



Streets and Walkways Sub (Planning and Transportation) Committee

Date: TUESDAY, 4 SEPTEMBER 2018
Time: 10.30 am
Venue: COMMITTEE ROOMS, 2ND FLOOR, WEST WING, GUILDHALL

Members: Christopher Hayward (Chairman)
Oliver Sells QC (Deputy Chairman)
Randall Anderson
Deputy Keith Bottomley
Deputy Jamie Ingham Clark
Marianne Fredericks
Alderman Alison Gowman (Ex-Officio Member)
Alderman Gregory Jones QC
Paul Martinelli (Ex-Officio Member)
Deputy Alastair Moss
Barbara Newman
Graham Packham

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N.B. Part of this meeting may be subject to audio-visual recording.

Lunch will be served in the Guildhall Club at 1.00pm.

**John Barradell
Town Clerk**

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 non-public summary of the meeting held on 3 July 2018.

For Decision
(Pages 1 - 8)
4. **OUTSTANDING REFERENCES**
Report of the Town Clerk.

For Information
(Pages 9 - 10)
5. **BEECH STREET: TRANSPORT AND PUBLIC REALM IMPROVEMENTS**
Report of the Director of the Built Environment

For Decision
(Pages 11 - 38)
6. **TUDOR STREET/NEW BRIDGE STREET - UPDATE REPORT**
Report of the Director of the Built Environment
(To be read in conjunction with the non-public appendix at Item 15)

For Decision
(Pages 39 - 50)
7. **BANK ON SAFETY: FURTHER DETAIL ON THE ADDITIONAL FUNDS SOUGHT**
Report of the Director of the Built Environment

For Information
(Pages 51 - 58)
8. **ADOPTION OF THE CITY LIGHTING STRATEGY**
Report of the Director of the Built Environment

For Information
(Pages 59 - 96)

9. **DOCKLESS CYCLE HIRE REVIEW**
Report of the Director of the Built Environment

For Information
(Pages 97 - 118)

10. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**
11. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**
12. **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:-

Part 2 - Non-public Agenda

13. **NON-PUBLIC MINUTES**
To agree the non-public minutes of the meeting held on 3 July 2018.

For Decision
(Pages 119 - 120)

14. **BANK ON SAFETY UNATTENDED ENFORCEMENT CAMERA CONTRACT EXTENSION**
Report of the Director of the Built Environment

For Decision
(Pages 121 - 128)

15. **NON-PUBLIC APPENDIX - TUDOR STREET/NEW BRIDGE STREET**
To be read in conjunction with the report at Item 6.

For Decision
(Pages 129 - 130)

16. **NON-PUBLIC QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**
17. **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, 3 July 2018

Minutes of the meeting of the Streets and Walkways Sub (Planning and Transportation) Committee held at Committee Rooms, 2nd Floor, West Wing, Guildhall on Tuesday, 3 July 2018 at 10.30 am

Present

Members:

Christopher Hayward (Chairman)
Oliver Sells QC (Deputy Chairman)
Randall Anderson
Deputy Keith Bottomley
Marianne Fredericks
Deputy Jamie Ingham Clark
Deputy Alastair Moss
Graham Packham

Officers:

John Cater	- Town Clerk's Department
Olumayowa Obisesan	- Chamberlain's Department
Steve Presland	- Department of the Built Environment
Iain Simmons	- Department of the Built Environment
Simon Glynn	- Department of the Built Environment
Ian Hughes	- Department of the Built Environment
Sam Lee	- Department of the Built Environment
Mark Lowman	- City Surveyor

1. APOLOGIES FOR ABSENCE

Apologies were received from Paul Martinelli and Jeremy Simons.

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

The following declarations were made:

ITEM 7: Graham Packham informed Members that he lived in the vicinity of Bouverie Street

ITEM 7: Alastair Moss informed Members that his employers' office was based in the vicinity of Bouverie Street

ITEM 8: Randall Anderson informed Members that he lived in the vicinity of Beech Street

3. **MINUTES**

A Member reminded the Sub-Committee that the Cadent Gas presentation item came after the outstanding references (ITEM 7), in the minutes is was incorrectly listed at the beginning. The Committee clerk would amend the minutes for the record.

RESOLVED – that (further to the point above) the Minutes of the previous meeting held on 21st May 2018 be agreed as an accurate record.

4. **OUTSTANDING REFERENCES**

Swan Pier

Members welcomed officers' efforts to progress the flood defence wall work. However, a member explained that the outstanding reference related to the condition of the pier area and not the defence wall. The officer agreed to report back on the tidying issue to the next meeting.

Post meeting note: the timeline for the flood defence wall work is as follows:

Tender Return (Late July 2018)

Authority to Start (assumed Chief Officer - Late August 2018)

Lead in (September 2018)

Start on site (September 2018)

Works complete (in two phases - February 2019)

22 Bishopsgate

Officers informed Members that the developer wanted to negotiate a deal around reducing their contributions to the public realm improvement works. Officers reaffirmed the Corporation's position that they had to contribute the full amount.

Dockless Bikes

Officers confirmed that a full report on Dockless bikes would be present to the Sub-Committee in September. It was suggested that in finalising the report officers draw on the experiences and lessons of cities across the world. There should also be commentary on the possibilities of geofencing in mitigating some of the challenges. A Member suggested that a London wide bylaw was problematic as getting each of the councils to agree would take a long time.

ATTRO

Officers confirmed that the original ATTRO approval had been given via the Planning and Transportation Committee, so the annual update Report should continue through P&T (i.e. officers would take it out of S&W's forward agenda plan).

Open Spaces Committee representation

The Chairman noted that the Open Spaces Committee was still to confirm its representative to the Streets & Walkways Sub Committee. This should be in place by 16th July.

5. **2-6 CANNON STREET PUBLIC REALM IMPROVEMENTS - PHASE1**

The Sub-Committee received a Report of the Director of the Built Environment concerning the public realm improvements at 2-6 Cannon Street.

A Member queried how the project was being funded, officers responded that it would be fully funded by the developer.

A Member queried whether the on-site garden would be gated and locked at night, and if so who controls the keys, officers responded that it would be locked, and that the City would hold the keys.

RESOLVED – that the Sub-Committee approved the following:

- Agreed that authorisation of Phases 2 and 3 be delegated to Chief Officer, provided costs are not exceeded.
- Authorised the delivery of public realm enhancement works in phases to meet the Developer's revised programme.
- Authorised expenditure of £296,000 to implement works to Distaff Lane (Phase 1) to meet the Developer's revised work programme, to be fully funded from the 2-6 Cannon Street Section S106 agreement contribution of £1,287,998 (inclusive of interest accrued to date).
- Agreed the public realm enhancements including the proposed gate structure at Distaff lane, to be closed at night time.

6. **BANK ON SAFETY - EXPERIMENTAL SAFETY SCHEME CONCLUSION**

The Sub-Committee considered a Report of the Director of Planning and Transportation concerning the Bank on Safety scheme.

Members welcomed the Report and commended the work undertaken by officers, the scheme was in direct response to the high level of fatalities and serious injuries in the Bank junction and the trial had proved a success. The Chairman noted that accidents had been reduced but explained that whilst some data presented was firm more recent data was possibly subject to change as explained in the report. This was because accidents may be reported to the Metropolitan Police rather than City Police and delays in transferring such information may occur. In addition, the public may report accidents sometime after the event e.g. as a requirement of an insurance claim. This was noted as disappointing but currently unavoidable.

A Member queried whether the seriousness of accidents was going down due to the removal of lorries at the junction, officers responded that the data set was too small to be sure of an exact trend.

Members did note that the City of London's polices own data indicated significant improvements and a decrease in the incidence of accidents.

A Member expressed their delight and what had been a "phenomenal" success. The City was experiencing an era of expansion in infrastructure, tourists and the working population, it was right therefore to take a lead and get on with delivering these projects – after Bank, officers should move on to mitigating the problems at Ludgate Circus. Ultimately, the project was good for pedestrians, mitigating air pollution, the bus network and the night time economy and was worth it.

The Chairman reiterated his support, he confirmed that he had received a 100% positive reaction from local businesses.

A Member highlighted the difference between table 2 on page 37 (i.e. the change in average taxi journey time and price) and table 3 on page 38 (i.e. taxicard comparisons for journeys). Officers responded that the dataset in the taxicard sample was anonymised, so it was impossible to tell where the journey had started, whereas the taxi journeys had been exclusively within the City.

Members encouraged officers to return to the Sub-Committee in September with a timeline for the next steps. Officers confirmed that, in addition to the Sub, they would report into the Grand Committee with the timeline as well.

Members queried where the additional £36K (for the investigation proposed in recommendation 2) was being sourced from, officers confirmed that the proposal was that subject to Resource allocation sub Committees agreement, this sum would come from the On-Street Parking Reserve.

RESOLVED – that the Sub-Committee approved the following:

- To note the content of this report for information and make comment.
- To agree that if the experiment is approved to be made permanent, officers be instructed to investigate additional measures to further improve compliance, behaviour and performance within the vicinity of the junction. (explained in paragraphs 80-84)
- Agree the addition of £36,000 to the budget for the investigation proposed in recommendation 2, above.

