



## Streets and Walkways Sub (Planning and Transportation) Committee

**Date:** MONDAY, 25 JULY 2016

**Time:** 11.30 am

**Venue:** COMMITTEE ROOMS, 2ND FLOOR, WEST WING, GUILDHALL

**Members:**

Christopher Hayward (Chairman)	Alderman Alison Gowman (Ex-Officio Member)
Graham Packham (Deputy Chairman)	Deputy Brian Harris (Deputy Chairman)
Randall Anderson	Gregory Jones QC
Deputy John Barker (Ex-Officio Member)	Deputy Alastair Moss
Emma Edhem	Jeremy Simons (Ex-Officio Member)
Marianne Fredericks	Tom Sleigh

**Enquiries:** Amanda Thompson  
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amanda.thompson@cityoflondon.gov.uk

**Lunch will be served in Guildhall Club at 1PM**  
**NB: Part of this meeting could be the subject of audio or video recording**

**John Barradell**  
**Town Clerk and Chief Executive**

# AGENDA

## Part 1 - Public Agenda

1. **APOLOGIES FOR ABSENCE**
2. **MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**
3. **MINUTES**  
To agree the public minutes and summary of the meeting held on 21 June 2016.  

**For Decision**  
(Pages 1 - 10)
4. **OUTSTANDING REFERENCES**  
Report of the Town Clerk.  

**For Information**  
(Pages 11 - 14)
5. **WARDMOTE**  
To consider Orders of the Court of the Common Council of 23 June 2016 referring to the Committee resolutions of the Grand Court of Wardmote.  

**For Information**  
(Pages 15 - 16)
6. **REPORTS OF THE DIRECTOR OF THE BUILT ENVIRONMENT :-**
  - a) Holborn Circus Area Enhancement - Gateway 7 Outcome Report (Pages 17 - 32)  

**For Decision**
  - b) Mitre Square - Phase 2 (Pages 33 - 42)  

**For Decision**
  - c) Cloth Fair Noise Disturbance (Pages 43 - 64)  

**For Decision**
7. **TUDOR STREET UPDATE**  
To receive any update.  

**For Information**
8. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**
9. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**
10. **EXCLUSION OF THE PUBLIC**

MOTION – That under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Local Government Act as follows:-

**For Decision**

**Part 2 - Non-public Agenda**

11. **NON-PUBLIC QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**
12. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE SUB COMMITTEE AGREES SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED**

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## **STREETS AND WALKWAYS SUB (PLANNING AND TRANSPORTATION) COMMITTEE**

**Tuesday, 21 June 2016**

**Minutes of the meeting of the Streets and Walkways Sub (Planning and Transportation) Committee held at the Guildhall EC2 at 11.30 am**

### **Present**

#### **Members:**

Christopher Hayward (Chairman)	Marianne Fredericks
Graham Packham (Deputy Chairman)	Alderman Alison Gowman (Ex-Officio Member)
Randall Anderson	Gregory Jones QC
Emma Edhem	Jeremy Simons (Ex-Officio Member)

#### **Officers:**

Amanda Thompson	- Town Clerk's Department
Rob Oakley	- Director of the Built Environment
Steve Presland	- Department of the Built Environment
Iain Simmons	- Director of the Built Environment
Ian Hughes	- Director of the Built Environment
Patrick Hegarty	- Director of the built Environment
Alan Rickwood	- City of London Police
Olumayowa Obisesan	- Chamberlain's Department
Karen McHugh	- Comptroller & City Solicitor's Department
Sam Lee	- Director of the Built Environment

### **1. APOLOGIES FOR ABSENCE**

Apologies for absence were received from Deputy John Barker, Brian Harris, Deputy Alastair Moss and Tom Sleigh.

### **2. MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**

There were no declarations of interest.

### **3. MINUTES**

The minutes of the meeting held on 9 May 2016 were agreed as a correct record subject to the following amendments:

The inclusion of Alderman Alison Gowman listed under Members present.

#### **Cycle Super Highway – Tudor Street**

Paragraph 2 – 'Members expressed' to be changed to 'A Member expressed'.

The inclusion of the following:

'Marianne Fredericks proposed a motion calling for the immediate closure of Tudor Street. This was not supported although the Sub-Committee felt there was a need for quick and immediate action'.

The Sub-Committee agreed that the questions and answers in relation to Tudor Street circulated after the meeting should be annexed to the minutes of the 21 June meeting.

(These are at Appendix 1)

4. **OUTSTANDING REFERENCES**

RESOLVED – That the list of outstanding references be noted and updated as appropriate.

5. **REPORTS OF THE DIRECTOR OF THE BUILT ENVIRONMENT :-**

5.1 **Mayor's Vision for Cycling - Quietways**

The Sub-Committee considered a Gateway 5 report of the Director of the Built Environment in relation to the Quietways network.

The Sub-Committee noted that the responses to the public consultation carried out in November and December 2015 had now been analysed and a summary was detailed in the report.

The Sub-Committee was advised that officers had continued to engage with TfL and the Mayor's Cycling Commissioner (at the time) to review further Quietways routes in the City and the reconsideration of the routes previously deferred by Members. From this engagement, it was now proposed to proceed with a section of the previously postponed route from Wilson Street to Bishopsgate.

Members raised a number of questions in relation to the volume of cyclists expected, the responses to the consultation, the purpose of extended bays at traffic lights, the impact from future road works and the costs of any future improvements.

A member also raised a question concerning safety issues at Primrose Street and it was agreed that an update be given at the next meeting.

RESOLVED - That

- 1) Authority to start the work is approved, at a total estimated cost of £1.21m funded from TFL's Grid programme.
- 2) The budget adjustment as detailed in Appendix 4 is approved.
- 3) The Quietways route from Wilson Street to Bishopsgate and the related measures be approved at a total estimated cost of £22,000 (which is included in the above £1.21M), funded from TfL's Grid Programme.
- 4) The Director of the Built Environment be authorised to accept and use any

further funding towards this project that may be made available by TfL.

### **Bloomberg Development - Issues Report**

The Sub-Committee considered a report of the Director of the Built Environment concerning the Bloomberg Development at Cannon Street.

The Sub-Committee was advised the due to a recent design change at Cannon Street affecting the proposed highway levels, there was now a need to place orders for additional preparatory works (including utility diversions) in advance of the Gateway 5 approval. The design change had been requested by the developer who was funding the highway works as part of their s278 obligations.

RESOLVED - That

- 1) Authority be given for orders to be placed for any necessary preparatory works (such as utility diversions) in advance of the Gateway 5 approval provided funding is received from the developer; and
- 2) Agreement be given for construction material (such as Yorkstone paving) with critical lead-in times to be pre-ordered before Gateway 5 approval subject to funding being received from the developer.

## **6. QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**

### **Local Byelaws**

A member reported that a recent event involving a large group of people riding scooters had caused significant congestion and the CoLP were unable to take any action as scooters were not included in local byelaws restricting cycling.

The Sub-Committee asked the City Solicitor to review existing byelaws to establish what the definition of a 'vehicle' was, whether it included other wheeled transport such as scooters, and to also establish the process required (if needed) to include other wheeled modes of transport to be prohibited from City Walkway.

### **Newgate Street Closure**

In response to a question concerning the closure of Newgate Street and the resulting congestion, the Chairman reported that he had asked officers to explore with TfL the possibility of reinstating the yellow grid box at the junction and to consider rephasing the traffic lights. Officers would also monitor the area to try and identify further mitigating measures.

## **7. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

### **Tudor Street**

The Chairman advised that in advance of the meeting he had asked officers to provide an update on the situation at Tudor Street and a briefing note was tabled.

An internal safety review of the Junctions between Tudor Street and New Bridge Street and Bridewell Place and New Bridge Street had been commissioned resulting in temporary improved signage being installed.

Officers had also commissioned an independent safety audit of the new Cycle Super Highway and safety risk assessment of impacted streets. These reports would be passed to TfL for comment and would also be distributed to all Members of Planning and Transportation and Streets and Walkways Committees.

A question was raised concerning what safety issues the Sub-Committee needed to be aware of in relation to the findings of the independent consultant. The Director of the Built Environment advised that in relation to the Stage 3 Safety Audit some 17 minor snagging items had been identified, all of which related to issues such as lighting, street markings and signage and that all of these should be addressed when TfL carry out works to make their temporary infrastructure more permanent.

In relation to the separate risk assessment of impacted streets Members were advised that most of the streets presented a low risk of collisions however there were 3 exceptions. In 2 locations the consultant considered the risk to be medium to high. The first of these related to the risk of speeding vehicles in Tudor Street and the second to the risk of cyclists making an illegal right turn into Bridewell Place. The Director advised that both of these risks related to illegal behaviour and could be addressed through improved signage and possibly additional enforcement. The consultant identified 1 risk that was considered to be 'high to very high'. This again related to illegal behaviour, this time motorised vehicles making an illegal right turn into Tudor Street. The Director advised that one solution recommended by the consultant was the closing of Tudor Street to all but cyclists but that the Court has already declined this option. The other possible solution put forward by the consultant was that the junction be signalised. The Director advised that this option was being further evaluated by TfL and that if implemented this measure along with improved signage highlighting the banned right turn should effectively mitigate this risk.

In response to a question asking whether or not TfL had undertaken a full stage 3 survey, the Director of the Built Environment advised that only stages 1 & 2



had been undertaken, however that was to be expected and Stage 3 would be undertaken further on.

The Chairman advised that the Sub-Committee would continue to maintain a very clear and paramount focus on safety at Tudor Street and this matter would remain a standing agenda item.

**The meeting closed at 1.30 pm**

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Chairman

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## Appendix 1

At the S&W Sub 9/5/16. Members asked a number of questions. These are detailed below, together with officers' responses.

**1. A member witnessed an accident that morning and had seen vans turning into the cycle superhighway lanes. Can something be done to reduce vehicles turning into the cycle track while exiting Tudor Street?**

Officers are also aware of these concerns having witnessed vehicles entering the cycle lane unaware of the new layout. These concerns have been raised with TfL, but they have indicated they are content that all identified safety concerns have been addressed and believe it is currently operating safely. However, TfL have stated they will continue to monitor the operation of the junction and the cycle lane, and undertake various items of 'snagging' work to fully complete the measures.

In the meantime, Officers have instructed further signage to be installed in Tudor Street to inform drivers approaching New Bridge Street of the two-way cycle lane.

**2. Can officers confirm they are content with TfL's safety audit?**

As part of TfL's processes, they have carried out an Interim Stage 3 Road Safety Audit. This is a systematic check of any road safety implications following the completion of their scheme. The audit was carried out by TfL professionals in this field who are independent of the project team and follows their own procedures. This audit therefore appears to be appropriate and consistent with industry standards.

However, City Corporation and City Police officers have assessed what new risks are evident compared to the situation before TfL implemented their measures (at the Tudor Street and Bridewell Place junctions). This assessment has identified a need for some additional measures on TfL's highway such as improved signage and road markings. These have been forwarded to TfL for their urgent consideration.

Finally, City officers have also commissioned an independent Road Safety Audit/assessment of the new traffic arrangements.

**3. Given TfL's action to partly close the Tudor St junction without the Experimental Traffic Orders or the mitigation measures proposed (but rescinded by CCC), if there were an accident now, would the City be liable?**

These measures have been implemented by TfL and as part of their safety assessments; they are content that the scheme is safe and will continue to monitor it. However, should there be an accident, it would be for TfL to

answer as this decision has been taken wholly by them and on their network, fully in the knowledge that the City has not implemented the Experimental Traffic Order or the mitigation measures.

**4. There is no cross hatching on the New Bridge St/Bridewell Place junction, with the potential to cause congestion.**

According to the plans provided by TfL to the City, cross-hatching is not proposed to be re-instated at this junction. Officers are currently seeking confirmation that this is indeed TfL's intention, and have asked them to monitor the junction to ensure it is not needed under the new alignment.

**5. TfL carried out works in Bridewell Place by the junction of New Bridge St, including several metres into the City's highway on Bridewell Place. Given the petition to refer the Sub-Committee's decision to proceed with the experimental traffic orders (ETO) to the Court of Common Council, what authority was given for TfL to carry out works on the City's highway.**

Firstly, to be clear, the mouth of Bridewell Place forms part of the Transport for London Road Network (TLRN) as it becomes Red Route and joins New Bridge St.

At the outset of their works in the area, TfL were issued with a permit in late 2015 to cover their anticipated works for Bridewell Place, covering the period from 23 November 2015 to 30 April 2016. Such permit is implicitly linked to the approval of any Traffic Orders and given the need to consider the potential mitigation measures being consulted upon by the City, TfL deferred starting works until those proposed measures had been agreed.

Therefore when the Experimental Traffic Orders and mitigation measures on the City's highway were agreed by Streets & Walkways Sub Committee on 22 February, TfL began works immediately under that permit (on both the City and TfL's sections of Bridewell Place).

