 2021

Disability	Pregnancy & Maternity	Age	Religion & Belief	Race & Ethnicity	Gender, gender reassignment, sexual orientation, and marriage and civil partnership	Poverty
Overall P	Overall P	Overall P	Overall P	Overall P	Overall P	Overall P
Positive		<p>The proposals will reduce traffic on main roads such as Stoke Newington Church Street and Albion Road and in the Low Traffic Neighbourhoods that will be created north and south of Stoke Newington Church Street. A reduction in traffic, together with the proposals, will have corresponding benefits in terms of air quality, walking and cycling conditions, bus services and road safety. These benefits are relevant to all categories, but particular benefits can be identified.</p> <p>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</p> <p>Improvements to walking and cycling conditions are relevant to all protected groups, as all require access to the town centre. In particular, women and people with Culturally and Ethnically Diverse communities have currently low levels and therefore higher potential for cycling, and thus benefit more from improvements to local cycling conditions.</p> <p>Bus services on Stoke Newington Church Street and Albion road should suffer from less congestion, which is especially beneficial to older people and people with an ethnic minority, who are more reliant on bus services.</p> <p>Air quality improvements in the town centre and LTNs are beneficial to all protected groups. In particular, air quality will improve outside local primary schools and nurseries, which is particularly beneficial to young children and people in the maternity/pregnancy group. Several estates will also benefit from improved air quality, which is especially beneficial for people that fall into the poverty category.</p>				

<p>Negative</p>	<p>Especially in the short term, traffic displacement due to the proposals is likely. Over time, phenomena such as modal shifts and traffic evaporation can take place, however in the short term traffic can be displaced and traffic might need to grow accustomed to the new restrictions.</p> <p>This might mean an increase in traffic, and thus potential reductions in air quality, road safety and cycling/walking conditions on other roads. This includes the identified Boundary Roads such as Manor Road and Lordship Park, Green Lanes, Matthias Road, Crossway and Mildmay Road and the A10, but can also include other roads in the wider area.</p> <p>These negative impacts are relevant to all groups, but in particular they are relevant to young children as several primary schools have frontages on these Boundary Roads. They are also relevant to certain faith groups as several places of worship have entrances/exits on Boundary Roads. Moreover, there are several GP surgeries near these Boundary Roads, thus the scheme might impact groups that use these healthcare facilities, such as older people and people with disabilities.</p> <p>All destinations will remain accessible by all modes, but the scheme will require some journeys to be rerouted. There are no exemptions proposed, so users that are more reliant on cars/vehicles will be disadvantaged and need to make longer journeys. Subgroups of the group of car dependent people will include members of protected groups including older people and people with disabilities.</p> <p>In order to protect the integrity of the closures, Emergency services will be exempt but some other carers for members of protected groups might need to reroute their journeys as well. Taxis used by older people or people with disabilities will need to be rerouted as well.</p>
<p>Comments</p>	<p>Impacts on certain groups cannot be fully evaluated, or contrasting impacts identified. This includes the impact of the scheme on community safety and thus on protected groups such as women or people with a non-straight sexual orientation. The impact will need to be evaluated by project officers together with the Met police and Hackney's Enforcement team.</p> <p>Certain groups are estimated to experience both positives and negatives due to the scheme. This can be a difference in location, i.e. benefits in the town centre and LTNs but disbenefits on Boundary Roads. It can also be a difference in terms of transport mode, i.e. benefits for bus users, pedestrians, cyclists but disbenefits for vehicle users. Overall, data and research show that groups with protected characteristics, e.g. ethnicity or disability, are more frequently pedestrians or bus users than car passengers or drivers.</p>

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 enhancements and road safety and air quality improvements will be especially relevant for the town centre and the LTNs. Particularly keeping in mind the disproportionate impacts of Covid-19 on certain groups e.g. people with Culturally and Ethnically Diverse communities or older people.