7. **TEMPLE AREA TRAFFIC STUDY - BOUVERIE STREET**

Members received a Report of the Director of the Built Environment concerning the Temple Area Traffic review for Bouverie Street.

The Deputy Chairman expressed his concerns that progress had been too slow, in his view, the situation around Bouverie Street was unacceptable. He pointed to the findings in the report that showed 70% of vehicles on Bouverie Street were using it as a “rat run”, while it was estimated that there were (on average) two illegal u-turns on the road into Tudor Street every hour. To avoid implementing a workable system was simply a dereliction of duty on the part of the Corporation.

The Deputy Chairman asked officers to confirm the location of the new Courts/Police complex. Officers responded that it would be located between Whitefriars Street and Salisbury Court.

A Member suggested that a piecemeal approach to this area with this should be avoided, it was clear that the whole area around Bouverie Street had challenges, both in terms of pollution and safety, and encouraged officers to ensure that the wider picture should be kept in mind.

RESOLVED - Members agreed that option 2 should be pursued implemented as “business as usual” (subject to no material objections being received as a result of the statutory public consultation), using departmental local risk budgets, but also resolved that requested officers return to the Sub-Committee in September with a further examination of options 3 and 4 be examined further as part of the wider Temple Area Traffic review.

8. **BEECH STREET - TRANSPORT AND PUBLIC REALM IMPROVEMENTS**

The Sub-Committee considered a Report of the Director of the Built Environment concerning transport and public realm improvements for Beech Street.

The Sub-Committee noted the new dashboard cover sheet. A Member emphasised that, in addition to the redevelopment of the Barbican Exhibition Halls, the project mission statement should also include some commentary on the aim to mitigate pollution. Furthermore, a Member suggested that, as a matter of course, officers should always include some wording that linked specific projects to the 5-year Corporate Plan. The Assistant Director responded that the dashboard cover sheets were a new initiative and officers were encountering teething problems, he hoped that given time to bed down the new cover sheet would add value to Members and officers alike. The Project Sub Committee would be discussing these teething issues later in July.

Members suggested that a fresh clarification from the Comptroller and City Solicitor concerning the wider definition of pecuniary interests would be helpful, given the impact of traffic scenarios for Beech Street are potentially so wide that most Members across the City could be affected, i.e. beyond just the Barbican area.

Members queried whether it would be more helpful to examine the cost and duration of undertaking a Citywide detailed traffic model, a component of which would be the Beech Street project, versus the cost and duration of undertaking a detailed traffic model for only the area impacted by an Eastbound closure. The benefit of a Citywide model would be that it could then be used for subsequent projects and would reduce future costs. The key disadvantages would be the immediate cost in terms of funding and time – an officer suggested that a Citywide model would take three years to build.

The Chairman emphasised that there was an appetite to drive the project forward, given the poor state of the Beech Street tunnel. Officers did caution that the work to waterproof the upper deck of the tunnel could potentially slip to 2022.

Members concluded that officers should proceed with the work to establish the strength of the sub-structure, in the meantime they proposed that the substantive parts of the Report should be withdrawn and that officers should return to the Sub-Committee after recess with a Report that examined the options around commissioning either the limited Beech Street area traffic model or the Citywide traffic model.

RESOLVED

- that the Sub-Committee approved officers to proceed with sub-structure study at a cost of £80,000 (plus £10,000 staff costs)
- that officers should return to the next meeting of the Streets and Walkways Sub-Committee with a Report exploring the options for a limited traffic model versus a Citywide model

9. QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE

There were no questions.

10. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT

The Cadent (Gas mains replacement) paper was circulated by officers outlining the upcoming major network activity.

Members expressed their concerns about the proposed closure of the Blackfriars underpass and the Victoria Embankment for six months from April next year. Officer suggested that this was Cadent planning for the worst-case scenario. An update would be provided to Members in September.

A Member asked if extended hours had been approved during the early August 2018 six-week closure of Blackfriars Underpass/Victoria Embankment. Officers would confirm as soon as possible.

11. EXCLUSION OF THE PUBLIC

12. ALDGATE (PORTSOKEN) PAVILION

The Sub-Committee received a Report of the Director of the Built Environment concerning the Aldgate (Portsoken) Pavillion.

13. NON-PUBLIC QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE

There were no questions.

14. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE SUB COMMITTEE AGREES SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED

There was one item of urgent business.

The meeting ended at 12.45 pm

Chairman

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<i>Date</i>	<i>Action</i>	<i>Officer responsible</i>	<i>To be completed/ progressed to next stage</i>	<i>Notes/Progress to date</i>
Ongoing Action 25 July 2016 27 September 2016 8 November 2016 6 December 2016 14 February 2017 16 May 2017 20 June 2017 24 July 2017 5 September 2017 17 October 2017 23 January 2018 27 February 2018 9 April 2018 3 July 2018	Swan Pier 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	City Surveyor	Ongoing	The matter had now been referred to the City Surveyor. Officers to update. The City Surveyor advised that consultant engineers were currently preparing technical documentation for tenders to repair the flood defence wall, and this would be completed by 9 th February 2018. The City Surveyor reported that the first tender exercise had resulted in very little interest and a second exercise was scheduled for June.
24 July 2017 17 October 2017 23 January 2018 27 February 2018 3 July 2018	22 Bishopsgate The Sub-Committee considered an outline options appraisal report of the Director of Built Environment concerning works to improve the public realm areas and security in and around the 22 Bishopsgate development (formerly known as 'The Pinnacle').	Director of the Built Environment	Ongoing	Reference was made to servicing and consolidation measures and officers agreed to report back on this. Officers reported that a meeting had been scheduled with relevant stakeholders to discuss security and public realm improvements and a report back was expected May 2018. <u>To receive any update.</u>
23 January 2018 27 February 2018 9 April 2018	<u>Dockless Bikes</u> In response to a question	Director of the Built Environment		Meetings are being held with both cycle operators who currently have agreements to operate in the City.

<p>3 July 2018</p>	<p>concerning the dumping of yellow bikes in the City, officers reported that as a dockless cycle hire scheme could operate with no on-street infrastructure, companies were able to operate their schemes without the express consent of the Highway Authorities although bikes deemed to be causing an obstruction or nuisance could be removed.</p> <p>Officers agreed to speak to the relevant operators and report back to a future meeting.</p>			<p>Officers are further reviewing the legal position in relation to obstruction and options to remove bicycles left on City footways.</p> <p>In addition, London Councils are exploring a byelaw to enable operators to be licensed.</p> <p>A further report on these matters is proposed immediately following recess.</p> <p><u>On Agenda</u></p>
<p>9 April 2018 3 July 2018</p>	<p><u>ATTRO</u></p> <p>In response to a question concerning the undertaking that a full report back to the Sub-Committee on the ATTRO would be provided, officers agreed to do this.</p>	<p>Director of the Built Environment</p>		<p>The original ATTRO approval went through P&T Committee rather than S&W, so the Year One Review report will now be going to P&T Committee rather than S&W. (It will also go to Police and P&R Committees.)</p> <p><u>Report received by P&T on 26 July 2018</u></p>

Dashboard Coversheet

[1] Ownership

Unique Project Identifier: 10847 **Report Date:** July 2018
Core Project Name: Beech Street Transport and Public Realm Improvements
Programme Affiliation: Beech Street Transformation
Project Manager: Kristian Turner
Next Gateway to be passed: G4

[2] Project Brief

Project Mission statement: To enable the Vision for Beech Street, it is necessary to dramatically improve the public realm in Beech Street. To achieve this first requires the removal of traffic from Beech Street. **Definition of need:**

- The adopted 2015 Local Plan, policy CS5 supports the further improvement of the Barbican area as a cultural quarter;
- The Barbican Area Strategy and Culture Mile Look and Feel Strategy identifies the need for infrastructure improvements in Beech Street

Key measures of success:

1) Removing/reducing traffic from Beech Street
2) Vast improvement to quality of the public realm
3) Enable the refurbishment of the Exhibition Halls
4) Air quality improvements (reduction in NOx)

[3] Highlights

Finance:

Total anticipated cost to deliver [£]: £12M-£15M
Total anticipated on-going commitment post-delivery [£]: additional maintenance liabilities unknown until the design is complete and approved
Programme Affiliation [£]: £30M (not including podium waterproofing)

Currently Approved [£]	Spent/ Committed [£]	New requests [£]	Variance [£]
£218,927	£70,858	£1,624,837	£
Previous estimate to complete all other works [£]	n/a	New estimate to complete all other works [£]	Variance [£]
£12M*		£12M-£15M	£0-£3M

* As reported by the Beech Street Transformation programme

Headline Financial changes:

Since 'Project Proposal' (G2) report:
▲ A Gateway 3 Issues Report in 2016 approved a budget of £120,525 for the development of a feasibility study for Beech Street. The initial traffic

modelling undertaken to date indicates that the proposals will have a significant impact on traffic in the City and Islington. Therefore a revised budget is required to undertake the necessary traffic modelling to achieve the necessary approvals from Transport for London and LB Islington.