The petition under Standing Order No. 9(4) to refer the Sub-Committee's decision to Court was received on 14 March 2016, some three weeks after the S&W decision. It required that *"No action shall be taken to implement any decision pertaining to the subject of the referral until such time as the Court shall have considered the matter, subject to the proviso that such referral would not preclude a decision being taken and/or implemented that was necessary for legal reasons or for the efficient conduct of the City Corporation's business."*

However, by that date, TfL were substantially underway with their reconstruction of Bridewell Place, including the lowering of utility plant and the alteration of highway levels and drainage. TfL needed to complete that work, as to do otherwise would have left the excavated highway in a state that would have been a danger to the public, cause prolonged traffic

disruption, had an impact on the local drainage network, and could have put at risk the provision of utility services in the vicinity.

The Town Clerks and City Solicitors were informed by DBE officers of the need for TfL to complete this element of the works for reasons of public safety (in accordance with our statutory duty to ensure this), but it was also made clear to TfL that their actions could not be taken in any way to prejudice the Court's decision, and could not be seen as a way to force the City into implementing those mitigation measures. The view was taken that this element should continue, notwithstanding the petition, under the Standing Order No. 9(4) proviso that action should not be suspended where it was "necessary for legal reasons or for the efficient conduct of the City Corporation's business." This was because of the risks of allowing traffic onto an excavated road.

**6. Can officers confirm if access and egress is currently possible to the Temples? Is the fact that the police check point in Tudor St has not been cut back (as well as the other rescinded mitigation measures) causing problems?**

Yes it is. Since the access restrictions were implemented on New Bridge St on the 28 April, observations have shown that vehicles can move through the area, and there have been no reports to officers that access to (or egress from) particular premises has been prevented.

However, some vehicles have been seen to require several attempts to complete their turns, and some vehicles have also been seen to mount the traffic island in Tudor Street. The City's term highway maintenance contractor has been asked to specifically record defects they identify and repair in the vicinity so that this information can be fed back into the review process.

**7. Carmelite Street is now open. Was this part of the CCC's decision to rescind the proposed experimental orders?**

No. The traffic changes in Carmelite Street and Temple Ave are part of the measures to implement the East / West Cycle Super Highway (CSH), whereas the Court's decision only referred to the Experimental Traffic Orders and proposed mitigation measures associated with the North / South CSH.

Temple Ave is now closed (due to its close proximity to the new super highway interchange on Victoria Embankment), and Carmelite St was reopened to maintain an equivalent egress point from the Temple area to the Embankment, as per the original consultation.

**8. Can officers investigate the traffic signs in Carmelite Street which do not appear to be correct?**

Following Committee, officers confirmed that TfL had failed to remove the 'No Through Road' signs at Carmelite St by Tallis St. Those signs have since been removed, reflecting the fact the street is now open and available for traffic to reach the Embankment.

**9. Can officers clarify the respective TfL & City responsibilities for works, traffic signs and traffic orders?**

As Red Routes form part of the TLRN, Traffic Orders to control or direct traffic on those routes are the responsibility of TfL, as are the movements for turning traffic from the Red Route to the City's side road. Conversely, a Traffic Order to control or direct traffic leaving the City's highway onto the TLRN is a City responsibility.

Under s101 of the Local Government Act 1972, formal agreements can be entered into that enable one authority to undertake traffic order (and other) functions on behalf of another authority. These are common and the power to enter into such agreements is delegated to the Director of the Built Environment. TfL did seek such an agreement at the outset of the CSH project, but given the nature of the scheme, it was felt appropriate at the time not to do so, ensuring that the City retained its own traffic order making functions.

Section 8 of the Highways Act 1980 allows one authority to permit another authority to work on its highway network for the purpose of highway construction, improvement, alteration and maintenance. This authority is also delegated to the Director of the Built Environment, and given that only a small percentage of the works were located outside the TLRN and on the City's streets, it was felt appropriate to enter into such an agreement, allowing TfL's contractors to install signage and make highway alterations to deliver the agreed scheme subject to the City's written approval.

As with any contractor wishing to dig up the highway, TfL are still subject to the City's permitting regime for works on the highway (the London Permit Scheme (LoPS)), and the s8 consent was subject to there being an agreed detailed design, TfL paying for a City clerk of works to inspect the quality and accuracy of their work, and agreeing a handover process whereby the City assume maintenance responsibilities for TfL's work after a suitable defects liability period.

Outstanding References - Streets and Walkways Sub Committee

<b>Date</b>	<b>Action</b>	<b>Officer responsible</b>	<b>To be completed/ progressed to next stage</b>	<b>Notes/Progress to date</b>
<b>21 June 2016</b>	<b>Parking for Motorcyclists</b> As part of the review of fees and charges for car parks, consideration be given to the implications on motorcycle parking. A further report to be submitted to the Sub Committee regarding the framework for charging, provision of more parking bays and theft of motorcycles	Director of the Built Environment  Director of the Built Environment	Ongoing	<u>21 June Update</u> The parking policy for motor cyclists has been held up pending the outcome of the review of car parking availability. It is proposed this matter now be moved to the 2016/17 work programme and included within the restructured City Transportation teams work plan.
<b>Ongoing action</b> <b>21 June 2016</b>	<b>20mph speed limit</b>	COLP	Ongoing	To receive regular updates.  <u>21 June Update</u> It was reported that the change to 20mph was having the desired effect as drivers were slowing down. 127 tickets had been issued since April but only 4 of these were high speed. The Sub-Committee asked that this information be circulated with the agenda in future.
<b>22 February 2016</b>  <b>9 May 2016</b> <b>21 June 2016</b>	<b>Swan Pier</b>  Swan Pier area is to be tidied up in conjunction with the delivery of the Fishmongers Ramp project which is due for completion Summer 2016	Director of the Built Environment	September 2016	To receive any update
<b>22 February 2016</b>	<b>Cloth Fair Noise Disturbance</b>  This item was withdrawn from the	Director of the Built	Ongoing	On Agenda

Outstanding References - Streets and Walkways Sub Committee

<p><b>9 May 2016</b> <b>21 June 2016</b></p>	<p>meeting but officers undertook to treat the matter as urgent.</p>	<p>Environment</p>		
<p><b>4 April 2016</b> <b>9 May 2016</b> <b>21 June 2016</b></p>	<p><b>1 Angel Court Improvements GW4-5 V9</b>  Members asked if the height of the benches could be raised, both to improve the comfort for less mobile users and to further deter skateboarding. Officers undertook to investigate the proposal.</p>	<p>Director of the Built Environment</p>	<p>Ongoing</p>	<p>To receive any update.</p>
<p><b>4 April 2016</b> <b>9 May 2016</b> <b>21 June 2016</b></p>	<p><b>Street Lighting Review</b>  Members asked that details of the IT project and the work that would be required to fit the hubs be circulated to members of the Committee as well as included in the report for its consideration at Projects sub-committee.</p>	<p>Director of the Built Environment</p>	<p>Ongoing</p>	<p>To receive any update  <u>21 June Update</u> Report scheduled for after the recess to coincide with the 600<sup>th</sup> Anniversary of Street Lighting.</p>
<p><b>21 June 2016</b></p>	<p><b>Mayor's Vision for Cycling</b>  A Member raised a question concerning safety issues at Primrose Street and it was agreed that an update would be given at the next meeting</p>	<p>Director of the Built Environment</p>		<p>To receive any update</p>
<p><b>21 June 2016</b></p>	<p><b>Local Byelaws</b></p>	<p>Comptroller &amp; City Solicitor</p>		<p>To receive any update</p>



Outstanding References - Streets and Walkways Sub Committee

	<p>The Sub-Committee asked the City Solicitor to review existing byelaws to establish what the definition of a 'vehicle' was, whether it included other wheeled transport such as scooters, and to also establish the process required (if needed) to include other wheeled modes of transport to be prohibited from City Walkway.</p>			
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## **WARDMOTE RESOLUTIONS:**

### **Ward of Bishopsgate** [*Streets & Walkways Sub-Committee / Port Health and Environmental Services Committee*]

“That the Grand Court of Common Council do consider the provision of further facilities for the charging of electric cars within the City of London in general and in particular within the Ward of Bishopsgate.”

### **Ward of Broad Street** [*Streets & Walkways Sub-Committee / Port Health and Environmental Services Committee*]

“That, at the last Wardmote very great concern was expressed regarding the level of litter and blocking of pavements from smokers and ‘vapers’. The litter and blocking of pavements from groups of smokers causes much disturbance to local occupiers, especially those in the area local to New Broad Street.

The City of London Corporation is therefore asked to confirm:

1. What action will be taken to ensure that litter (especially from smokers) will not accumulate on pavements?
2. What action will be taken to raise the awareness of smokers to the prohibition on littering the streets and to discourage them from blocking pavements when smoking?
3. That the City of London Police will be encouraged to use its powers under environmental legislation to issue Fixed Penalty Notices to litterers.

### **Ward of Farringdon Without** [*Streets & Walkways Sub-Committee*]

“The electors of the Ward of Farringdon Without place on record their opposition to the decision of the Streets & Walkways Sub-Committee held on 22<sup>nd</sup> February 2016 to make experimental Traffic Orders under section 9 of the Road Traffic Regulation Act 1984, so that Tudor Street at its junction with New Bridge Street is closed to motor vehicles, Bridewell Place is returned to two-way traffic and contra flow cycling is removed from Kingscote Street and Watergate.

The electors wish to place on record their concerns about the serious impact this decision will have on access and egress to the Temple, the heart of the legal profession within the ward, and the risk to the health and safety of all road users and pedestrians in the area.”

## **Ward of Portsoken**

### **Resolution (2)** [*Planning and Transportation Committee/ Streets & Walkways Sub-Committee*]

“That, as road closures in the Ward of Portsoken have become intolerable with all traffic adversely affected, especially the buses on which residents and workers in the Ward rely, can the City confirm it is engaging world class traffic management consultants to keep traffic moving in this world class city.”

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<b>Committees:</b>	<b>Dates:</b>
Streets and Walkways Sub-Committee Projects Sub	25 July 2016 20 July 2016
<b>Subject:</b> Gateway 7 Outcome Report: Holborn Circus Area Enhancement	<b>Public</b>
<b>Report of:</b> Director of the Built Environment	<b>For Decision</b>

### Summary

Project Status – Green  
Approved Budget - £3.2M  
Final Cost - £2.9M

#### **Summary**

For many years Holborn Circus had been one of the most dangerous junctions in the City of London. The Holborn Circus Area Enhancement project was a safety-led scheme, which aimed to significantly reduce accident occurrence at the junction. It also aimed to significantly improve facilities for pedestrians at the junction. In both regards, the project has been highly successful. Accidents overall have reduced by 50%, with accidents involving cyclists having reduced by 91%. The scheme has now received awards for safety, public space improvement and for statue conservation.

Regarding delivery of the scheme, the scheme was delivered on time and within budget.

#### **Recommendations**

It is recommended that:

1. The final cost of the project is noted.
2. The lessons learnt are noted and the project closed.

### Main Report

<p><b>1. Brief description of project</b></p>	<p>For many years Holborn Circus had been one of the most dangerous junctions in the City of London. The principal aim of the Holborn Circus Area Enhancement project was to reduce the number and severity of accidents at the junction.</p> <p>However, the junction had other significant shortcomings. Of the six arms of the junction, only one arm had formal pedestrian crossing facilities; on all of the other arms, pedestrians had to cross during gaps in the traffic, or when vehicles were held at red signal stages.</p> <p>A major feature of the junction was the Grade 2 Listed Prince Consort statue that formed a central point in the junction. The 140 year old statue had, over the years, steadily deteriorated in condition. Its inaccessible location made it difficult to maintain properly. Its central position in the junction</p>
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	<p>contributed towards the high accident rate, as it obscured sightlines across the junction.</p> <p>Over a number of years, a design emerged which addressed the problems at the junction. The main features of the design are:</p> <ul style="list-style-type: none"> <li>• Hatton Garden converted to one-way working (at its southern end only);</li> <li>• St Andrew Street redirected from the junction onto New Fetter Lane;</li> <li>• Creation of a new public space adjacent to St Andrews Church;</li> <li>• Restoration and relocation of the Grade 2 Listed Prince Albert Statue;</li> <li>• New pedestrian facilities on 4 arms of the junction, and a courtesy crossing at the southern end of Hatton Garden;</li> <li>• Significant realignment of the junction to reduce weaving movements;</li> <li>• Extra-deep Advanced Stop Line Reservoirs; and</li> <li>• All footways replaced with York stone paving.</li> </ul>																				
<p><b>2. Assessment of project against success criteria</b></p>	<p>A series of success criteria had been set out for the scheme. These criteria are listed below, with commentary on how the scheme performed against each of the criteria.</p> <p><i><b>i. Reduce accident rates</b></i></p> <p>The scheme has been extremely successful in this regard. The most up to date accident information that we have been able to source from Transport for London covers the 17 month period following scheme opening (April '14 to September '15). For comparison, we have analysed the 17 month period prior to construction (January '12 to July '13).</p> <p>The table below illustrates the overall accident statistics for the 17 month period before and after the scheme construction period.</p> <table border="1" data-bbox="564 1599 1444 1823"> <thead> <tr> <th></th> <th>17 Months Before</th> <th>17 Months After</th> <th>Reduction</th> </tr> </thead> <tbody> <tr> <td>Fatal</td> <td>0</td> <td>0</td> <td></td> </tr> <tr> <td>Serious</td> <td>3</td> <td>0</td> <td></td> </tr> <tr> <td>Slight</td> <td>13</td> <td>8</td> <td></td> </tr> <tr> <td><b>Total</b></td> <td><b>16</b></td> <td><b>8</b></td> <td><b>50%</b></td> </tr> </tbody> </table> <p>As can be seen, accidents overall have reduced by 50%, with serious accidents being eradicated completely.</p> <p>We have undertaken a further analysis of the impact of the scheme upon accidents involving vulnerable users (cyclists</p>		17 Months Before	17 Months After	Reduction	Fatal	0	0		Serious	3	0		Slight	13	8		<b>Total</b>	<b>16</b>	<b>8</b>	<b>50%</b>
	17 Months Before	17 Months After	Reduction																		
Fatal	0	0																			
Serious	3	0																			
Slight	13	8																			
<b>Total</b>	<b>16</b>	<b>8</b>	<b>50%</b>																		

and pedestrians). The following table summarises that analysis.