Certain measures have been incorporated into the proposals to mitigate negative impacts, or to ensure that certain negative impacts would not formulate. These include:

- The retention of all doctor, disabled and ambulance bays in the scheme area
- Taking into account emergency services feedback and ensuring that 4 out of 5 LTN filters and the traffic filter are navigable for emergency vehicles
- The traffic filter operations have been limited to 7am-7pm to mitigate potential negative impacts from traffic displacement.
- Feedback from other organisations including disability stakeholder groups has been taken into account and has influenced for example the pavement widening designs
- All properties, shops and residences alike, are still accessible by vehicle

As the scheme will be introduced using an Experimental Traffic Order, the Council will monitor traffic, air quality and road safety impacts in the scheme area, on Boundary Roads and beyond. New impacts and effects on groups with protected characteristics might be discovered, and these would need to be captured and evaluated. They might also change the Scheme itself after it is introduced. It is therefore necessary to see the EQIA as a live document that requires continual updating and assessment.

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.

These supporting measures include installing more residential cycle hangars, electric vehicle charging points (rapid and lamp column), improved public realm as part of the LEN16 and cycle infrastructure on Green Lanes. Also other schemes such as the ULEZ expansion in October 2021 and the ongoing Zero Emissions Network will contribute to the same objectives.

To ensure that benefits are realised for all groups, the Council has a number of existing initiatives such as the ongoing cycle training programme and several publicity campaigns. To monitor the scheme

	and collect feedback, the Council will continue to liaise with stakeholder representatives of protected groups.
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6.8 EQIA Summary

- 6.8.1 The assessment shows that the Scheme is likely to have both positive and negative impacts on relevant groups. Some people might benefit in one respect, for example because they use the town centre, or have children in local schools, or walk or cycle rather than drive, but suffer a disbenefit in some other respect, for example because they live on a busy Boundary Road.
- 6.8.2 These impacts cannot be fully evaluated until the Scheme is operational and sufficient monitoring has taken place. This will include monitoring of traffic, air quality and road safety impacts in the Scheme area, on Boundary Roads and beyond. As an experimental scheme the Council expects to learn from it and such learning will be fed into considerations as to whether the Scheme should in due course be confirmed, modified or revoked.
- 6.8.3 New impacts and effects on groups with protected characteristics might be discovered, and these would need to be captured and evaluated. This impact assessment must therefore be treated as a live document that requires continual updating and assessment as further information becomes available.
- 6.8.4 Overall the impact of the scheme is likely to be positive but mitigating measures have been considered for those who are likely to suffer negative impacts. These measures include:
- The retention of all doctor, disabled and ambulance bays in the scheme area;
 - Taking into account emergency services feedback and ensuring that 4 out of 5 LTN filters and the traffic filter are navigable for emergency vehicles;
 - The traffic filter operations have been limited to 7am-7pm to mitigate potential negative impacts from traffic displacement;
 - Feedback from other organisations including disability stakeholder groups has been taken into account and has influenced for example the pavement widening designs;
 - All properties, shops and residences alike, are still accessible by vehicle.
- 6.8.5 Further measures may be introduced as circumstances require. The Scheme must also 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.

- 6.8.6 These supporting measures include installing more residential cycle hangars, electric vehicle charging points (rapid and lamp column), improved public realm as part of the LEN16 and cycle infrastructure on Green Lanes. Also other schemes such as the ULEZ expansion in October 2021 and the ongoing Zero Emissions Network will contribute to the same objectives.
- 6.8.7 To ensure that benefits are realised for all groups, the Council has a number of existing initiatives such as the ongoing cycle training programme and several publicity campaigns. To monitor the scheme and collect feedback, the Council will continue to liaise with stakeholder representatives of protected groups.
- 6.8.8 Having regard to the policy goals of the Scheme, the positive benefit it is likely to produce for many, the fact that it is part of a larger initiative which is intended to yield benefits for the entire borough and beyond, the experimental nature of the Scheme, the monitoring that will take place and the mitigating measures, it is believed that the Scheme represents a fair and proportionate means of achieving those goals.