Since 'Options Appraisal and Design' (G3-4) report:

N/A

Since 'Authority to start Work' (G5) report:

N/A

Risk:

Risk: Reputational, public/stakeholder impact: There is a high risk for the project and reputational risk for the delivery of Culture Mile if Beech Street can't be delivered. One of the key objectives of the Beech Street Transport and Public Realm project is the removal or reduction of traffic in Beech Street, which will be a highly challenging endeavour. The City will require the approval of TfL to close Beech Street due to the additional traffic this will displace onto other streets, such as London Wall and Old Street. TfL and LB Islington have other planned projects on Old Street which reduce traffic capacity.

There is likely to be vociferous opposition to a Beech Street closure from transport operators and users.

Overall RAG rating: Red

Previous RAG rating: Amber

[4] Member Decisions and Delegated Authority

Members of Policy and Resources Committee approved the Vision for Beech Street in an update report on 7th June 2018. This sets out the principle that traffic needs to be removed or reduced in Beech Street as part of the Transformation programme.

The only matter of Delegated Authority relates to the Director for Built Environment being able to move funds between individual line items with no change to the overall budget or project scope.

Members of the Port Health and Environmental Services Committee have requested that the potential for air quality to be improved on Beech Street by investigating the feasibility of restricting traffic to Ultra Low Emission vehicles.

[5] Narrative and change

Date and type of last report:

Gateway 3 Issues Report (January 2016)

Key headline updates and change since last report.

This report identifies that there are a number of different projects that make up the Beech Street transformation programme. The initial traffic modelling that has been undertaken demonstrates that there are likely to be

significant challenges to achieving the necessary approvals to remove traffic from Beech Street. Members have requested that both an eastbound and westbound traffic closure be investigated.

Headline Scope/Design changes, reasons why, impact of change:

Since 'Options appraisal' (G3) report:

Request to increase project scope to investigate improving air quality with ULEV vehicles.

Requirement to ascertain the capacity of the sub surface structures.

The scope of traffic modelling required is now better understood, as are the aspirations of TfL and LB Islington for projects in their area.

Timetable and Milestones:

Expected timeframe for the project delivery: 2023

Milestones:

- | |
|---|
| 1) TfL approve City TMA application for traffic changes |
| 2) Public realm design completed |
| 3) Highway works complete in time for Exhibition Halls |

Are we on track for this stage of the project against the plan/major milestones? Y

However, there are significant risks relating to traffic which could negatively impact on the programme

Are we on track for completing the project against the expected timeframe for project delivery? Y

Risks and Issues

Top 3 risks:

<i>Risk description</i>	The subsurface structures do not have the capacity to support a widened northern footway
<i>Risk description</i>	TfL do not approve the City's Traffic Management Act application to remove/reduce traffic
<i>Risk description</i>	Vociferous opposition from single issue transport groups

Top 3 issues realised (risks which have come to pass):

<i>Issue Description</i>	<i>Impact and action taken</i>	<i>Realised Cost</i>
Traffic modelling scope	The scope and complexity of the traffic modelling exceeds previous experience in the City. An independent traffic modelling expert will be procured to offer impartial professional advice on the procurement of a traffic modelling team and engagement with TfL.	£10,000

Has this project generated public or media impact and response which the City of London has needed to manage or is managing? Yes, the Culture Mile is an initiative that the City has released to the media, public and neighbouring authorities.

Committees:		Dates:
Streets and Walkways Sub-Committee	For Decision	04/09/2018
Policy and Resources	For Decision	06/09/2018
Projects Sub-Committee	For Decision	12/09/2018
Port Health & Environmental Services	For Information	25/09/2018
Subject: Beech Street: Transport and Public Realm Improvements	Issue Report: Gateway 3 Complex	Public
Report of: Director of the Built Environment Report Author: Kristian Turner		For Decision

Dashboard

Timeline: G4 Detailed Option Appraisal ~ May 2021

Total Estimated Cost: £12M-£15M (for the transport, highway and public realm elements on Beech Street only)

Approved budget: £218,927

Spend to Date: £70,858

Overall Project Risk: High

Report Summary

This report is for the Beech Street Transport and Public Realm project which aims to deliver air quality, property and public realm improvements in Beech Street, which in turn can best be achieved by the removal/reduction of traffic.

The key risks to delivering the project remain:

- the wider traffic impact of reducing traffic in Beech Street;
- attaining the necessary statutory approvals and agreement of Transport for London (TfL) and neighbouring authorities;
- the potential conflict with nearby projects just outside the City boundary which reduce traffic capacity on parallel streets and may cause displacement of vehicles onto Beech Street.

The purpose of this report is to provide an update on the work done to date, to seek Member endorsement of the development of two options for reducing traffic in Beech Street, and to advise on the project risks.

A previous version of this report was brought to Members of the Streets and Walkways Sub Committee in July 2018. Following discussions at that Committee, it was agreed to withdraw the report and resubmit it with additional consideration given to:

- Developing further options for the reduction of traffic in Beech Street by investigating both an eastbound and westbound closure, with a key objective being the improvement of air quality;

- That officers should consider the possibility of a City-wide traffic model to allow Members to consider the cumulative traffic implications of future projects.

Since the July Committee, officers have met with TfL to understand the traffic implications of the Old Street roundabout scheme and the issues surrounding a City-wide traffic model, plus they have met with LB Islington regarding the Old Street / Clerkenwell Road cycle grid route. This report provides an update on both those discussions, plus an update on the structural investigation work at Beech Street.

Background

Vision & Governance

In June 2018 the Policy and Resources Committee agreed the vision to transform Beech Street. It was to create a vibrant street with a high quality public realm at the centre of the Culture Mile, improve air quality and provide the opportunity to realise property outcomes.

The programme for the delivery of the Beech Street vision, the *Beech Street Major Transformation programme*, includes three individual projects: transport and public realm improvements, property redevelopment, and podium waterproofing. These projects have significant interdependences, but June's Policy and Resources Committee also agreed that they should be developed individually with their own specific budgets and milestones through the Committee approvals process.

Air quality

Beech Street has recently been measured as one of the most polluted streets in London for noxious emissions (NOx) from vehicles. The NOx data doesn't differentiate between westbound and eastbound traffic, but based on existing traffic flows and the queues approaching Aldersgate St, it is reasonable to assume that westbound traffic contributes 60% or more. This will be a factor to consider when balancing the merits of an eastbound closure versus a westbound closure.

The work undertaken in the Barbican area by the Low Emissions Neighbourhood (LEN) project has identified air quality on Beech Street as a local concern for residents and visitors, and a pilot scheme will be trialled on Moor Lane to restrict traffic to Ultra Low Emission Vehicles (ULEV).

The Port Health and Environmental Services Committee has requested that the potential for Ultra Low Emission Vehicle (ULEV) restrictions on Beech Street be investigated as part of the traffic reduction options. It is therefore proposed that the scope of the project be expanded to determine the feasibility of restricting some or all traffic on Beech Street to ULEV vehicles only.

Progress to date – Transportation and Public Realm

Traffic Modelling – Beech Street traffic options

An initial Preliminary Traffic Analysis (using the strategic TfL 2018 ONE Model for Central London) was produced in 2016 as part of a study to identify the geographical area that would be affected by different options for the restriction or removal of traffic from Beech Street. The options tested were:

- Option 1 - An eastbound closure of Beech Street to vehicles;

Option 2 - A westbound closure of Beech Street to vehicles;

Option 3 - A total closure of Beech Street in both directions (i.e. pedestrianisation except for vehicular access to the Barbican Car Park, residential car parks and servicing).

The areas affected by the reassignment of traffic are presented in Appendix 1. This shows that all three scenarios would cause reassignment of traffic to other streets within the City (particularly on London Wall and Moorgate), the TfL Network (Old Street) and the streets of neighbouring boroughs.

In terms of scale of impact, an eastbound closure causes traffic to reassign over the smallest area, and a full closure affects the widest area.

Given the scale of impact from a full closure, it is proposed that the project focusses on Options 1 and 2 for now, with Option 3 (a full closure) remaining a longer-term aspiration.

City wide traffic model

At July's Streets and Walkways Sub Committee, Members asked officers to consider the merits of a City-wide traffic model to enable strategic decision making. It was suggested this would be useful in understanding the traffic impacts of various aspirational schemes, including Beech Street, Museum of London, Centre for Music, Bank and the Eastern City Cluster.

Officers have since met with TfL's transport modelling team to discuss options for this approach. TfL are currently investigating the rollout of new software for a Central London traffic model which allows more of the traffic modelling tasks to be undertaken in one software package. Officers have been advised that using this approach will be the most cost effective and efficient method for testing traffic scenarios from various schemes together.

We have requested more information on how TfL's model will be created, their programme, funding, on-going maintenance costs and how the model might reduce the time for getting traffic scheme approvals.

Public Realm

Beech Street was identified as a priority area for enhancement in the Barbican & Golden Lane Area Strategy (approved in 2015), with an emphasis on reducing traffic levels and improving conditions for pedestrians and cyclists.

The Culture Mile Look & Feel Strategy, which is due for adoption in October 2018, identifies Beech Street as a critical section of the 'cultural spine', the main east-west route through the Culture Mile area. The principles for the cultural spine include creating new public space along the route, prioritising pedestrian movement, and making the area easier and more pleasant to navigate. Specifically for Beech Street, the intention is to create a unique and vibrant urban 'destination', with an enhanced street environment and the potential for future pedestrianisation.