	17 Months Before	17 Months After	Reduction
Pedestrians	2	2	0%
Cyclists	11	1	91%
Total	13	3	77%

As can be seen, the scheme has resulted in a dramatic reduction in accidents involving cyclists.

Pedestrian accidents remain unchanged, possibly because it would be difficult to reduce pedestrian accidents when starting from such a low base. However, we believe that the significant improvement of pedestrian facilities at the junction will ensure that as pedestrian flows through the junction increase in future, any increase in pedestrian accidents should be minimal.

Accidents involving cars have also reduced: from 8 accidents in the pre-construction period to 3 accidents post-construction, a reduction of 62%.

In recognition of the success of the scheme with regards to accident reduction, the scheme received the 2015 Highways Magazine Award for Best Safety Scheme of the year. The scheme has also received Commendations at the London Transport Awards and at the Chartered Institute of Highways and Transportation Awards, also in the Safety categories.

**ii. Improved road safety and ease of movement for all modes of transport, particularly for the more vulnerable road user**

As explained above, safety has been demonstrably improved at the junction.

The junction alignment has been significantly altered. The junction is much reduced in size, making it much easier to traverse for all users. Kerblines either side of the junction have been realigned to bring them into line with one another, meaning that less weaving movement takes place. Both of the above are extremely beneficial to cyclists in particular.

Ease of movement for pedestrians has been achieved by providing new pedestrian facilities on 5 arms of the junction.

**iii. Improved sight-lines at the junction**

The Grade 2 Listed Prince Consort statue has been moved from the centre of the junction and no longer blocks visibility across the junction.

In addition, the junction has been made physically smaller,

and the number of arms entering the junction reduced. All of these factors combine towards making the junction more legible for all users, as they are better able to predict what other junction users are going to do.

**iv. Reduction in traffic congestion and journey times**

We have reviewed the results of surveys undertaken at the junction in 2011 and 2015. These surveys specifically measured changes in queue lengths at the junction before and after scheme construction.

Overall, both average and maximum queue lengths have reduced on most arms of the junction in all of the periods surveyed (AM Peak hour, Interpeak hour and the PM Peak hour). The majority of traffic travelling through the junction will experience slightly reduced queuing as a result of the scheme.

The only noticeable increase in delay is for traffic turning right from Holborn Viaduct into Hatton Garden. However, it should be noted that only 3% of traffic using the junction actually makes this manoeuvre.

**v. Improved accessibility and connectivity for pedestrians**

As new formal pedestrian crossing facilities have been introduced on four arms of the junction, it is much easier for pedestrians to cross the junction. Each of the new crossing points has been equipped with tactile paving to assist the visually impaired. The new courtesy crossing on Hatton Garden has further improved pedestrian connectivity across the north of the junction.

**vi. Creation of a more pleasant street environment with the introduction of a new public space, trees and seats**

As the northern end of St Andrew Street was been redirected to join Fetter Lane, it was possible to create a new public space directly adjacent to St Andrew's Church. This new space, comprising 150m<sup>2</sup> of new footway, has been equipped with much-needed new seating and street trees. From its opening, the space has proved extremely popular with the public.

The new public space, and the associated restoration of the gardens of St Andrews Churchyard, were awarded the 2016 London Planning Award for Public Space.

**vii. Preservation and ease of maintenance of the Grade II Listed Prince Albert Statue**

Early on in the construction phase, the statue and plinth were both removed from the junction and transported to the



	<p>workshops of our architectural conservation consultant, Rupert Harris. Whilst at the workshop, the statue and plinth were extensively restored.</p> <p>In addition, it was discovered that parts of the statue had gone missing over time, either through theft or bomb damage – the Prince Albert Statue had lost a scabbard, whilst the one of the allegorical figures in the plinth (the Allegory of History) had lost its quill. Through painstaking study of historic photographs of the statue and allegories, it was possible to reconstruct a replacement scabbard and quill which were identical to the originals.</p> <p>A particular feature of the restoration was that over the years, an accumulation of grime had led to the finer details of the statue being obscured. When this grime was removed, the quality and detail of the original casting were revealed. As the statue now sits in a new location just west of the junction, the public can now properly appreciate the level of detail of the statue.</p> <p>In recognition of the work that had been done to restore and relocate the statue, the scheme received the 2015 Marsh Award for statue conservation.</p> <p><b>viii. <i>Improving the existing drainage system in the area as Holborn Circus is an area at risk of flooding</i></b></p> <p>As many of the kerblines of the scheme changed significantly, it was possible to extensively review and model ground levels throughout the scheme to ensure that gullies were located in the best locations to intercept storm water run-off.</p> <p>In addition, within the new public space, a sustainable drainage system has been installed. This consists of a series of slot drains which intercept storm water and transfer it to an underground attenuation tank. This attenuation tank stores the storm water, releasing it at a controlled rate into the subsoil. In doing so, this helps to relieve pressure on the local highway drainage system during high rainfall events.</p>
<p><b>3. Programme</b></p>	<p>The programme for the construction of the project had been determined by the award of £2.4M funding from Transport for London (TfL). As this funding was specific to the 2013/14 financial year, the scheme had to be delivered by April 2014. This deadline was achieved, in spite of the numerous challenges faced by the project.</p> <p><b><i>Construction Phasing</i></b></p> <p>The main challenge to delivering the project to deadline was the need to keep the junction fully operational throughout the construction period. Given the importance of the junction as a key gateway to the City, any disruption to the operation of the</p>

junction would have been expected to have widespread knock-on effects.

This risk was mitigated by drawing up and executing a very detailed construction programme, which ensured that the construction was phased in such a way to minimise traffic disruption. As a general principle, any potentially disruptive works were scheduled to take place at weekends, where the impacts would be minimised. For example, towards the end of the construction programme it was necessary to resurface the entire middle section of the junction. This could only be achieved through a complete closure of the junction. These works were implemented early on a Saturday morning, and the junction was re-opened as soon as the surface dressing had cured – which was by early that afternoon.

It should be noted that a major contributing factor towards meeting the April '14 deadline was the performance of the City's highways term contractor, JB Riney. Throughout the construction period, JB Riney was able to provide sufficient high-quality resources to ensure that each construction phase could be completed on-time without slippage in the programme.

The City's partnering arrangement with JB Riney was also extremely helpful. There were a number of occasions where the construction phasing had to be altered at short notice owing to unexpected sub-surface ground conditions – for example, when a 15 cubic metre void was discovered beneath the Prince Albert Statue. Had our contractor been retained on a standard NEC3 contract, this delay could have led to a compensation event. However, because of our partnering arrangement, JB Riney was able to deploy staff at another site whilst the void was investigated, then return those staff when construction recommenced.

### ***The Grade II Listed Statue***

The project faced an unusual challenge because of the requirement to relocate the Grade II listed Prince Albert statue.

To ensure the stability of the new statue, the City commissioned consultants to undertake a ground condition survey on the statue's new location. The recommendation of the consultants was that the base of the statue would need to be underpinned by 14 micropiles, each measuring 13m in length. This created numerous design challenges as the micropiles had to be located in such a way to avoid any underground utilities, whilst still being able to contribute towards stabilising the base of the statue. In addition, as the Central Line runs 20m below the new statue location, it was necessary to satisfy London Underground Ltd that the boring

out of the new piles would not affect the stability of the tunnel beneath.

It is worth noting in this regard that when the statue was removed from its original location, where it had sat for 139 years, it was found that the statue was simply sitting directly on the ground, with no specific foundation work beneath. Additionally, it was found that a 15 cubic metre void had developed in the ground below the statue, presumably owing to groundwater washing away the made ground beneath the statue. It appears likely that had the statue not been relocated, the statue would probably have begun to list at some point, necessitating urgent ameliorative works.

### ***Management and Communications***

One of the key contributors towards our ability to deliver the project on-time and on-budget was the management structure that was put in place for this project.

Overall governance of the project was overseen by the Transportation and Public Realm Director, the Assistant Director of Transportation, and the Assistant Director of Highways.

Day to day on-site management of the construction was overseen by the *Construction Manager*, who liaised with our contractor's site managers to ensure the smooth running of the site.

The project as a whole was overseen by the *Project Manager*. The Project Manager's key role was to ensure that the project delivered on the desired objectives of the study (as set out in Section 2 of this report), and to escalate serious issues to senior management where necessary. On a day to day basis, the Project Manager's role was to support the Construction Manager by ensuring that correct budgets were in place when required, and that urgent management decisions were taken in a timely fashion.

Based upon experience of other highways construction projects in the City, the management structure of this project included a dedicated *Communications Manager*. The Communications Manager was responsible for making sure that all of our planned communications were delivered to key stakeholders in a timely fashion, using communications media appropriate to that stakeholder. The Communications Manager was also responsible for gathering feedback from key stakeholders and ensuring that the Project Manager and Construction Manager were kept fully aware of stakeholder views. This ensured that the Project Manager and Construction Manager had advance warning of any emerging stakeholder issues, and could address these issues in a planned manner.

	<p>It should be noted that the entire project was managed in-house, by officers from the Department of the Built Environment.</p> <p>It is also of note that much of the communications strategy developed for Holborn Circus was based upon lessons learned from the Cannon Street project. Given its success at Holborn Circus, this structure has been replicated (and will doubtless be further enhanced) in the Aldgate Highway Changes and Public Realm Enhancement project.</p>																																		
<p><b>4. Budget</b></p>	<p>Although delivery of the project took place in the 2013/14 financial year, the feasibility and evaluation stages of the project had been going on for a number of years prior to this. Thus, whilst the bulk of the expenditure took place during the works phase, the project had incurred staff and fee costs over a number of years.</p> <p>A summary of the final financial position of the project (including feasibility, evaluation, design and construction phases) is given below.</p> <table border="1" data-bbox="566 936 1444 1214"> <thead> <tr> <th>Description</th> <th>Approved Budget (£)</th> <th>Expenditure (£)</th> <th>Balance (£)</th> </tr> </thead> <tbody> <tr> <td>Staff Costs</td> <td>353,900</td> <td>351,198</td> <td>2,702</td> </tr> <tr> <td>Fees</td> <td>165,000</td> <td>154,570</td> <td>10,430</td> </tr> <tr> <td>Works</td> <td>2,610,312</td> <td>2,389,433</td> <td>220,879</td> </tr> <tr> <td>Revenue</td> <td>72,500</td> <td>36,717</td> <td>35,784</td> </tr> <tr> <td><b>TOTAL</b></td> <td><b>3,201,712</b></td> <td><b>2,931,918</b></td> <td><b>269,794</b></td> </tr> </tbody> </table> <p>As can be seen, overall expenditure on the project was lower than forecast. The two most notable differences between Budget and Expenditure were in the Works and Revenue categories. The Works underspend can be largely put down to utility companies providing inflated costs estimates (which were then marked down after their works were complete). The Revenue underspend was down to various items included in the Communications budget not actually being revenue items. Ultimately, these costs had to be covered by Local Risk funds.</p> <p>Over the course of the project, the following funds had been allocated to the project.</p> <table border="1" data-bbox="566 1697 1444 1899"> <thead> <tr> <th>Funding Source</th> <th>£</th> </tr> </thead> <tbody> <tr> <td>Transport for London (TfL)</td> <td>2.6M</td> </tr> <tr> <td>S106</td> <td>0.3M</td> </tr> <tr> <td>OSPR</td> <td>0.3M</td> </tr> <tr> <td></td> <td>3.2M</td> </tr> </tbody> </table> <p>As there was an underspend on the project overall, all of the TfL allocation would have been expended, plus the bulk of the S106 allocation. It was not necessary to expend any of</p>	Description	Approved Budget (£)	Expenditure (£)	Balance (£)	Staff Costs	353,900	351,198	2,702	Fees	165,000	154,570	10,430	Works	2,610,312	2,389,433	220,879	Revenue	72,500	36,717	35,784	<b>TOTAL</b>	<b>3,201,712</b>	<b>2,931,918</b>	<b>269,794</b>	Funding Source	£	Transport for London (TfL)	2.6M	S106	0.3M	OSPR	0.3M		3.2M
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**Review of Team Performance**