7.0 Legal implications

- 7.1 The Council's network management duty under s.16 of the Traffic Management Act 2004 requires it to manage its road network with a view to achieving, so far as may be reasonably practicable having regard to the Council's other obligations, policies and objectives, the following objectives (a) securing the expeditious movement of traffic on the Council's road network; and (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority. For these purposes "traffic" includes pedestrians.
- 7.2 The Council is empowered to make an experimental traffic order ("ETO") "for the purposes of carrying out an experimental scheme of traffic control" which may continue in force for a maximum of 18 months. The order may empower an officer to modify or suspend the order. Before making the order, the authority may, depending on the nature of the order and its likely effects, be obliged to consult specified persons but other statutory requirements that ordinarily apply to non-experimental orders are disapplied.
- 7.3 The authority must publish notice of the order at least 7 days before it comes into effect and make available for public inspection "at the principal offices of the authority during normal office hours and such other places (if any) as it may think fit" various "deposited documents" at the times and places specified in the notice. Once made, the authority must publish notice of the Order in a local newspaper and the London Gazette. By virtue of paragraphs 35 - 37 of Schedule 9 to the Road Traffic Regulation Act 1984, any person may within 6 weeks

apply to the High Court to question the validity of an order but an order may not otherwise be questioned in any legal proceedings whatever.

- 7.4 The making of the ETOs would allow the effects of the proposed scheme on traffic flows, road safety and air quality to be monitored and evaluated before any decisions are made as to whether to make the scheme permanent, modify it or remove it.
- 7.5 The Public Sector Equality Duty will be engaged when the Council makes an Experiment Traffic Order. It requires the Council to have due regard to the need to achieve certain equality goals. These include the elimination of discrimination, the advancement of equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it, and fostering good relations between such groups. Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; to take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it and/or to encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low. The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities. Where equality issues arise there must always be a reasonable relationship of proportionality between the aim sought to be achieved and the means chosen to pursue it.
- 7.6 This DPD follows the Cabinet Report of the Emergency Transport Plan, submitted to and approved by Cabinet in their September 2020 Cabinet meeting. This DPD has been written in accordance with the approved recommendations of the September Cabinet Report of the ETP:
- a) *Authorise the Head of Streetscene to make and implement the necessary Experimental traffic order, subject to the requirements of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996,*
 - b) *Authorise the Head of Streetscene to make minor adjustments to the proposals as required, following design development and feedback from key stakeholders, including local residents.*

8.0 Financial implications

- 8.1 The estimated cost of implementing the Phase 1 Scheme proposals (traffic filter supporting works and associated LTN filters) is estimated to be £439,000.
- 8.2 Funding has been approved via TfL.
- 8.3 There are potential implications for the revenue budgets beyond the implementation period. In order to enforce the PCNs stemming from the ANPR enforcement of the traffic filters and the LTN filters, staff resources from the Parking Enforcement will be needed. Staff resources from the Streetscene team will be needed to evaluate the scheme, and general staff resources will be needed to prepare additional engagement and consultation in the coming year to prepare the decision whether to make the scheme permanent or not.

9.0 Authority to make decisions

- 9.1 Cabinet approval can be required if a scheme affects more than two wards, as it would fall under the definition of a Key Decision. Cabinet approval was given during the September 2020 Cabinet Meeting, and power was delegated to the Head of Streetscene to make this experimental order and adapt the designs where necessary following feedback.
- 9.2 The Head of Streetscene is therefore authorised to approve the recommendations set out in Paragraph part 10 of this report.