Initial design approaches for Beech Street have been considered, dependent on the option(s) taken forward for further development. These opportunities include, but are not limited to:

- widened footways in enhanced materials;
- alterations to the junctions at either end of Beech Street, particularly at Aldersgate Street;
- improved lighting, including the potential for architectural or curated lighting;
- the introduction of public art.

Property studies relevant to the highway

A significant amount of work has been done by the Culture Mile property team in determining the business case for the refurbishment of property space along Beech Street. Studies have looked at both the under-utilised space available on the north side in Exhibition Halls 1 and 2 and on the south side by relocating car parking spaces and utilising the refuse area.

It was found that the refurbishment of the Exhibition Halls is supported by the property business case and that their revenue potential would be maximised by (significantly) widening the footway on the northside and improving the public realm. On the south side, it was determined that only substandard units could be physically achieved, and these would not command sufficient levels of rent to justify the estimated cost. It has therefore been established that retail space on the south side would not be economically viable.

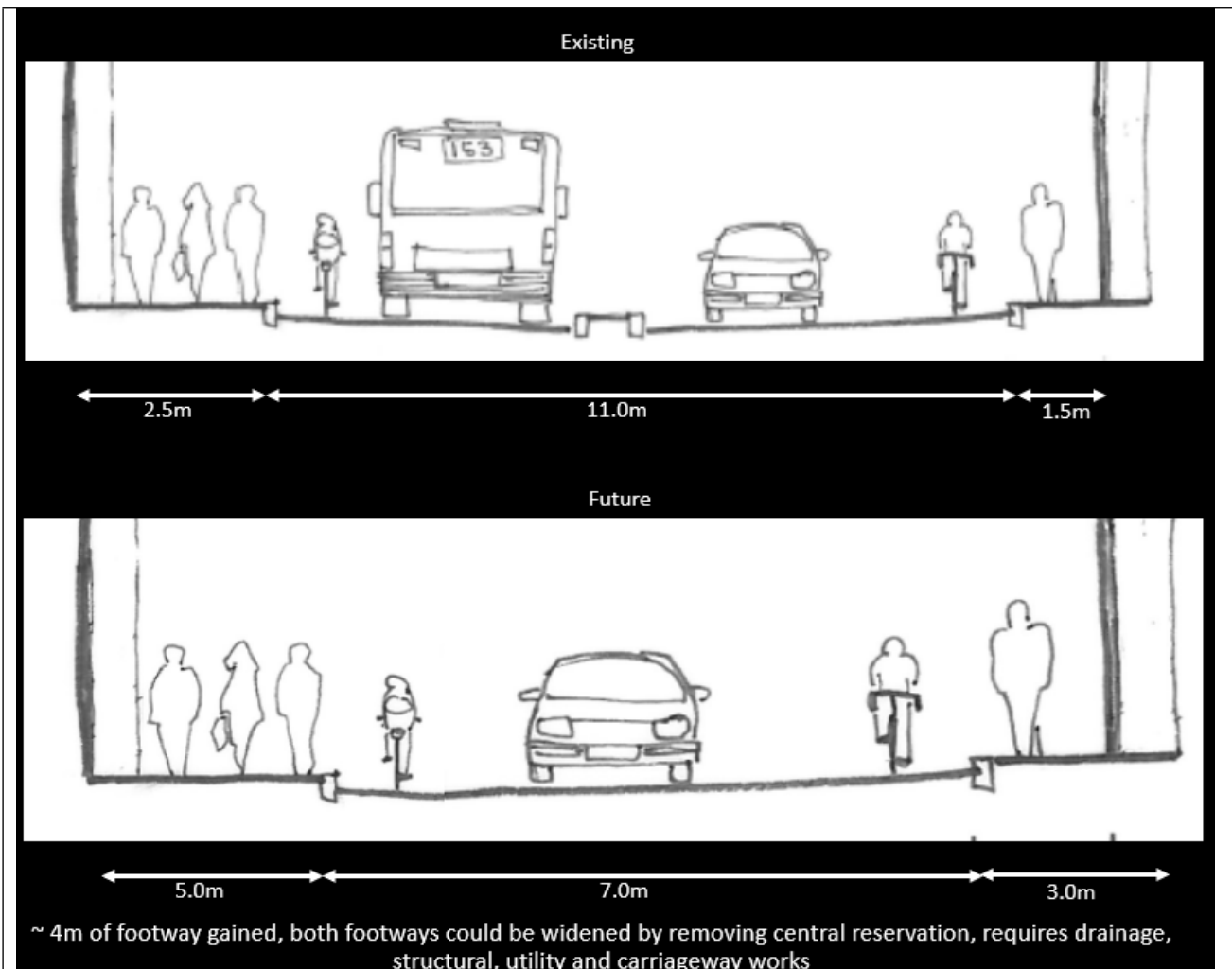
Appendix 3 illustrates how shallow public display cases displaying artefacts from core partners could still combine with new retail units in the vicinity of Lauderdale Tower to bring variety to the long south frontage.

Footways and pedestrian comfort levels

The footways in Beech Street are quite narrow, around 2.5m wide on the north side and 1.5m on the south. However, pedestrian flows in Beech Street are relatively moderate compared to some locations in the City, so that pedestrian comfort levels have been calculated as very good at B+ and A- respectively.

Nevertheless, widening of each footway will be reviewed during the design process, with the potential for reducing traffic to one direction allowing the opportunity to widen the northern footway to compliment the property development and / or widen the southern footway to improve pedestrian comfort.

Widening the footway on both sides would be more challenging because it would require the “running” traffic lane to move towards the middle of the street, the removal of the central reservation and changes to the road’s profile and drainage (see below).



Structural constraints

Since July's Streets and Walkways Committee, the project team have undertaken inspections and reviewed historic design and drainage drawings for Beech Street. Further ground radar surveys and trial holes are programmed for late August and September which will confirm whether the footway widening is achievable. Early indications are positive as it's been determined that except for a small area at the southern end of Golden Lane, the Ben Johnson House car park does not extend beneath the road.

Key Project Risks and Opportunities

The main project risks, challenges and opportunities are detailed below:

1. The condition and capacity of the various underground structures is now being assessed because if they cannot accommodate the additional loads on the surface, the footway widening would be restricted, which in turn would limit the potential for the public realm improvements and property redevelopment.
2. The complexity of traffic modelling will be greater than either the Aldgate and Bank on Safety projects, and potentially the largest traffic model ever built by the City.
3. TfL and LB Islington have aspirations to significantly change the Old Street roundabout by reducing traffic capacity to transform the junction. In addition, LB

Islington have aspirations to develop a new cycle route along Old Street / Clerkenwell Road. The partial closure of Beech Street would reassign traffic to these routes, so there is a risk that both TfL and LB Islington will object to changes at Beech Street, significantly delaying or halting the Beech Street project. However, we are now working with TfL and LB Islington to identify collaborative opportunities to realise both sets of aspirations, with Culture Mile also providing significant cross boundary benefit potential.

4. There is a risk that TfL, residents or businesses will object to changes to the Route 153 bus.
5. Experience from other recent schemes would suggest that the permanent closure of any major street in the City will create a high risk of vocal, influential and prolonged opposition from single issue transport groups.
6. Future projects, such as Centre for Music and Museum of London at West Smithfield, will add an extra layer of complexity to the planning, management and resilience of the street network in the next 10-15 years, with any changes to the London Wall roundabout a future consideration for Beech Street.
7. The City's emerging Transport Strategy will provide a framework for new initiatives to actively manage traffic volumes in the City. This will be important given that traffic reductions are likely to be needed to enable the delivery of various Culture Mile projects, as well as other initiatives across the City.
8. Changes at Beech Street will require Traffic Management Act consent from TfL who are currently undergoing a significant restructure. With new resource constraints and the loss of key staff, it remains to be seen how TfL will respond, but equally there are opportunities through the Mayor's Transport Strategy Healthy Streets initiative where the Beech Street project could receive a high degree of GLA support.

Procurement

Work to procure the services of a transport consultancy to undertake the traffic modelling (~£500K of services) will be undertaken with the assistance of the City Procurement team. It is considered that only 2-3 consultancies in London have the necessary experience and staff to undertake this complex work.

There are 3 options for the procurement of transportation and landscape design services:

Option A – Full OJEU tender

Time to tender ~ 6 months

Benefits – Full OJEU compliance

Disbenefits – Programme delay; cost of officer time in preparing, tendering and assessing bids; risk of challenge if the value of the tender changes as the project progresses.

Option B – Utilise another public sector framework (i.e. TfL)

Time to tender ~2-3 months

Benefits – Compliant and faster than Option 1

Disbenefit – The 2-3 consultancies we believe have the necessary skills are not on these frameworks as they tend to be smaller and more specialised SME's.

Option C – Utilise design services in the Riney Highway Term contract (preferred method)

Time to tender ~1-2 months

Benefits – Compliant and immediately available, sufficient time on the Riney term contract. Similar approach used in Westminster on their Highway Term contract

Disbenefits – Would be a large amount of fees to route through the Riney term contract.