<p><b>5. Key strengths</b></p>	<p>The project was characterised by highly effective communications. This helped to ensure that:</p> <ul style="list-style-type: none"> <li>i) The key objectives of the project were always reflected in the delivery stages of the project; thus, any modifications to the design that became necessary during construction were always reviewed in light of how they impacted upon key scheme objectives; and</li> <li>ii) Members of the public were extremely well-briefed upon the different construction phases, meaning that local businesses were able to plan ahead to ensure that the construction did not interfere with them conducting their normal daily business.</li> </ul>
<p><b>6. Areas for improvement</b></p>	<p>Whilst the project was delivered on time and within budget, certain improvements to the City's financial system were identified which would enhance the day-to-day financial management and monitoring of projects.</p> <p>One major improvement, especially on a project of such magnitude and complexity as the Holborn scheme, would be the ability to track cash flows and readily produce projected spend estimates.</p> <p>This would allow project managers to more easily identify cost over/under-runs and manage the projects budgets more effectively without the need to calculate spending projections outside of the Chamberlains financial systems.</p> <p>Work is currently underway, with enhancements being made to the financial system, to introduce this and other improvements.</p>
<p><b>7. Special recognition</b></p>	<p>None</p>

**Lessons Learnt**

<p><b>8. Key lessons</b></p>	<p><b><i>Focus on Key Objectives</i></b></p> <p>Throughout the project, various interested parties / stakeholders were consulted on the design. In many instances, these consultations led to us introducing useful modifications to the design. However, the team would only agree to modifications if it could be demonstrated that the modification would contribute positively towards the key</p>
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objectives set out in Section 2 of this report.

This became a significant issue immediately prior to our Gateway 5 approval, as TfL's Cycling Commissioner exerted considerable pressure for us to radically alter the design. The changes that TfL wished to introduced would most likely have reduced the benefits to pedestrians of the scheme, and certainly would have led to significant increases in vehicle journey times through the junction. This was a particular challenge, as TfL were the main funder of the scheme. They also held key gatekeeper powers, through the GLA Act (1999). However, Officers maintained that the balanced set of key objectives was appropriate for this scheme, and eventually convinced TfL to go forward on that basis.

### ***Communications***

It had been recognised from other projects that poor communications could be extremely detrimental (and costly) to projects. Holborn Circus was the first DBE project in which we devised a specific communications strategy for the construction stage of a project. This is now standard practice within the division for major projects.

The principles underlying the strategy were:

i) it is much easier to mitigate potential problems if they can be identified in advance of construction. Being forced to change the construction programme or construction method during the construction phase is highly disruptive, compared to planning appropriate mitigation actions into the construction process. For example, through our pre-construction consultation we were able to establish that the pub at the southern end of Hatton Garden had very specific servicing needs – we where therefore able to redesign our traffic management on Hatton Garden to accommodate their requirements;

ii) No one should ever be surprised by what we are doing; and

iii) The team should always be confident that it has done its utmost to inform the public about the works.

The communications strategy involved identifying key stakeholders, understanding how they interfaced with the project, then devising the most appropriate way to communicate with each stakeholder. Based upon this assessment, stakeholders could be communicated with in person, or by email, or via our weekly E-bulletin. A drop-in session was also hosted as a means of giving all stakeholders an opportunity to speak directly to the project

	<p>team.</p> <p>A key factor in the success of the strategy was the appointment of a specific officer to manage all communications relating to the project. This freed up the rest of the project team to focus on delivering the project without needing to manage stakeholder relationships.</p> <p>In addition, the communications officer attended all of the weekly construction team meetings. This allowed the communications officer to advise the team of any particular concerns that were being expressed by the public. It also allowed the construction team to advise the communications officer of any particular messages that needed to be communicated to the public via the weekly E-bulletin.</p> <p>Some key statistics regarding the level of communications that took place are provided below:</p> <hr/> <p style="text-align: center;"><b>Pre-Construction Communications</b></p> <hr/> <table border="0" style="width: 100%;"> <tr> <td style="width: 70%;">No. Residents/Businesses contacted by letter</td> <td style="text-align: right;">4,500 (approx.)</td> </tr> <tr> <td>No. Stakeholders contacted by email</td> <td style="text-align: right;">1,000 (approx.)</td> </tr> <tr> <td>No. Ward and Committee Members contacted in advance</td> <td style="text-align: right;">58</td> </tr> <tr> <td>Attendance at pre-construction drop-in session</td> <td style="text-align: right;">350 (approx.)</td> </tr> <tr> <td>Other Statutory Consultees contacted</td> <td style="text-align: right;">8</td> </tr> <tr> <td>No. local businesses approached in person</td> <td style="text-align: right;">35 (approx.)</td> </tr> </table> <hr/> <p style="text-align: center;"><b>Communications During Works</b></p> <hr/> <table border="0" style="width: 100%;"> <tr> <td style="width: 70%;">Recipients of weekly e-bulletin</td> <td style="text-align: right;">262</td> </tr> <tr> <td>Enquiries per week by general public</td> <td style="text-align: right;">5-10</td> </tr> <tr> <td>Enquiries per week by local businesses</td> <td style="text-align: right;">2-3</td> </tr> </table>	No. Residents/Businesses contacted by letter	4,500 (approx.)	No. Stakeholders contacted by email	1,000 (approx.)	No. Ward and Committee Members contacted in advance	58	Attendance at pre-construction drop-in session	350 (approx.)	Other Statutory Consultees contacted	8	No. local businesses approached in person	35 (approx.)	Recipients of weekly e-bulletin	262	Enquiries per week by general public	5-10	Enquiries per week by local businesses	2-3
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<p><b>9. Implementation plan for lessons learnt</b></p>	<p>The lessons learnt have been shared with the appropriate teams. In particular, the lessons learned have been directly applied on the Aldgate Area Enhancement project which is currently underway.</p>																		

## Appendices

<b>Appendix 1</b>	Before and after images

## Contact

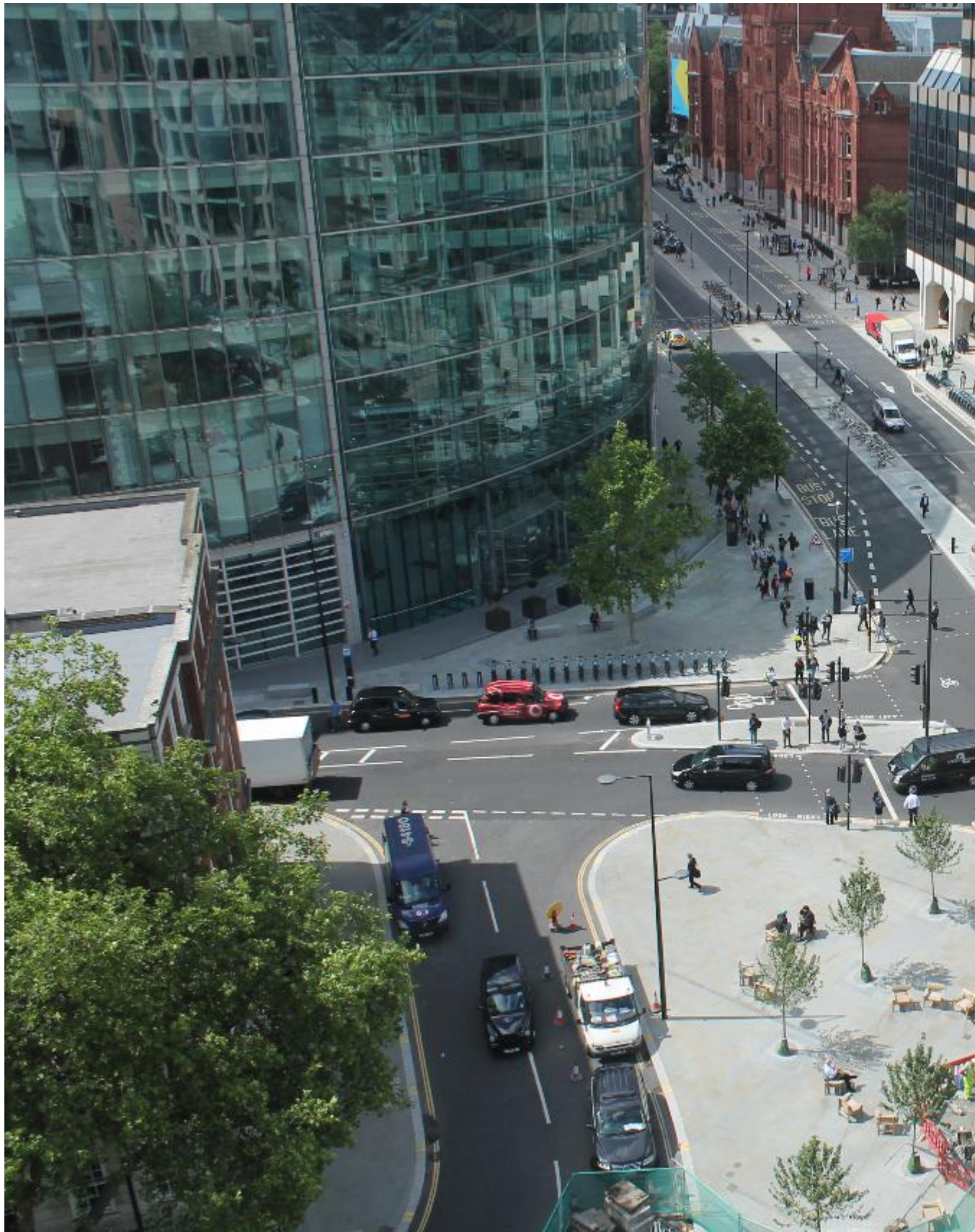
<b>Report Author</b>	Jon Wallace
<b>Email Address</b>	Jon.wallace@cityoflondon.gov.uk
<b>Telephone Number</b>	020 7332 1589





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Committees:	Dates:	Item no.
Projects Sub Committee	20/07/2016	
Streets & Walkways Sub Committee	25/07/2016	
<b>Subject:</b> Mitre Square (EE086) (Phase 2)	<b>Gateway 4/5</b> Detailed Options Appraisal & Authority to Start Work	<b>Public</b>
<b>Report of:</b> Director of the Built Environment		<b>For Decision</b>

## Summary

### Dashboard

**Project status:** Green

**Timeline:** Implementation commenced on 11 July 2016 (Phase 1); Phase 2 implementation anticipated to commence in October 2016

**Total project cost:** £1,361,970

**Phase 1 confirmed total cost:** £550,216

**Phase 2 confirmed total cost:** £811,754

**Spend to date:** £494,908 (as of 17 June 2016)

**Overall project risk:** Low

### Progress to Date

A project Working Party was established following Gateway 2 approval in July 2014, comprising key local stakeholders and with a remit of providing high-level direction for the project design work. The Working Party agreed a Schedule of Issues, which Members approved as part of the Gateway 3 report in January 2015. This Schedule has formed the basis for a design brief for the project.

A full public consultation on the public realm design was held at the end of December 2015, for three weeks, which included staffed drop-in sessions at St Botolph without Aldgate church and Sir John Cass's Foundation School. Feedback was largely favourable; a small number of concerns relating to school access and facilities for children were raised by parents at the school, but these have been resolved firstly by creating a small area of hard-standing at the southeast corner to allow vehicle access into the school, and secondly by creating an attractive and flexible space in Mitre Square to accommodate a range of users.

Members approved a Gateway 4-5 report for this project in April 2016. This report proposed to separate the delivery of the project into two stages (appendix 1); this was required in order to complete the first phase in advance of practical completion of the development. This second Gateway 4-5 report concerns the proposed enhancements to Mitre Square itself (i.e. phase 2). The implementation of Phase 1 of the works commenced on 11 July 2016.

### Proposed Way Forward

The approach to phase the delivery of the project was agreed with the developer, and subsequently approved by Members in April 2016. This report presents the proposed design for Phase 2 of the project, which has been agreed by the project Working Party. A summary of the deliverables for both phases is shown below.

#### **Phase 1 (implementation: July – September 2016)**

- Enhanced footways around the new entrance to the development;
- A new vehicle turning circle and incorporated cycle route on Creechurch

Lane;

- A realigned and widened toucan crossing on Dukes Place;
- A new footway crossover at the servicing entrance to the development.