10.0 Recommendations

It is recommended that the Head of Streetscene use his delegated powers to:

- 10.1 Agree that the Council proceeds with the proposals for Stoke Newington Church Street and the surrounding area as detailed in this report on an experimental basis. This includes the following elements:
 - A traffic filter on Stoke Newington Church Street, operating from 7am-7pm , Monday-Sunday.
 - 5 LTN filters to create local Low Traffic Neighbourhoods and prevent rat-running around the traffic filter.
 - Lordship Park at the junction with Lordship terrace
 - Yoakley Road at junction with Church Street
 - Bouverie Road at junction with Church Street
 - Oldfield Road between Kynaston and Sandbrook Road
 - Nevill Road between Dynevor Road and Barbould Road
- 10.2 Enable the supporting works, including placing a closure on the slip road of Lordship Road, the reversal of the one-way on Edward's Lane and the removal of 15 parking bays in the area to support the LTN filters. They also include creating two blended crossings on Yoakley Road and Bouverie Road to support the LTN filters.

- 10.3 Agree that the Council proceed with a variety of communication and monitoring activities including:
- Launch a Commonplace engagement platform post-implementation of the traffic filter and neighbourhood modal filters.
 - Organise periodic meetings with statutory stakeholders such as emergency services, including the fire station
 - Organise periodic meetings with local community groups, the business community and relevant internal teams
 - Pay particular attention to feedback received post-implementation from representatives and groups such as schools, people with disabilities and faith communities.
 - Monitor elements such as traffic, air quality, road collisions/casualties both within the immediate area of the scheme and beyond and commission surveys to collect additional data post-implementation.
- 10.4 Continue to monitor and assess the impact of the scheme on protected groups for equality purposes.
- 10.5 Agree that the Council proceed with the advertisement and implementation of supporting works on Manor Road to mitigate potential traffic displacement.

11.0 Conclusion

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

Signed:-..... 

Dated: [17 August 2021](#)

Andrew Cunningham - Head of Streetscene

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

cc Aled Richards – Director of Public Realm

cc Maryann Allen – Group Engineer, Design and Engineering

cc Tyler Linton - Group Engineer, Sustainable Transport and Engagement

APPENDICES

Appendix A:(A 1 of 2) Stoke Newington Church Street traffic filter and (A 2 of 2) Diversion Routes

Appendix B: Modal filters (B1-Bouverie Road; B2-Lordship Road; B3-Lordship Road slip road; B4-Neville Road; B5-Oldfield Road; B6-Yoakley Road) and B7-LTN overview Map

Appendix C: Educational Facilities

Appendix D: GP Surgeries

Appendix E: Proposals for Manor Road

Appendix F: Overview of Traffic Count Locations

Appendix G: Through Traffic Summary Spreadsheet

Appendix H: Places of Worship

Appendix I: Example Ethnicity maps

Appendix J: Hackney Estates

Glossary of Abbreviations Used in this Document

ANPR	Automatic Number Plate Recognition
AQAP	Air Quality Action Plan
CS1	Cycle Superhighway 1
DfT	Department for Transport
DPD	Delegated Powers Decision
ETO	Experimental Traffic Order
ETP	Emergency Transport Plan
EQIA	Equalities Impact Assessment
LAS	London Ambulance Service
LEN	Low Emissions Neighbourhood
LEN16	Low Emissions Neighbourhood for N16 area
LFB	London Fire Brigade
LTN	Low Traffic Neighbourhood
NOx	Generic term for nitrogen oxides that are most relevant for air pollution; Nitrogen oxide (or nitric oxide) = NO; Nitrogen dioxide = NO ₂ or NO ₂ ; both together are referred to as NOx
TfL	Transport for London
ULEZ	Ultra Low Emission Zone
ZEN	Zero Emissions Neighbourhood

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TfL, Economic Benefits of Walking and Cycling

<https://tfl.gov.uk/corporate/publications-and-reports/economic-benefits-of-walking-and-cycling>

TfL, Vision Zero Action Plan

<https://tfl.gov.uk/corporate/safety-and-security/road-safety/vision-zero-for-london>