Options A and C would be the routes most likely to result in procuring a consultant with the necessary skills and experience. Given the pace required to meet the opening of the redeveloped exhibition halls, DBE and City Procurement propose to use Option C.

(NB Structural services will be procured through the term contract for Structures and Bridges as usual.)

Proposed next steps

To deliver the vision for Beech Street, the following tasks will be undertaken:

1. Continue to establish the physical constraints of the site, particularly the structures, utilities and drainage below Beech Street.
2. Continued engagement with TfL and LB Islington at a strategic and operational level and seek Traffic Management Act approval for the scheme from TfL.
3. Develop a detailed project plan and advise Members on the likely high level political engagement required with neighbouring authorities and GLA/TfL.
4. Gather baseline information on air quality on Beech Street and the alternate streets to help assess the impact of any traffic changes.
5. Begin to build a VISSIM micro-simulation model over a wide part of the City and Islington to enable the impacts of the Beech Street proposals (Option's 1 and 2) to be fully quantified.
6. Develop the model with information from other authorities to capture their schemes which also affect traffic.
7. Produce computer generated images of what a transformed Beech Street could look like for use in stakeholder engagement and to help build momentum for the project.
8. Once there is confidence that traffic can be removed or reduced in Beech St, have a landscape architect produce a design for the street based on objectives established by a new working party.
9. Co-ordinate the physical highway and public realm construction works with the Exhibition Halls refurbishment as both programmes progress. This is dependent on

the progress of the transportation work to reduce traffic in Beech Street which will then define the feasibility and timing of a proposed ULEV restriction in Beech Street.

Forward Programme

Given the size and complexity of the project, an indicative programme is outlined below, but this is reliant on significant third-party agreements.

The key dates are as follows:

- **August 2018 – December 2018** Structural assessment and site surveys completed
- **October 2018** Scoping of modelling brief
- **November 2018** Procurement of transport and public realm services (*dependent on procurement option chosen)
- **December 2018 – June 2021** Traffic model completed and accepted by TfL and supported by LB Islington
- **November 2019 – April 2021** Public realm and highway outline design completed
- **July 2021** Gateway 4 Report
- **August 2021 – October 2022** Detailed design completed (structures and highways)
- **December 2022** Gateway 5 Report
- **January 2023 – January 2024** Highway construction
- **Q1 2024** Highway works complete

Funding

The current expenditure on the project is £70,858 from an approved budget of £218,927, leaving £148,069 to be utilised in developing the project to Gateway 4. However, a further £1,526,435 is thought to be required to reach Gateway 4 (see summary below and Appendix 4), and is proposed to be funded from DBE's Public Realm and Local Transport Improvement CIL allocation.

Description	Approved Budget (£)	Additional Funds Required (£)	Revised Budget to Gateway 4 (£)
Fees	112,636	680,000	792,636
Highways Staff Cost	5,000	64,280	69,280
P&T Staff Costs	82,889	782,155	865,044
DBE Structures Staff cost	18,402	0	18,402
TOTAL	218,927	1,526,435	1,745,362

The staff costs to reach Gateway 4 represent approximately 6% of the £15m scheme estimate. These have been benchmarked against other transportation and public realm schemes delivered by the City and have been found to be proportionate and appropriate for a project of this complexity.

A full time Project Manager with a designated technical and support team will be required to develop the project to deliver key tasks including procurement, traffic & pedestrian modelling, consents & approvals, air quality monitoring, transport surveys, traffic design, structural assessments, public realm lighting design, public & stakeholder engagement, communications and consultation.

Recommendations

It is recommended that **all Committees** note:

1. The vision for Beech Street as approved by the Policy and Resources Committee, which includes the reduction of traffic, improvements to the public realm, widening of footways and improvements in air quality;
2. The separation of the podium water-proofing, property redevelopment and transportation & public realm projects, to follow individual Gateway paths and reporting times;
3. The results of the traffic and public realm work done so far;
4. The key project risks, next steps & programme.

It is recommended that Members of the **Streets and Walkways** and **Project Sub Committees** approve:

5. Further development of the feasibility of Option 1 (Beech Street closed to eastbound traffic) and Option 2 (Beech Street closed to westbound traffic)
6. An increase in the scope of the project (requested by the Port Health & Environmental Services Committee) to investigate the feasibility of introducing Ultra-Low Emission Vehicle restrictions in Beech Street
7. The proposed procurement route for consultancy services utilising the City's Highways Term Contract;

It is recommended that Members of the **Resource Allocation Sub Committee** and **Streets and Walkways Sub Committee** approve:

8. An increase in the estimated project budget of £1,526,435, to £1,745,362 to fund the project to Gateway 4, subject to the procurement of the relevant consultancy appointments;
9. The allocation of Public Realm and Local Transport Improvement CIL funds to fund the development of the project to Gateway 4;
10. Delegate authority for any adjustments between elements of the budget to the Director of the Built Environment in conjunction with the Chamberlain's Head of Finance provided the total approved budget of £1,745,362 (subject to procurement) is not exceeded and the scope remains unchanged.

Appendices

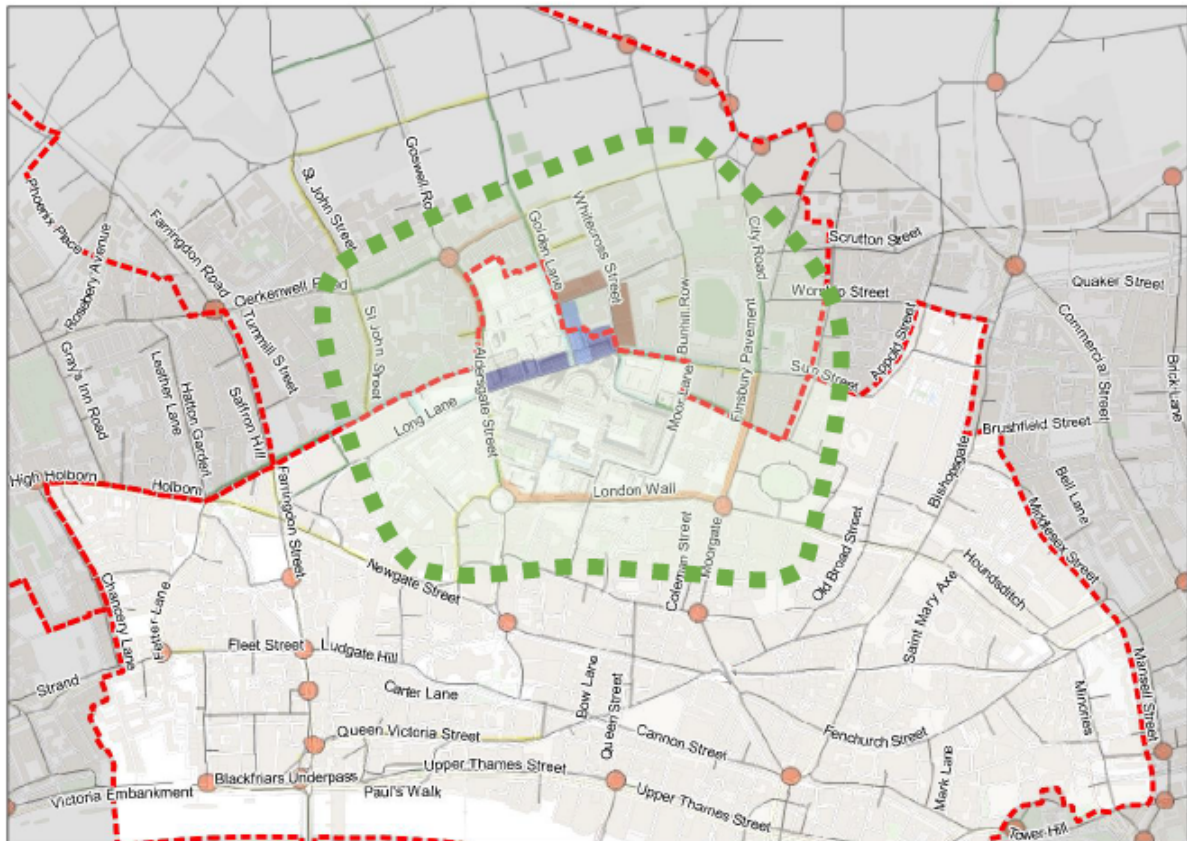
Appendix 1	Traffic Modelling – areas of impact
Appendix 2	Beech Street closure – traffic survey analysis
Appendix 3	Beech Street southside visualisations
Appendix 4	Expenditure to date
Appendix 5	Total Additional funds to reach Gateway 4

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Appendix 1 – Traffic Modelling Areas of Impact



Eastbound Closure



Westbound Closure



City Transportation Briefing note on traffic during Beech Street closure

Date: 31/05/18

Summary

In March 2018, Beech Street was closed for 5 days for the “Tunnel Visions Array” sound and light event. This was used as an opportunity to undertake traffic surveys on the key junctions on the alternative routes to the north and south of Beech Street. These surveys were then compared to a “normal” day when Beech Street was open as usual. In summary the key findings are that:

- the traffic signals in the area operate at full capacity in the AM peak;
- traffic diverts around Beech Street primarily via London Wall and Old Street;
- With adjoining junctions such as Moorgate / London Wall already operating at full capacity, the additional traffic causes traffic queues to increase;
- Overall, there is an average 23% increase in journey times on the routes to the south and north of Beech Street;
- On some arms of junctions, (such as Aldersgate Street northbound at Beech Street junction) journey times increase by over 100% (i.e. from 34 seconds to 73 seconds).