**Phase 2 (implementation: October – December 2016)**

- An enhanced public space in Mitre Square, including new areas of lawn, trees and other green elements, with design elements included to reduce the likelihood of skateboarding;
- Additional seating and improved lighting;
- Retained vehicle access to the school.

This report presents detailed design information and costs for Phase 2 of the project (appendix 2).

The Phase 1 works are funded from the Section 278 agreement associated with the Creechurch Place development, and a small contribution from Transport for London (see section 5 of the main report and appendix 3 for more detailed financial information). The majority of the Phase 2 works are funded via the associated Section 106 agreement. The full financial details for Phase 2, and for the project in total, are set out in the main body of the report, and in appendix 3.

All S278 and S106 funding identified in this report can only be spent on highway changes and public realm enhancement works in the immediate vicinity of the development, as stipulated in the relevant legal agreements.

**Recommendations**

It is recommended that Members of Projects Sub Committee:

- Approve the implementation budget for Phase 2 (£728,998), as set out in section 5 and appendix 3 of this report, fully funded from the Section 106 agreement (subject to approval by Streets & Walkways Sub Committee).

It is recommended that Members of Streets & Walkways Sub Committee:

- Approve the design for Phase 2, as shown in appendix 2 of this report;
- Approve the implementation budget for Phase 2 (£728,998), as set out in section 5 and appendix 3 of this report, fully funded from the Section 106 agreement.

**Main Report**

<p><b>1. Design summary</b></p>	<p>As reported to Members in April 2016, the project is being delivered in two phases in order to align with practical completion of the development at Creechurch Place. Despite the phased delivery, the design process has run as a single coordinated process, ensuring that the completed scheme has a consistent approach.</p> <p>The coordinated design for the scheme has been developed through consultation with key project stakeholders, and all major design decisions have been approved by the project Working Party. As such, design options are not presented in this report, but a single preferred design agreed with local stakeholders is proposed.</p>
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**Phase 1 – Creechurch Lane, Dukes Place, Mitre Passage, Mitre Street (implementation: July – September 2016)**

Although already approved, a summary of the Phase 1 works follows. The first phase will deliver new footways around the northern and western edges of the development, adjacent to the new main entrance. The design has been kept purposely simple, to provide a clear approach to the new entrance whilst maintaining pedestrian routes through the area. The existing dead-end of Creechurch Lane will be raised to footway level, increasing effective footway widths and further improving conditions for pedestrians and cyclists. An improved walkway in Mitre Passage will also be included in this phase, providing a connection to the new public space in Mitre Square that will be delivered in Phase 2.

**Phase 2 – Mitre Square, St James’s Passage (implementation: October – December 2016)**

The design for Phase 2 aims to create a calm, quiet public space, introducing substantial amounts of new lawned areas, trees and other green elements. New seating and improved lighting will be provided, and vehicle access to the school from Mitre Street will be retained via a small area of hard landscaping at the southern edge of the space.

The design of the space is informed by the different building scales and land uses that front on to the Square, including the new 22 storey development and the existing Grade II-listed school building. Rather than taking design cues from one particular frontage, the design of the square is based on providing several walking routes across the Square and adjoining ‘dwell’ spaces.

The project Working Party was in agreement that the space should be available for ‘informal’ play opportunities, in line with the relevant Local Plan Policy. The design has taken this into account, and the inclusion of lawned areas and raised planter walls will facilitate informal play. Discussions are also ongoing with the school to develop an educational programme around biodiversity and planting. The introduction of substantial new green areas will also contribute to strengthening climate resilience in the City.

The design incorporates measures to reduce the likelihood of skateboarding, such as cutting grooves into the stone seating and the considered placement of other street furniture such as wooden benches. The green areas are proposed to be raised above ground level for two reasons; records show that substantial archaeological remains exist beneath Mitre Square, and so this approach reduces the risk of disturbance. Also, there are significant level changes across the square, and the use of raised planters works with the topography of the site and maintains footway widths that reflect accessibility standards within good practice guidance.

	<p>A number of parents of children at the school currently use Mitre Square to wait temporarily to pick up their children. Although the school is actively working to reduce the number of parents driving to the school, it is acknowledged that this activity still needs to be accommodated. Therefore, a number of locations on-street have been identified where this activity can take place within short 'grace' periods around the start and end of the school day. This change is being developed in liaison with the City's Traffic Manager and with full cooperation from the school, and will come into effect prior to works commencing in Mitre Square.</p> <p>The removal of car parking from Mitre Square can also make a positive contribution towards reducing noise and anti-social behaviour, as users of local nightclubs regularly use the Square to park. This situation will be monitored on completion of the scheme to ensure its effectiveness.</p> <p>The two blue plaques that were originally on display in the vicinity of the Square, relating to the Holy Trinity Priory and the Great Synagogue, will be retained but in a new location at the southern end of St James's Passage. This element is subject to approval under a separate Planning Condition relating to the development at Creechurch Place.</p> <p>The design for Phase 2 includes:</p> <ul style="list-style-type: none"> <li>• York stone paving on all footways;</li> <li>• Two raised 'green' areas, incorporating sections of accessible lawn, mixed shrubbery and small trees;</li> <li>• Low-level perimeter planting to 'soften' the hard edges of the space, including the existing school wall;</li> <li>• A mixture of seating types, including stone benches and wooden seats;</li> <li>• An area of small module York stone paving adjacent to the school gates, maintaining vehicular access whilst retaining a visual connection to the main space.</li> </ul> <p>A plan of the Phase 2 proposals is shown in appendix 2.</p>
<p><b>2. Delivery team</b></p>	<ul style="list-style-type: none"> <li>• Project Management – City Public Realm team</li> <li>• Detailed design – Highways Division &amp; Townshend Landscape Architects</li> <li>• Construction – JB Riney (under the City's term contract)</li> <li>• Construction &amp; Design Management – Highways Team</li> <li>• Green infrastructure – City Gardens Team</li> </ul>
<p><b>3. Programme and key dates</b></p>	<p><b>Implementation Phase 1:</b> July – September 2016</p> <p><b>Creechurch Place practical completion:</b> 28 September 2016</p> <p><b>Implementation Phase 2:</b> October – December 2016</p> <p><b>Gateway 7 report :</b> Spring 2017</p>
<p><b>4. Outstanding risks</b></p>	<p><i>1. Land occupied by the developer is not released to allow works</i></p>



	<p><i>to be completed to programme</i></p> <p>Discussions are ongoing with the developer to ensure that land is released to allow sufficient time for the City's works to be completed</p> <p><i>2. Archaeological remains or other sub-surface utilities / structures cause issues during construction</i></p> <p>Surveys have been undertaken to determine the extent of sub-surface elements as far as possible. The design work has taken this into account, but this risk will be closely monitored during the implementation phase, and avoided where possible.</p>
<b>5. Budget</b>	<p>The total estimated cost of the project at the last Gateway (April 2016) was £1,392,784. This cost estimate has now been refined as more detail has emerged, and is now revised to £1,361,970. A detailed breakdown of the project finances is contained in appendix 3.</p> <p>Both phases of the project are fully funded through the Creechurch Place development, via a Section 278 and a Section 106 agreement, save for a small contribution from Transport for London. The Phase 1 works are funded through the Section 278 agreement, being as they are changes that are required to mitigate the impact of the new development and provide an improved environment for all users. The cost of relocating the traffic signals for the improved pedestrian crossing will be met by Transport for London as part of their ongoing signal modernisation programme. Therefore, the total budget for Phase 1 is £550,216, with £416,567 of this being committed towards implementation.</p> <p>The funding for Phase 2 is provided from the Section 106 agreement, as this is classified as enhancement works. The Section 106 agreement restricts expenditure of this funding to enhancement works in the vicinity of the development at Creechurch Place. Therefore, the total budget for Phase 2 is £811,754, with £728,998 of this being committed towards implementation.</p>
<b>6. Success criteria</b>	<ul style="list-style-type: none"> <li>• A new, high quality public space in Mitre Square;</li> <li>• A simple, well-functioning space outside the new entrance to the Creechurch Place development;</li> <li>• An overall increase in green space in the area;</li> <li>• Improved, accessible routes for pedestrians across the space;</li> <li>• An increase in the number seats, including accessible seating;</li> <li>• A reduction in noise and anti-social behaviour in the vicinity of Mitre Square.</li> </ul>
<b>7. Progress reporting</b>	<p>Monthly updates to be provided via Project Vision and any project changes will be sought by exception via Issue Report to Spending and Projects Sub Committees.</p>

## **Appendices**

<b>Appendix 1</b>	Plan showing the two phases of delivery
<b>Appendix 2</b>	Plan of the Phase 2 works
<b>Appendix 3</b>	Financial tables

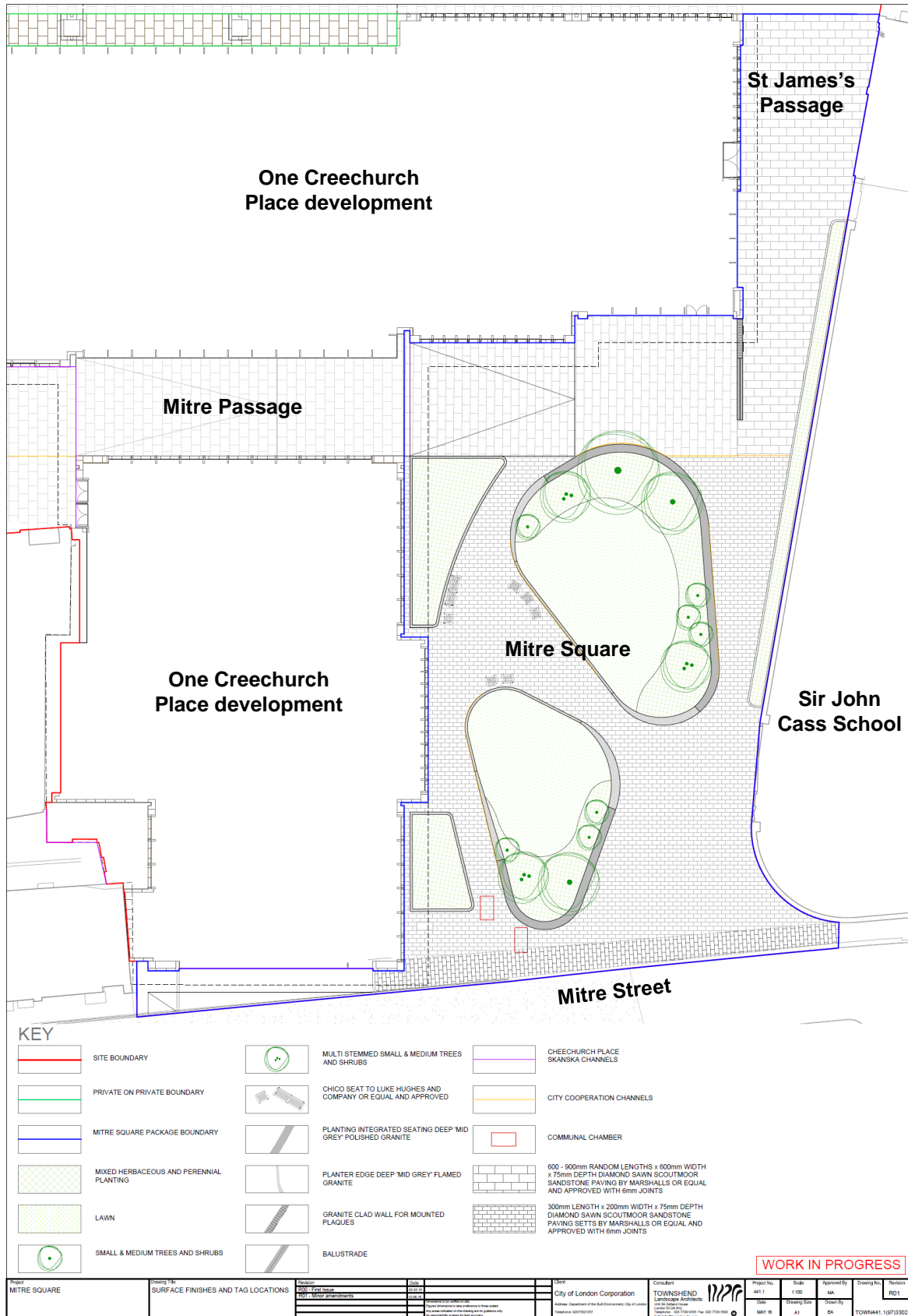
## **Contact**

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Appendix 1 – plan showing the two phases of delivery