The above simply presents the analysed data of the traffic surveyed during a closure with no other traffic management interventions. Despite requests for information, we do not know if TfL altered traffic signal timings on the days of closure.

Methodology

1. Observations by Network Management team of a significantly busier network with Beech Street closed
2. Hourly snapshots of the network via the TomTom website between 9am and 6pm
3. 20-30 cameras installed at 7 sites (junctions) that were anticipated to experience additional traffic due to the Beech Street closure
4. Thursday 15th March main survey day, Thursday 22nd March the comparison (baseline) day
5. Data captured
 - journey times
 - traffic volumes
 - queue lengths

Observations

6. Visual observations that significantly more traffic on London Wall and Moorgate
7. Hour snaps of TomTom surveys, significantly elevated levels of congestion on London Wall, Moorgate, City Road, Goswell Road, Bunhill Row and Old Street, in the AM and midday period, less so after 2pm

Traffic analysis:

8. Traffic volumes summary

- Traffic flows are total flows across the AM peak only. As expected, there is little overall difference in traffic volumes however vehicles spent almost 23% more time queuing than in normal network operation in the AM Peak. This tells us that the surveyed junctions cannot operate at an increased capacity to accommodate the reassigned traffic, which generally manifests itself in additional traffic queues.
- The vast majority of traffic diverting around Beech Street use either Old Street or London Wall.
- This note analyses the impact of the closure at four levels: the City Level, the Junction Level, the Junction Arm Level and the Traffic Lane Level.

Table 1: change to vehicle volumes and average Queue time at the City level in the AM Peak

	Thursday 22nd (Baseline)	Thursday 15th (Closure)	% difference between closure and baseline
Number of vehicles	12,360	12,136	-2%
Total Queuing time (hours, minutes and seconds)	04:54:01	06:02:49	+23%

9. Traffic journey times summary

- Increased journey times have been measured to understand the level of congestion on the network.
- As can be seen in the table below, as anticipated there is a significant increase to the average journey time at key junctions on the alternative route.

Table 2: change to vehicle volumes and average Queue time at the junction level in the AM Peak

Junction	Total vehicles (Baseline)	Total vehicles (Closure)	% change to vehicle volumes	Average Queue JT (Baseline)	Average Queue JT (Closure)	% change to Queue JT
Beech Street / Aldersgate Street	2132	1757	-18%	00:30	00:34	+13%
London Wall / Wood Street	1369	1477	+8%	00:35	00:37	+7%
Moorgate / Ropemaker Street	1793	1866	+4%	00:44	00:58	+33%
Moorgate / London Wall	2134	2170	+2%	01:00	01:03	+6%
Old Street / Goswell Road	2700	2482	-8%	01:00	01:17	+29%
Rotunda	2040	2039	0%	No Survey	No Survey	No Survey

Whitecross Street / Fortune Street	192	345	+80%	No Survey	No Survey	No Survey
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- Looking at the average delays for the junction as a whole masks the effects on some arms where the experience for vehicles is much worse, for instance it is clear there has been a change to the average queue time at the Old Street / Goswell Road Junction.
- Table 3 below shows which arms are most affected by the closure.

Table 3: Change to average queue times by Junction Arm Level in the AM peak only

Junction Arm	Baseline	Closure	Difference	% difference
Old Street / Goswell Road WB	00:01:10	00:02:32	00:01:22	116%
Moorgate / South Place EB	00:02:11	00:03:22	00:01:11	54%
Old Street / Goswell Road EB	00:00:53	00:01:53	00:01:00	114%
London Wall / Moorgate SB	00:01:23	00:02:06	00:00:43	51%
Beech Street / Aldersgate NB	00:00:34	00:01:13	00:00:39	113%
Beech Street / Aldersgate SB	00:01:23	00:01:46	00:00:22	27%
London Wall / Wood Street WB	00:02:05	00:02:23	00:00:17	14%
London Wall / Wood Street EB	00:01:08	00:01:21	00:00:13	19%
Moorgate / South Place SB	00:00:53	00:01:05	00:00:12	22%
Moorgate / South Place NB	00:01:06	00:01:17	00:00:11	17%
London Wall / Wood Street NB	00:00:06	00:00:16	00:00:11	188%
Moorgate / South Place WB	00:00:59	00:01:06	00:00:07	12%
London Wall / Moorgate WB	00:02:38	00:02:41	00:00:03	2%
London Wall / Moorgate EB	00:02:38	00:02:41	00:00:03	2%
Beech Street / Aldersgate WB	00:00:50	00:00:47	-00:00:03	-6%
Beech Street / Aldersgate EB	00:01:37	00:01:29	-00:00:07	-8%
Old Street / Goswell Road SB	00:02:38	00:02:17	-00:00:20	-13%
London Wall / Wood Street SB	00:00:45	00:00:22	-00:00:24	-52%
London Wall / Moorgate NB	00:02:38	00:02:04	-00:00:34	-21%
Old Street / Goswell Road NB	00:04:05	00:03:16	-00:00:50	-20%

- Again as there are multiple movements on each junction arm (for example there two lanes at Old Street / Goswell Road WB), effects can be masked and as such it is necessary to observe the changes to queue times at the traffic lane level as shown in table 4 below.

Table 4: Change to average queue times and average queue length by traffic lane level in the AM peak only

	Change to average queue length	Average queue time (baseline)	Average queue time (closure)	Difference	% Difference