# Appendix 2 – plan of the Phase 2 works in Mitre Square & St James's Passage



## Appendix 3 – financial tables

<b>Table 1: Spend to date (inc. commitments)</b>			
<b>Description</b>	<b>Approved Budget (£)</b>	<b>Expenditure (£)</b>	<b>Balance (£)</b>
<b>Phase 1- Mitre Square S278</b>			
Pre-evaluation	133,649	133,649	0
Staff Costs	45,000	9,667.28	35,333
Fees	6,351	4,406	1,945
Hard Landscaping	245,216	171,870	73,346
Soft Landscaping	20,000	0	20,000
Utilities	100,000	92,559	7,441
<b>TOTAL S278</b>	<b>550,216</b>	<b>412,151</b>	<b>138,065</b>
<b>Phase 2 - Mitre Square S106</b>			
PreEv P&T Staff Costs	42,568	43,254	-686
PreEv P&T Fees	60,000	39,502	20,498
<b>TOTAL S106</b>	<b>102,568</b>	<b>82,756</b>	<b>19,812*</b>
<b>GRAND TOTAL</b>	<b>652,784</b>	<b>494,908</b>	<b>157,876</b>

\* The balance of £19,812 be carried forward to the implementation stage and the budgets adjusted to reflect the costs incurred

<b>Table 2: Total estimated cost (inc. spend to date)</b>			
<b>Description</b>	<b>Phase 1 (S278)</b>	<b>Phase 2 (S106)</b>	<b>Total Estimated Cost</b>
<b>Evaluation</b>			
Evaluation	133,649	82,756	216,405
<b>Implementation</b>			
CT & EE Staff Costs	5,000	41,000	46,000
Highways Staff Costs	40,000	35,000	75,000
Open Spaces Staff Costs	0	13,000	13,000
Fees	6,351	40,498	46,849
Hard Landscaping	245,216	377,500	622,716
Soft Landscaping	20,000	37,000	57,000
Lighting	0	50,000	50,000
Utilities	100,000	100,000	200,000
Maintenance	0	35,000	35,000
<b>Implementation sub-total</b>	<b>416,567</b>	<b>728,998</b>	<b>1,145,565</b>
<b>TOTAL</b>	<b>550,216</b>	<b>811,754</b>	<b>1,361,970</b>

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<b>Committee(s):</b>	<b>Date(s):</b>
Streets and Walkways Planning and Transportation	25 <sup>th</sup> July 2016 26 <sup>th</sup> July 2016
<b>Subject:</b> Cloth Fair Noise Disturbance	<b>Public</b>
<b>Report of:</b> Director of the Department of the Built Environment	<b>For Decision</b>

### Summary

Cloth Fair is located close to Smithfield Market and has ten residential units, several businesses, a public house and a church. The surrounding area has a busy night time economy consisting of bars, public houses, restaurants and a late night café in the vicinity. Unfortunately, these appear to generate overnight noise disturbances which are on occasions experienced by residents of Cloth Fair.

Cloth Fair is a “Local Access Street” in the City’s highway hierarchy. Local Access Streets are intended to serve the local frontages, rather than a street used for through traffic.

In May 2015, the Grand Court of Wardmote asked for a resolution on the Cloth Fair noise disturbance to be sent to the Court of Common Council. This issue was considered at the Court of Common Council and the resolution was referred to the Planning and Transportation and, Port Health and Environmental Services Committees. In July 2015, the Planning and Transportation Committee were updated that a report would be presented to Committee. In September 2015, at the Port Health and Environmental Services Committee, officers advised that a noise disturbance questionnaire would be sent to local residents and a report would be submitted to the Streets and Walkways Sub-Committee and, Planning and Transportation Committee for consideration. A further Wardmote resolution was submitted to the Court of Common Council on 23<sup>rd</sup> June 2016.

Anecdotal evidence has indicated that taxis / private hire drivers parking / idling and talking are the main causes of the noise disturbances. Officers have investigated the existing conditions in Cloth Fair. This included consultation with local occupiers for comments on the overnight disturbances. As a result of this 24 responses were received including eight out of ten residents from Cloth Fair. Six options (including ‘do nothing’) to mitigate the noise disturbances were presented for comment and to see if there was a preferred option. The outcome of the consultation showed that:

- Noise disturbances are experienced by all Cloth Fair residents which responded (7 out of 8 residents experienced disturbances at least three times a week);
- The main source of the disturbance is caused by taxis / private hire drivers parking or idling;
- An overnight point road closure was the most favourable proposal to mitigate the noise disturbance.

Officers have also obtained video traffic survey data covering Cloth Fair and around the market for nine days over the Easter period. This has shown that taxis / private hire drivers do park and idle through the night in Cloth Fair. The level of activity is generally consistent with the night time economy. The data shows very low traffic flows in Cloth Fair. Even when Long Lane is congested (due to the market activities) and the number of vehicles using Cloth Fair doubles, the level of traffic flow is still very low.

The Market Superintendent and the Smithfield Market Traders Association (SMTA) have been consulted on the issues in Cloth Fair and the range of options being considered. The SMTA has expressed a strong objection to the overnight point road closure because they consider Cloth Fair is an important alternative route to access the West Smithfield Rotunda Car Park for their staff and customers, when Long Lane is congested.

Officers consider that the overnight point road closure (and associated extension of the two-way traffic operation) is the best option to discourage overnight parking or idling, as the closure will make the street a less convenient place to stop. The overnight point road closure would be enforced by retractable bollards or a gate to physically prevent through access. However as the street is still open, there is no guarantee that this proposal will be fully successful. It is therefore proposed to introduce these on an experimental basis and if this is found to be successful, it can then be made permanent.

In addition, following feedback that the existing bollards along Cloth Fair are causing an obstruction to pedestrians, it is further proposed to remove as many of these as possible.

### **Recommendation(s)**

Members are asked to:

- Note the Noise Disturbance consultation results and the SMTA's objection
- Agree and approve the introduction of an experimental overnight point road closure and associated extension of the two-way traffic operation measure in Cloth Fair as the best option to mitigate against the noise disturbance; and
- Approve the removal of bollards along Cloth Fair that are causing an obstruction to pedestrian movements, where possible.

## **Main Report**

### **Background & Current Position**

1. Cloth Fair has a high number of residential units (10), several businesses, a public house and a church. Located in the area are a number of public



houses, licenced bars and restaurants. Two minutes' walk from Cloth Fair is Smithfield Market and Farringdon Station can be reached in five minutes, these areas also have a busy and growing night time economy.

2. The City of London has received noise complaints from residents of Cloth Fair over a number of years. The disturbances have been investigated by Environmental Health officers but they did not amount to a statutory nuisance. As the act of talking or an idling engine is considered an annoyance rather than a statutory nuisance, therefore no formal action could be taken. However, informal intervention such as temporary signage (as shown in Appendix A) has been introduced but this has not resolved the nuisance. It should be noted that there has only been one recorded noise complaint (March 2014) caused by taxi / private hire drivers made to the City Corporation since May 2010, but a further Wardmote resolution has been submitted to the Court of Common Council in June 2016. Appendix B shows a record of the noise complaints and provides information on statutory nuisance.
3. In May 2015, the Grand Court of Wardmote asked for a resolution on the Cloth Fair noise disturbance to be sent to the Court of Common Council. Following this, the Court of Common Council considered the noise disturbances in Cloth Fair and referred the resolution to the Planning and Transportation and, Port Health and Environmental Services Committees. In July 2015, the Planning and Transportation Committee were updated that a report on this matter would be presented to Committee. Further to this, at the Port Health and Environmental Services Committee in September 2015, officers advised that a noise disturbance questionnaire would be sent to local residents and a report would be submitted to the Streets and Walkways Sub-Committee for comment and Planning and Transportation Committee for a decision.
4. In October 2015, a consultation questionnaire was sent to all occupiers in the immediate vicinity of Cloth Fair. The results of this identified that there was a noise problem and that there was support for measures to be implemented to mitigate this problem. Further details of the consultation are provided later in this report.
5. Following the consultation, a report was prepared for the S&W Sub-committee in February 2016 but was withdrawn to enable further discussions and engagement with the Smithfield Market Traders Association (SMTA) and the market Superintendent. The concerns of the SMTA are detailed later in this report.
6. In May 2016, a further resolution of the Grand Court of Wardmote was referred to the Court of Common Council on 23<sup>rd</sup> June 2016. The resolution is reproduced as follows: "This Wardmote deplores the City Corporation's lack of progress in addressing the problem of night-time noise and disturbance to residents of Cloth Fair, which was the subject of a resolution passed at our Ward Mote 12 months ago. In particular, we are concerned that, following consultation with residents and other local stakeholders, a paper to the Streets and Walkways Sub-committee setting out a proposed solution was

withdrawn, without discussion, following a representation from Smithfield Market. We recognise that the interests of residents and businesses can at times be difficult to balance, but consider that on this occasion longstanding residential concerns are being ignored. We therefore urge the Planning and Transportation Committee to undertake, as a matter of urgency, to find a solution whereby neither taxis nor market vehicles need to access a narrow residential street in the middle of the night and can use instead more suitable space available in West Smithfield and around the Market itself.”

7. Given the issues described above, officers have made progress to resolve the noise complaints as quickly as possible. A range of highway proposals have been investigated, consulted and approval is now sought to proceed with an experimental scheme which is envisaged to reduce or mitigate the noise disturbance.

### Measures / Options & Questionnaire

8. Six highway options (including a “do nothing” option) have been investigated to mitigate the noise disturbances. These are summarised in the table below together with an assessment of the advantages and disadvantages.

Optioneering Table

Measure	Advantages	Disadvantages
Option 1. Prohibiting parking and loading 24 hours and 7 days a week	Can enforce against night time parking Can be implemented in 3 months	Prohibits everyone Difficult to enforce if drivers remain inside or talk close to their vehicle and therefore unlikely to be effective
Option 2. Overnight (11pm - 7am) point road closure by Cloth Court.	Less traffic, not used for through traffic Less likely to be used by taxis as a waiting area Can be implemented in 3 months	Reduced vehicle permeability May not deter parking in Cloth Fair
Option 3. Street signage to politely remind street users that it is a residential area.	Cost effective Targets issue Low impact, preliminary measure Can be implemented immediately	Has been used in the past intermittently with limited impact in reducing the disturbances. Therefore likely to be ineffective. Increase street clutter
Option 4. Reversing the one-way operation in Cloth Fair	Potential to discourage taxis Can be implemented in 3 months	May increase traffic flow, as it would make it easier to travel eastbound. May not be effective
Option 5. Night time parking prohibition	Can enforce against night time parking	Difficult to enforce if drivers remain inside or close to their vehicle and therefore unlikely

in Cloth Fair	Targets problem times	to be effective Against current parking policy, to keep only two parking restriction periods. Committee consideration required. Not so easy to understand the prohibition Large traffic signs required Implementation medium/long term (at least 12 months)
Option 6. Do nothing (leave situation as it is)	No change	No change. Does not address the noise disturbance caused by taxis / private hire drivers parking / idling or talking.

9. A questionnaire (see Appendix C) was sent out to all occupiers in Cloth Fair and the surrounding premises in October 2015. The consultation area and a summary of the responses can be seen in Appendix D.
10. A total of 24 responses were received (19 residents, 3 businesses, 2 other). All Cloth Fair residents which responded reported that they experienced overnight noise disturbance. 7 out of 8 residents from Cloth Fair reported disturbances at least three times a week, and that taxi/private hire drivers are the main cause of the disturbance. Although, the number of responses is low, it does demonstrate that there is a strong concern from the Cloth Fair residents.
11. Option 2, the proposal to introduce an overnight point road closure in Cloth Fair by Cloth Court was the only one of the six options to receive overall support (6 out of 10 Cloth Fair residents' most preferred option).
12. Option 5, the introduction of a night time parking prohibition was the second most preferred proposal but had mixed support. This is probably because it will be difficult to enforce if drivers remained inside or close to their vehicle.
13. Similarly, Option 1 (third most preferred option) which prohibits parking at all times (double yellow lines) will be less effective for the same reason.
14. Additionally, through other consultations, members of the Barbican Association raised an issue regarding the existing bollards in Cloth Fair. They stated that they cause obstructions to pedestrian movements in particular, for those with mobility impairments or push chairs. These bollards appear to have been in place for many years to prevent vehicles mounting the footway but it doing so has made the usable width of the footway impassable to some pedestrians. Therefore, it is recommended to remove as many of these as possible.

## Smithfield Market Concerns

15. In February 2016, the SMTA raised an objection to the proposals to close Cloth Fair. They argued that Cloth Fair provides an alternative route to the West Smithfield Rotunda Car Park for their staff and customers when the primary route, along Long Lane is congested. Also they consider the route is especially important during periods when the market is at its busiest time e.g. Easter and Christmas when congestion is much worse.
16. As a result, a report prepared for the Streets and Walkways Sub-Committee in February 2016 was deferred to enable further investigation including obtaining traffic data, and consideration of the market's concerns.
17. Video traffic survey data during the Easter Week covering nine days has now been captured and analysed. It has confirmed that taxi / private hire drivers are parking / idling in Cloth Fair throughout the night. A detailed summary is provided below. Following this, a meeting with both the SMTA and the Superintendent to explore what measures (if any) will be workable to resolve the Cloth Fair issues was held in May 2016. The SMTA consider that the most effective way to achieve this without impacting on the market operations is to introduce double yellow lines. They strongly object to the night time closure as they state that delays in Long Lane are common and unpredictable. The Superintendent preferred that a trial of double yellow line option (Option 1) should be progressed first. This was because the measures were inexpensive and could be effective at addressing the noise disturbance. However, see paragraph 24.