BRIEFING NOTE

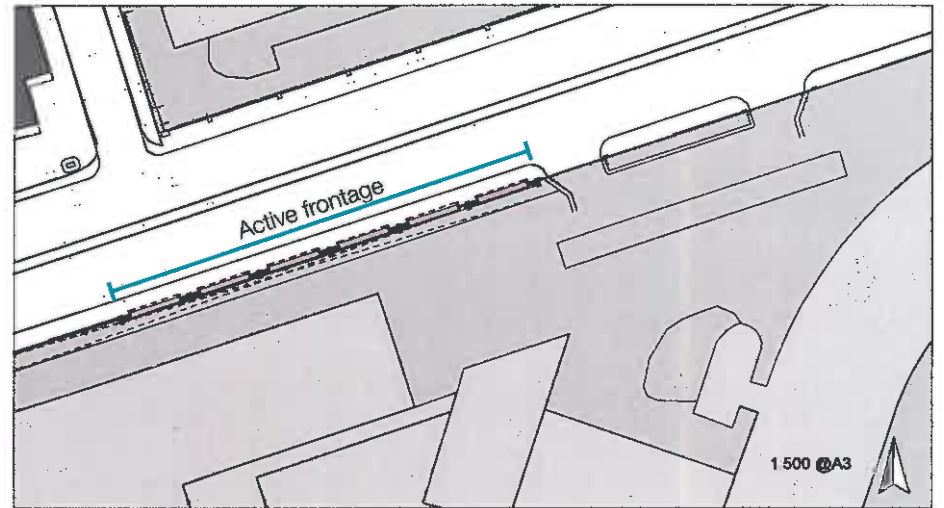
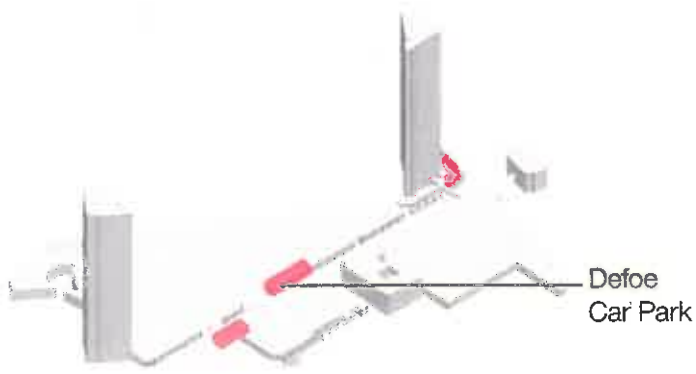
Ropemaker / Moorgate EB traffic lane	6.8	00:02:11	00:03:22	00:01:11	54%
Old Street / Goswell Road WB ahead and right	0.2	00:00:43	00:01:27	00:00:44	104%
Old Street / Goswell Road NB ahead and left	-0.8	00:00:28	00:01:12	00:00:44	157%
London Wall / Moorgate EB ahead lane	7.4	00:01:46	00:02:28	00:00:42	40%
Old Street / Goswell Road WB ahead and left	0.6	00:00:28	00:01:06	00:00:38	135%
Long Lane / Aldersgate EB traffic lane	-0.2	00:00:14	00:00:43	00:00:29	207%
Moorgate / London Wall SB Nearside	5.4	00:01:01	00:01:22	00:00:21	35%
Moorgate / London Wall SB Right Turn	3.3	00:00:22	00:00:44	00:00:21	94%
Moorgate / Finsbury Pavement NB ahead and right	2.8	00:00:28	00:00:46	00:00:18	65%
London Wall / Moorgate WB nearside ahead lane	1.0	00:00:28	00:00:46	00:00:18	65%
Old Street / Goswell Road NB cycle lane	-0.2	00:00:25	00:00:42	00:00:17	67%
Finsbury Pavement / Moorgate SB	1.7	00:00:26	00:00:40	00:00:14	54%
Aldersgate / Beech Street SB ahead and left	-1.2	00:00:33	00:00:46	00:00:14	42%
London Wall / Wood Street EB ahead and left	0.6	00:00:28	00:00:41	00:00:13	48%
London Wall / Wood Street WB Traffic Lane	0.5	00:00:50	00:01:03	00:00:12	25%
Wood Street / London Wall NB	0.4	00:00:06	00:00:16	00:00:11	188%
Long Lane / Aldersgate EB cycle feeder lane	0.0	00:00:20	00:00:30	00:00:10	48%
South Place / Moorgate cycle lane	-0.1	00:00:25	00:00:34	00:00:09	37%
Aldersgate Street / Beech Street SB cycle feeder lane	-0.9	00:00:21	00:00:29	00:00:07	35%
Beech Street / Aldersgate WB Cycle Feeder Lane	-1.6	00:00:15	00:00:21	00:00:06	37%
London Wall / Wood Street WB Ahead and Right	0.9	00:00:49	00:00:53	00:00:05	9%
Aldersgate / Beech Street SB ahead and right	0.0	00:00:29	00:00:31	00:00:01	4%
London Wall / Wood Street WB Cycle Lane	-0.1	00:00:26	00:00:26	00:00:00	1%
London Wall / Wood Street EB offside	-1.9	00:00:40	00:00:40	-00:00:00	-1%
South Place / Moorgate ahead and left	0.7	00:00:33	00:00:31	-00:00:02	-7%
Finsbury Pavement / South Place Right turn lane	0.8	00:00:27	00:00:25	-00:00:02	-8%
London Wall / Moorgate WB right turn lane	2.8	00:00:50	00:00:47	-00:00:02	-5%
Old Street / Goswell Road SB offside	0.3	00:00:44	00:00:38	-00:00:06	-13%
Aldersgate Street / Beech Street NB ahead and left	0.0	00:00:29	00:00:22	-00:00:07	-23%
Moorgate / Finsbury Pavement NB ahead and left	4.2	00:00:38	00:00:31	-00:00:07	-19%
Old Street / Goswell Road EB cycle lane	0.2	00:00:52	00:00:44	-00:00:08	-14%
Old Street / Goswell Road EB nearside	-0.5	00:00:55	00:00:46	-00:00:09	-16%
London Wall / Moorgate NB cycle lane	-4.0	00:00:34	00:00:25	-00:00:09	-27%
Aldersgate Street / Beech Street NB ahead and right	-0.3	00:00:30	00:00:17	-00:00:13	-42%
Beech Street / Aldersgate WB ahead and right	-11.7	00:01:22	00:01:08	-00:00:13	-16%
Old Street / Goswell Road SB nearside	-0.6	00:01:54	00:01:40	-00:00:15	-13%
Wood Street / London Wall SB	0.2	00:00:45	00:00:22	-00:00:24	-52%
London Wall / Moorgate NB traffic lane	8.6	00:02:04	00:01:39	-00:00:24	-20%
Old Street / Goswell Road EB offside	-0.1	00:01:16	00:00:50	-00:00:26	-35%
London Wall / Moorgate EB left turn lane	2.3	00:00:51	00:00:13	-00:00:39	-76%



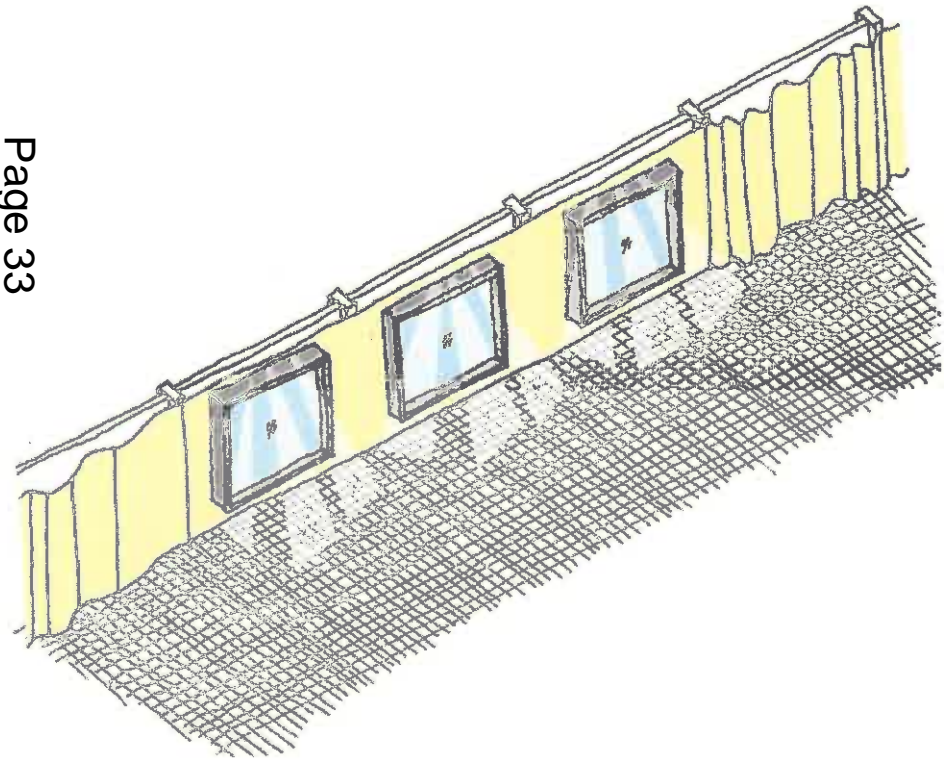
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Proposed Design
Defoe Car Park Retail



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Appendix 4

Expenditure to date			
Description	Approved Budget (£)	Expenditure (£)	Balance (£)
PreEv Fees	15,000	15,000	0
PreEv P&T Staff Cost	13,500	13,500	0
Env Servs Staff Cost	5,000	0	5,000
P&T Staff Costs	25,000	21,197	3,803
P&T Fees	62,025	21,161	40,864
TOTAL	120,525	70,858	49,667

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Appendix 5

Total additional funds to reach Gateway 4		
Item	Description	Estimated Cost (£) *
Staff Costs	City Transportation: Project Management of transportation, structures and highway design, Stakeholder Engagement & Communications	483,608
	City Public Realm: Project management of public realm and lighting design	342,936
	Highways: Design and technical support for highway and lighting	64,280
Total additional Staff Costs		890,824
Professional Fees	Traffic model consultant to advise brief and liaise with TfL	£10,000
	Structural assessments and possible strengthening design	80,000
	Utility C3 notices	20,000
	Traffic modelling	455,611
	Lighting strategy and concept design	20,000
	Public Realm concept design	50,000
Total Professional Fees		635,611
Total Estimated Cost To Gateway 4		1,526,435

*Excludes any underspend to-date

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Committee(s)	Dated:
Streets & Walkways Sub – For decision	04/09/2018
Planning & Transportation – For decision	11/09/2018
Resources Allocation Sub – For decision	04/10/2018
Court of Common Council – For decision	18/10/2018
Subject: Tudor Street/New Bridge Street – Update Report	Public (Appx 4 – Non-public)
Report of: Carolyn Dwyer, Director of the Built Environment	For Decision
Report author: Sam Lee	

Summary

In May 2018, the Streets & Walkways Sub-Committee considered a further report on a new layout for the Tudor St / New Bridge St junction. That report advised Members of the potential implications of two City-led developments, Fleet House and the New Combined Courts, and recommended that the scheme should be deferred for street work co-ordination purposes and to avoid abortive works and costs to the scheme.

However, Committee resolved that the scheme should be progressed as a matter of urgency, and asked officers to bring back a further report to set out more detailed information, together with a programme for delivery.

Following a detailed review, it remains the case that the design and delivery of the Tudor St / New Bridge St scheme is likely to be impacted by several planned activities in the vicinity. These include:

- gas diversion works by Cadent for Thames Tideway on Victoria Embankment;
- gas main replacement works by Cadent in Tudor St;
- the City’s Fleet House development in Bridewell Place;
- the City’s New Combined Court development off Fleet St;
- a review of access to the Embankment from either Temple Ave or Carmelite St by the Temples’ consultant.

Most of these activities are expected to take place over the next five years, but at this point in time, the timing and impact of each activity remains uncertain.

What is certain is that for the Tudor St / New Bridge St scheme to proceed, TfL require around nine months to undertake public consultation, detailed design, signoff, mobilisation and procurement. If started now, these aspects would likely coincide with Cadent’s planned gas works for Tideway in summer 2019 which would otherwise be a constraint on construction.

As a result, the earliest start date for construction would be the Autumn of 2019, but by that time the Fleet House development could also be underway. That likelihood is based on the current best estimate from the City Surveyor, but the degree of certainty on that programme, and the extent to which the scheme and the development could coexist, are both currently unknown.