## Traffic Data

18. Following the SMTA's objection and the need to fully investigate the impact of any proposal might have on the market, traffic data was collected in Cloth Fair as well as around the market. The SMTA and Superintendent have stated that Easter and Christmas are the Market's busiest periods and therefore, traffic conditions will represent a worst case scenario. The survey was therefore carried out for the week leading up to Easter and during the Easter weekend.
19. The recorded overnight vehicle activity (vehicles parked or idling) attributed to the noise disturbances in Cloth Fair appear to be consistent with the night-time economy and the complaints raised by the residents. Overnight activity (parked or idling) levels are high between Wednesday to Saturday and low between Sunday to Tuesday.
20. Traffic flow in Cloth Fair is generally very low with 230 vehicles (24hr) per day. On average, there is one vehicle every three minutes during the weekday AM and PM peak periods and one vehicle every six minutes between 11pm and 7am, when Smithfield Market is in full operation.
21. Significant traffic delays on Long Lane were observed to occur only on Easter Thursday during the surveyed week. The congestion was caused by the

market's overnight operation (loading, unloading, operation of forklift and pallet trucks, etc.), which resulted in queues from Lindsey Street reaching as far back as Cloth Street. Consequently overnight (11pm and 7am) traffic using Cloth Fair increased from one vehicle every six minutes to one vehicle every three minutes. The daily (24hr) traffic flow on this day was 371 vehicles.

## Considerations

22. The consultation outcome showed that an overnight point road closure such as retractable bollards or a gate was the most preferred mitigation measure for residents of Cloth Fair. However, this is opposed by the SMTA because they consider that this will impact on the ability for their staff and customers to bypass the congestion along Long Lane to access the car park. From the traffic surveys, it has been shown (unsurprisingly) that the congestion along Long Lane and around the market is caused by the market operations. Better management of this activity would improve traffic flows and avoid the need for traffic to use Cloth Fair as a through route.
23. Cloth Fair is a narrow street with very narrow footways. Many of the buildings including the residential units have been built up to the boundary, so they are much more prone to noise disturbance. A street view is shown in Appendix E.
24. Cloth Fair is a "Local Access Street" in the City's Local Plan. Local Access Streets are intended to serve the local frontages, rather than a street used for through traffic. Although, in reality, many local access streets are also used for some through traffic movements, however, it is not considered necessary or appropriate for Cloth Fair to accommodate through traffic at night time. A closure in Cloth Fair will not have any material impact on the highway network, as any impact is likely to be limited to those expressed by the SMTA. It will therefore be appropriate to introduce traffic control measures such as the night time closure to manage this street for the benefit of local occupiers.
25. Although the night time parking prohibition or double yellow restrictions had some support in the consultation exercise. They are unlikely to be as effective as the road closure, unless a dedicated resource can be deployed full time to carry out enforcement activity. This is obviously impractical and not recommended. Enforcement of this type of activity is very difficult because when a civil enforcement officer (CEO) arrives, the drivers will simply drive off but only to return when it is clear. Even if the night time parking prohibition option was considered to be appropriate, it will conflict with the implemented policy (Parking & Enforcement Plan) of keeping the number of different parking restrictions to a minimum. Double yellow lines will also impact others wanting to park in Cloth fair as it will prohibit everyone including residents, visitors and even those attending church on Sunday. In addition, the City does not have a 24hr / 7 days enforcement service in place.

## Recommendations

26. In view of the considerations, an overnight point road closure (between 11pm and 7am) in Cloth Fair is recommended as the best option to reduce the noise disturbances. An outline plan is included in Appendix F.
27. A point road closure by Cloth Court is the most feasible location for the closure, as this will retain access to an off-street parking area during the time of the closure. An extension to the two-way working will also be necessary so that egress can be made legally (eastbound) from the off-street parking of Nos.41/42 Cloth Fair.
28. It is envisaged that the closure will make Cloth Fair less convenient. Drivers will be unable to use the street as a through route, reducing the benefit for taxi / private hire drivers to park or idle. However, as the street is still open to traffic it may not deter some drivers from parking there. For this reason, there is no guarantee that this proposal will be fully successful. It is therefore proposed to introduce the point road closure (and the associated extension of the two-way working) initially on an experimental basis and if it is found, after taking into account the SMTA's concerns, to be successful, can be made permanent after 6 months.
29. To be effective the closure will need to be physically enforced by bollards or another barrier, such as a gate. Access for pedal cyclists will need to be maintained as Cloth Fair forms part of the approved Cycle Quietways. The closure will be operated by existing City resources.
30. To minimise the impact of the closure to the market, Officers will continue to work with the Superintendent and the SMTA to manage the highway network during the busiest periods and in other unforeseen situations such as an emergency road closure.
31. To address the footway obstruction caused by the bollards, it is proposed to remove as many of these as possible, in consultation with local occupiers.
32. If Members approve the recommendations, it is envisaged that the experimental closure and associated extension of the two-way traffic operation, together with the removal of the bollards could be implemented by October 2016. Monitoring will take place immediately and if successful the overnight point road closure could be made permanent from May 2017.

## Corporate & Strategic Implications

33. The proposal is in accordance with the City of London Noise Strategy 2012-2016 to:
  - *“Avoid or reduce noise, and noise impacts, which could adversely affect the health and well-being of City residents, workers and visitors”*
  - *“Balance minimisation of noise and noise impacts with the need to improve and update City infrastructure”.*

34. To support and promote 'The City' as the world leader in international finance and business services.
35. A closure in Cloth Fair will not have any material impact on the highway network, as any impact is likely to be limited to Smithfield Market staff and customers. Therefore the proposed experimental point road closure is not considered necessary to be raised to the Policy and Resources Committee.

### Financial Implications

36. The total estimated cost to implement the closure is £25K. This can be met from the Community Infrastructure Levy subject to agreement by the Priorities Board or other appropriate funding. A breakdown of the estimate is provided below.

#### Point Road Closure Breakdown

Item	Cost
Works	£10K
Fees	£3K
Staff	£12K
Total	<u>£25K</u>

37. Revenue implications for the maintenance and operation of the closure can be contained within the Department of the Built Environment's existing budgets.

### Conclusion

38. Overnight noise disturbance caused by taxi/private hire drivers parking, idling or waiting around in Cloth Fair is frequently experienced by residents. To mitigate this, the most effective highway option is considered to be an overnight closure, however implemented initially on an experimental basis and if successful, made permanent.
39. Although the proposals are strongly opposed by the SMTA, a review of the market management operations around the market should improve traffic flows and avoid the need for traffic to use Cloth Fair as a through route.
40. Cloth Fair is a Local Access Street intended to serve the local frontages. It is therefore appropriate to introduce traffic controls such as a night time closure and associated extension of the two-way traffic operation to deter through traffic to assist local occupiers.

### Appendices:

- Appendix A: Temporary signage
- Appendix B: Noise Complaint Record
- Appendix C: Consultation Questionnaire
- Appendix D: Consultation Summary Outcome
- Appendix E: Cloth Fair Photos
- Appendix F: Proposed General Arrangement Plan

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## APPENDIX A

### Cloth Fair temporary street signage



## **APPENDIX B: Noise Disturbance at Cloth Fair - May 2010 to July 2016**

Environmental Health Officers have received 26 noise disturbance complaints in Cloth Fair over the last six years. The main causes of the noise disturbances are associated to construction activities (10 complaints) and unsocial behaviour related to the night time economy (6 complaints). Only one complaint has been received relating to noise from taxi drivers in March 2014. A schedule of the complaints is shown in the table below.

<b>Address</b>	<b>Date</b>	<b>Details</b>	<b>Category</b>
The Rising Sun PH	25/05/10	Noise from customers drinking outside and highway obstruction	The Rising Sun PH
Cloth Fair	07/06/10	Noise from plant at 8am till late in evening.	Construction
The Rising Sun PH	15/07/10	Noise from customers drinking outside and highway obstruction	The Rising Sun PH
The Rising Sun PH	20/08/10	Noise from customers drinking outside and highway obstruction	The Rising Sun PH
No.29 Priory Court	12/09/10	Noise from scaffold erection	Construction
Cloth Fair	26/09/10	Noise from scaffold erection	Construction
The Rising Sun PH	04/12/10	Noise from customers drinking outside and highway obstruction	The Rising Sun PH
37 Cloth Fair	28/04/11	Plastic which is covering the scaffolding is blowing in the wind	Construction
Offices, 39-40 Cloth Fair	17/05/11	Plastic which is covering the scaffolding is blowing in the wind	Construction
1 Cloth Fair	11/07/11	Noise from scaffold erection	Construction
Cloth Fair	22/08/11	Water jet cleaning in Cloth Fair at weekend starting at 8.30am	Cleaning
The Rising Sun PH	16/09/11	Noise from customers drinking outside and highway obstruction	The Rising Sun PH
No.29 Priory Court	28/10/11	two noisy generators at the above property & from another building	Construction
Worshipful Company of Founders, 1 Cloth Fair	05/11/11	Noise from building works all weekend	Construction
No.29 Priory Court	21/12/11	Noise from building works all weekend	Construction
The Rising Sun PH	09/01/12	Noise from customers drinking outside and highway obstruction	The Rising Sun PH
Cloth Fair	10/01/12	Tour operator using a loud speaker in Cloth Fair	Businesses
Amico Bio, 44 Cloth Fair	05/07/12	Noise from Amico Bio restaurant on 44 Cloth Fair.	Businesses

Cloth Fair	06/10/13	Loud drilling and banging from 'emergency' works	Construction
Cloth Fair	18/03/14	Idling engines, litter, urination, chatting from taxi drivers.	Taxi Drivers
Cloth Fair	30/07/14	Refuse lorries arriving at 6am and very noisy	Cleaning
Cloth Fair	29/09/14	Filming	Businesses
Amico Bio, 44 Cloth Fair	19/10/14	Alarm sounding from Amico restaurant	Businesses
Multi-tenanted building, 29 Cloth Fair	03/05/16	Alarm sounding from 29 Cloth Fair.	Businesses
Amico Bio, 44 Cloth Fair	26/5/16	Alarm sounding from Amico restaurant	Businesses
Amico Bio, 44 Cloth Fair	30/5/16	Alarm sounding from Amico restaurant	Businesses

Most of these noise disturbance complaints recorded are unlikely to be reduced or mitigated through changes to the highway infrastructure and are issues for the attention and resolution of the City's Environmental Health – Noise Pollution Team.

A statutory nuisance is 'an unlawful interference with a person's use or enjoyment of land or some right over, or in connection with it'.

Statutory Nuisance is defined by Part Three of the 1990 Environmental Protection Act. An Environmental Health officer decides whether a particular complaint meets the definition of a Statutory Nuisance.

Statutory nuisance is more than a mere annoyance and will have a significant impact on the health and wellbeing of anyone affected. Some people may find a noise annoying, but it might not be a statutory nuisance in the eyes of the law, which doesn't define a specific noise level as a nuisance.

The act of talking would not ordinarily constitute a statutory nuisance but would be more of an annoyance. The Environmental Protection Act requires the nuisance to be emanating from a premises, as the talking in the street the Act does not apply.

Loudspeakers or car stereos could constitute a statutory nuisance but no evidence has been identified of these being an issue at Cloth Fair.

In 2014 the Anti-Social Behaviour Crime and Policing Act came into force that lays out mechanisms to tackle anti-social behaviour such as littering and public urination through the use of Community Protection Warnings and Notices. The enforcement of these issues would prove difficult as an officer would need to observe the behaviours in progress and it would be unlikely that the behaviour such as urination and littering would be exhibited with an officer watching.



# Cloth Fair Questionnaire (Responses by 30 October 2015)

Name

Email

Telephone

Address   Resident  
 Business  
 Other

### How often do you experience night-time (11pm-7am) noise disturbances?

- Daily
- 3 times a week
- Once a week
- Once every two weeks
- Once a month
- Infrequently

### Rank each noise source in order of disturbance? (1= lowest, 6 = greatest)

- Public house patrons
- People passing by
- Refuse collection / street cleaning
- Deliveries
- Taxis / private hire vehicles
- Other (specify) \_\_\_\_\_

How supportive would you be to **(Option 1)** prohibiting parking and loading 24hrs / 7days a week in Cloth Fair?

How supportive would you be to **(Option 2)** the introduction of an overnight (11pm-7am) daily gated road closure in Cloth Fair by Cloth Court?

How supportive would you be to **(Option 3)** the introduction of temporary signage reminding street users, Cloth Fair is a residential area?

How supportive would you be to **(Option 4)** reversing the one-way operation in Cloth Fair?

How supportive would you be to **(Option 5)** adding an overnight (11pm-7am) daily parking prohibition in Cloth Fair?

How supportive would you be to **(Option 6)** leaving the current situation as it is in Cloth Fair?




	Against			Support	
How supportive would you be to <b>(Option 1)</b> prohibiting parking and loading 24hrs / 7days a week in Cloth Fair?	1	2	3	4	5
How supportive would you be to <b>(Option 2)</b> the introduction of an overnight (11pm-7am) daily gated road closure in Cloth Fair by Cloth Court?	1	2	3	4	5
How supportive would you be to <b>(Option 3)</b> the introduction of temporary signage reminding street users, Cloth Fair is a residential area?	1	2	3	4	5
How supportive would you be to <b>(Option 4)</b> reversing the one-way operation in Cloth Fair?	1	2	3	4	5
How supportive would you be to <b>(Option 5)</b> adding an overnight (11pm-7am) daily parking prohibition in Cloth Fair?	1	2	3	4	5
How supportive would you be to <b>(Option 6)</b> leaving the current situation as it is in Cloth Fair?	1	2	3	4	5

Other comments





## Cloth Fair **Night Time (11pm 7am) Noise Disturbance**

The City Corporation has received complaints of noise disturbances during anti social hours. To help reduce disturbances to a minimum for local residents and occupiers a number of intervention measures have been considered. The measures together with a brief description and the advantages / disadvantages are described below.

	<p>Option 1 <b>Prohibit Parking and Loading</b></p> <p>Prohibiting parking and loading 24 hours and 7 days a week would prohibit all vehicles from parking or loading on these yellow lines. Therefore, the City's civil enforcement officers can issue penalty charge notices when non compliant vehicles are observed.</p>	<p><b>Advantages</b></p> <ul style="list-style-type: none"> <li>Can enforce against night time parking</li> <li>Can be implemented quickly (3-6 months)</li> </ul>	<p><b>Disadvantages</b></p> <ul style="list-style-type: none"> <li>Parking / loading prohibited for everyone</li> <li>Difficult to enforce</li> <li>Unlikely to be effective if drivers remain inside or close to the vehicle</li> </ul>
	<p>Option 2 <b>Overnight Road Closure</b></p> <p>Introduce an overnight (11pm 7am) closure in Cloth Fair at Cloth Court. This would physically prevent motor vehicle access through to West Smithfield during the closure period.</p>	<p>Less traffic, street not used for through traffic</p> <p>Less likely to be used by taxis as a waiting area</p> <p>Can be implemented fairly quickly (6-10 months)</p>	<p>Reduced vehicle permeability</p> <p>Operational cost</p> <p>May not deter parking in Cloth Fair</p>
	<p>Option 3 <b>Street Signage</b></p> <p>Temporary signs set out on street to politely remind street users that it is a residential area. These have been used in other residential areas in the City to reasonable affect.</p>	<p>Cost effective</p> <p>Targets issue</p> <p>Low impact, can be undertaken first</p> <p>Can be implemented immediately (within a few weeks)</p>	<p>May have limited impact / may not deter parking</p> <p>Increase street clutter</p>



	<p>Option 4  <b>Reversing the One way Operation</b></p> <p>Changing the existing One way operation in Cloth Fair so that motor vehicles would enter from West Smithfield and exit in to Middle Street. This would increase the distance for drivers to travel to the night time economy area making it less desirable for taxis to idle in Cloth Fair.</p>	<p><b>Advantages</b></p> <p>Potential to discourage taxis idling / access this street</p> <p>Can be implemented fairly quickly (6 - 8 months)</p>	<p><b>Disadvantages</b></p> <p>May increase traffic flow</p> <p>May not be effective</p>
	<p>Option 5  <b>Overnight (11pm-7am) parking prohibition added to existing Controlled Parking Zone</b></p> <p>Adding an overnight parking prohibition to the existing controlled parking zone. Therefore, the City's civil enforcement officers can issue penalty charge notices when non-compliant vehicles are observed. It should be noted that this parking prohibition is against current parking policy. It will therefore require Committee approval before it could be introduced and delivery of this scheme is not guaranteed.</p>	<p>Can enforce against overnight parking</p> <p>Targets problem times</p>	<p>Difficult to enforce and therefore unlikely to be effective if drivers remain inside or close to the vehicle</p> <p>Against current policy and will therefore require committee consideration. No guarantee of success</p> <p>10 large traffic signs affixed to the buildings or new posts required</p> <p>Sign dimension 34cm x 47cm (A3 paper size)</p> <p>Implementation would be medium to long term (at least 12 months)</p>
	<p>Option 6  <b>Do Nothing (Leave as it is)</b></p> <p>The existing situation in Cloth Fair is operating adequately or any new changes will be counterproductive.</p>	<p>No change</p>	<p>No change</p>

Enclosed is a **consultation questionnaire** on the proposed measures to reduce night time (11pm 7am) disturbance in Cloth Fair. To assist the City in making Cloth Fair better for local occupiers, we would be grateful to receive your completed questionnaires by **30 October 2015**.

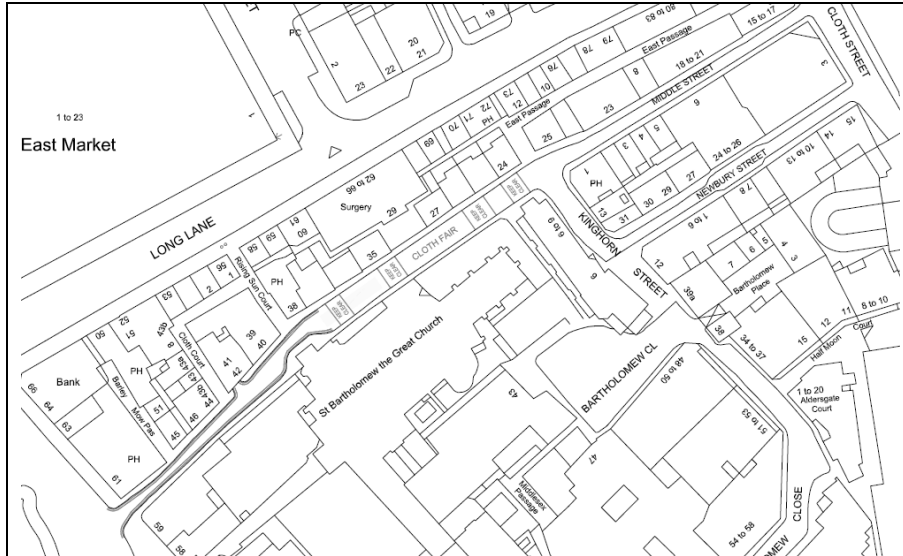
# APPENDIX D Cloth Fair - Noise Disturbance Consultation Outcome

V04 – July 2016



## Introduction

Cloth Fair is located in the City's Farringdon Within ward and is situated south-west of Smithfield Market between West Smithfield and Middle Street.



Cloth Fair and the surrounding streets have a relatively high number of residential properties as well as some commercial and retail units. The southern side of Cloth Fair is predominantly occupied by the grade 1 listed West Smithfield Church of St Bartholomew The Great

## Noise Disturbance

The City has received a number of overnight noise disturbance complaints in Cloth Fair and is therefore investigating measures to reduce the noise disturbances.

## Consultation

On the 5<sup>th</sup> October 2015, the City Corporation distributed 163 noise disturbance consultation packs to local occupiers in the Cloth Fair area. The extents of the Cloth Fair consultation distribution area is shown below. A breakdown of the number of address is shown below.

### Consultation Address Breakdown

Street	Number of Addresses
Cloth Fair	26
East Passage	7
Kinghorn Street	4
Middle Street	49
Newbury Street	4
West Smithfield	29
Long Lane	44

Key



Consultation catchment area



Business address



Resident address



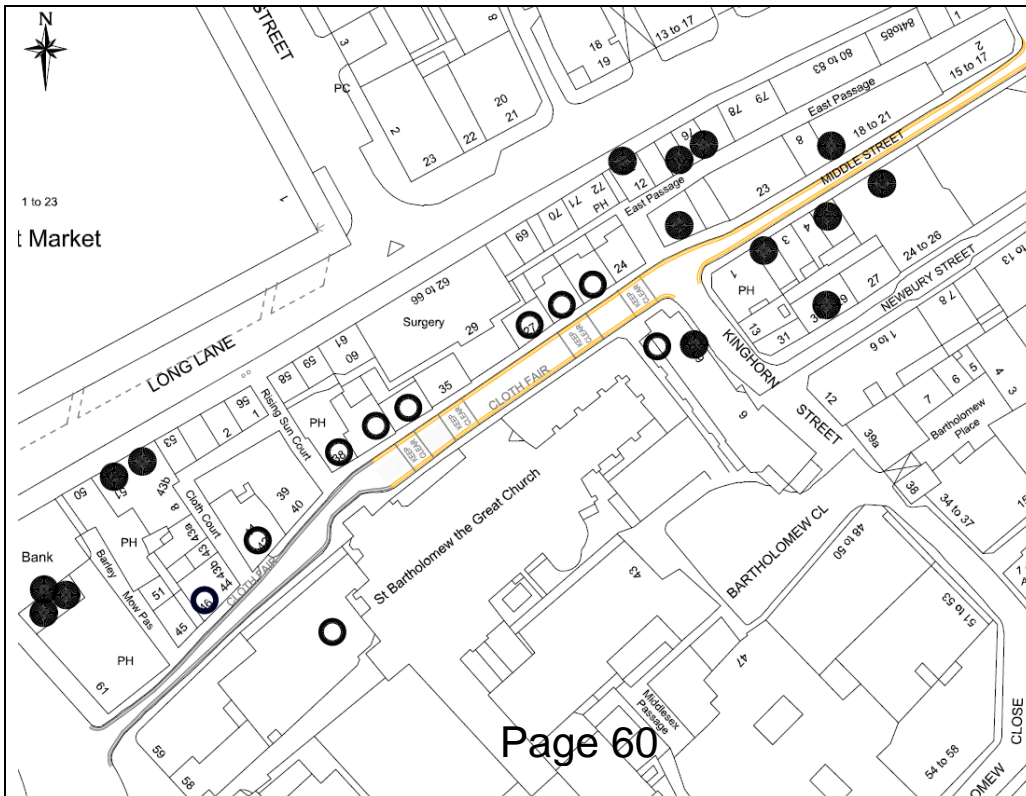
The consultation packs included a covering letter, a description of six proposal options (including a 'do nothing' option) and a questionnaire. This noise disturbance consultation closed on 30<sup>th</sup> October 2015.

**Consultation Outcomes**

24 responses (19 residents, 3 businesses, 2 other) were received which equates to a 15% response rate. The addresses of the respondents have been plotted below.

Cloth Fair Address Respondent (8 of 10 respondents were residents) ○

Other Consultation Respondent (11 of 14 respondents were residents) ●






The noise disturbance in the Cloth Fair area was experienced:

Frequency	Cloth Fair Residents	Cloth Fair Business /Other	All Residents	All Business/ Other
Daily	5	0	8	0
3 times a week	2	0	7	0
Weekly / monthly	1	0	2	1
Infrequently	0	2	2	4
Total	8	2	19	5

The noise disturbance source in rank order by the respondents was:

Cloth Fair Respondents		All Respondents
Taxis / private hire	Greatest	Taxis / private hire
Refuse collection		Public house patrons
Public house patrons		People passing by
Deliveries		Refuse collection
People passing by		Lowest

The table below shows the number of respondents which selected the proposal as their most preferred and least supported option.

Proposal Option	Cloth Fair Respondents		All Respondents	
	Most Preferred	Least Supported	Most Preferred	Least Supported
Opt1 24hr / 7day parking / loading ban	1	4	4	11
Opt2 Overnight road closure	6	1	13	3
Opt3 Temporary signage	0	7	4	10
Opt4 Reverse the one-way	0	6	0	14
Opt5 Overnight parking prohibition	3	3	5	7
Opt6 Do nothing	1	7	3	12

NB: More than one option chosen by some respondents

Common consultation respondent's comments were:

- Option 2 – the road closure should be positioned at Middle Street and residents provided a key to operate the gate.
- Improve pedestrian amenity to discourage parking

### **Outcomes**

Overall there is general agreement from the consultation respondents that the idling taxis are the main cause of overnight noise disturbance in Cloth Fair.

The introduction of an overnight point road closure in Cloth Fair is the most supported proposal option with 13 respondents selecting this as their most preferred option.

Three respondents commented they would prefer a point overnight closure in Cloth Fair at Middle Street. This amendment is not feasible as access to resident's private off-street parking area could not be provided during the point closure.

The second most preferred option is the night time parking prohibition in Cloth Fair, however there was a comparable number of respondents selecting this as their least supported proposal. The remaining four options were not supported.