Therefore, progressing the Tudor St / New Bridge St scheme now would involve a degree of risk in three specific aspects:

- once consultation and design are completed next year, conflicting on-street activities such as Fleet House could require the works to be deferred or an interim solution identified;
- changes to the highway as a consequence of nearby building development may require the design to be revised temporarily, making some aspects of the design work abortive and with the developer incurring additional cost;
- through the work of the Temples' consultant, more advantageous options to improve access to the area from the Embankment may be identified, making the Tudor St / New Bridge St scheme sub-optimal, making the design cost to that point abortive (should there be insufficient funding or priority to progress both).

If Members are minded to accept these risks for now, then public consultation and detailed design could commence later this year (assuming Members agree to allocate funding to allow TfL to proceed), with a recommendation that a final decision to begin construction be made next year when these risks and issues are better understood.

However, if these risks are thought unacceptable, the alternative would be to defer public consultation and detailed design until the likely completion of Fleet House towards the end of 2021. The key risk here is that if the development programme for Fleet House moves back, the scheme would be further delayed. In addition, other activities could also come to the fore that might also delay construction beyond 2021 or require the scheme to be amended again, although the latter is currently thought to be unlikely.

Therefore, on balance it is proposed to seek City funding for the scheme now, request TfL commence public consultation and detailed design, and report back in the first half of 2019 for Members to agree whether the scheme can progress to construction. At that point, there will be far more certainty on all the activities and implications outlined above, enabling Members to decide with certainty whether construction can continue, whether it must be deferred or whether an interim solution is necessary or achievable.

In the meantime, officers will also continue to discuss the safety performance of the current Tudor St / New Bridge St junction with TfL to see whether any interim changes are necessary and whether TfL funding might yet be made available.

In terms of funding, the maximum estimated cost to deliver the scheme is £3.03m. Given £514k has already been set aside to cover TfL's costs to date, a balance of

£2.52m is now required. This is proposed to be met from DBE's allocation of the Community Infrastructure Levy (CIL) and would require the re-profiling or deferral of other DBE projects deemed to be lower priority. Formal approval for the use of CIL in this way would first be required from the Resource Allocation Sub Committee.

Finally, to be clear, decisions of the Streets & Walkways Sub Committee and the Planning & Transportation Committee on whether or not to proceed on this matter are made in the City's capacity as traffic and highway authority, not in its capacity as owner of the prospective development sites. The relevant considerations for those Committees are therefore only those that relate to traffic and highway management.

Recommendation(s)

Streets & Walkways Sub-Committee and the Planning & Transportation Committee are recommended to:

- Instruct officers to continue to work with TfL to finalise the Tudor St / New Bridge St scheme layout as reported in May 2018.
- Recommend that Resource Allocation Sub Committee approve £2.52m to fund the scheme from DBE's allocation of the Community Infrastructure Levy.
- Receive a report to agree final commencement in due course.

Resource Allocation Sub Committee is recommended to:

- Agree to allocate £2.52m for the Tudor St / New Bridge St scheme from DBE's Community Infrastructure Levy allocation.

The Court of Common Council to recommended to:

- Endorse the recommendations of the Streets & Walkways Sub, the Planning & Transportation and the Resource Allocation Sub Committees.

Main Report

Background & Current Position

1. In May 2018, the Streets & Walkways Sub-committee considered a report on the scheme to amend the Tudor St / New Bridge St junction. The report informed Members of the technical assessments carried out by TfL, as well as the potential implications associated with two key developments in the area. It recommended that progress of the scheme should be deferred to avoid potentially abortive and unnecessary costs as well as for street work co-ordination purposes. The Committee however, requested that a further report setting out more information on the implications together with a programme for delivery be brought back as a matter of urgency.
2. TfL have already completed the technical assessment of the alternative layout for the Tudor St / New Bridge St junction, including traffic modelling and road safety audits. These were provided to Members in May 2018 and largely identified

neutral impacts, enabling TfL to accept the proposed layout. However, to proceed to the next stage, which is public consultation and detailed design, TfL require confirmation that City funding has been agreed.

3. This report therefore provides further information on the potential implications of other highway activities and developments in the area, the potential programmes for delivery and the recommended City funding mechanism for the scheme.

Highway Activities, Developments & Other Considerations

Utility works

4. As advised at the July 2018 Streets & Walkways Sub Committee, Cadent Gas for Thames Tideway Tunnel are undertaking trial holes on the Embankment to determine the scale of works necessary to divert two large gas mains in Spring / Summer 2019. Members are also aware that Cadent have suggested the works could require a full closure of the Embankment, which would likely place a moratorium on other major works across the City and much of Central London.
5. In this context, TfL would be highly unlikely to undertake major works on New Bridge St during this period, placing a firm constraint on any construction programme during this period. However, at the time of writing, it is not yet known whether Cadent will require such a closure, or for how long it might be.
6. Ward Members will also be aware that following several large gas leaks in the Tudor St area, Cadent Gas are also planning to replace the gas mains along Tudor St at some point in the next 2-3 years. If the Tideway-related works proceed as expected in 2019, it is unlikely these works will take place at the same time due to the combined impact on the gas network, making a window of summer 2020 currently more likely.
7. When this does take place, Tudor St could be affected for 3–4 months (based on examples of similar work elsewhere). At that time, if access to parts of the area become closed off, arrangements would have to be made to allow access from other routes and directions.

Development Activity

8. The two developments likely to affect or be affected by the Tudor St / New Bridge St junction scheme are Fleet House on the corner of Bridewell Place and New Bridge St, and the New Combined Courts and Police Headquarter (NCC) between Whitefriars St and Salisbury Court (see Appendix 1). Both are either solely or jointly led by the City Surveyor.
9. Taking each in turn, the implications of these developments on the Tudor St / New Bridge St scheme are as follows:
Fleet House (likely commencement in Autumn 2019 for 2 years).

- The Fleet House development will require HGV access to / from Bridewell Place for demolition and construction works. In particular, the construction phase is likely to require vehicles standing on-street in Bridewell Place, making construction of the scheme at the same time as the development particularly challenging.
- If instead the scheme was to be constructed before the development, the scheme may not be compatible with the site's construction logistics, making interim changes to the scheme necessary for the duration of the development works at the cost of the developer.
- If the scheme causes logistical issues for the site, this could significantly increase the programme for the development works, prolonging the disruption to the immediate area.
- However, without a Construction Logistics Plan in place at this point, the extent of this conflict, the need for an interim solution (as well as its cost) and the impact on the development's programme cannot yet be evaluated.
- Finally, the current scheme (as designed) also have an impact on the future servicing of the completed development. The closure of Bridewell Place by New Bridge St to vehicles will make servicing access to all premises in Bridewell Place potentially more difficult, and with the development intending to remove the current off-street loading bay, servicing will have to take place from the street.

New Combined Courts (NCC) and Police HQ (likely commencement: 2021)

- a. The NCC and Police Headquarters is still in its early stages of development and as such it has not been possible to confirm the transport and security requirements because they are still being explored by the NCC client and design team.
- b. Nevertheless, some very early conceptual transport and security proposals are illustrated in Appendix 2. They could include new streets within and around the development, making Whitefriars St a two-way street, and greater security aspirations in the vicinity, including the potential to create access onto the Embankment to aid the police's rapid response requirements.
- c. At present these appear unlikely to be affected by the implementation of the Tudor St / New Bridge St scheme, but with construction of the NCC not anticipated to begin until at least 2021, the construction logistics and public realm implications have yet to be fully explored.

Temple Area Traffic Review

10. As part of the Temple Area Traffic Review project, the viability of improving motor vehicle access and egress from the Embankment by amending the Temple Avenue or Carmelite St junctions is being investigated.
11. This review is being led by a consultant engaged by the Temples, with support provided by City and TfL officers. Our best estimate is that this work is around

nine months or more from completion due to TfL's resources and procedures as well as the level of complexity involved at these two junctions.

12. However, if opportunities are identified from this work, such proposals might provide more favourable access to the local area than the current Tudor St / New Bridge St proposal. At that point, a decision may be required as to whether both schemes are viable and / or affordable given it is highly unlikely TfL will allocate any funding for such changes. Equally the current Thames Tideway site requirements may preclude any changes to access and egress to / from the Embankment until the site completes in around 2021.

Programme

13. Appendix 3 provides a programme illustrating the various workstreams required for the Tudor St / New Bridge St scheme, as well as the other works and activities in the area. It should be noted that these timescales are current estimates and will be subject to change, especially where detailed planning has yet to start or where proposals are yet to emerge.
14. The work streams and timescales associated with the Tudor St / New Bridge St scheme have been provided by TfL, who (because of the priority of the project) have offered to accelerate their standard public consultation process, reducing the typical six-month period by half.
15. The timescales for Fleet House and the NCC have been provided by the City Surveyor, who has also reiterated that these dates are only indicative at this point.
16. Appendix 3 illustrates the three main windows to deliver the Tudor St / New Bridge St scheme.

Option 1. Works could commence immediately following the Thames Tideway Cadent Gas diversion works in Q3 of 2019/20, but the Fleet House development is likely to have started at that point, plus the Embankment optioneering will not have reached the detailed design stage (if such options have been identified). This option delivers the pace Members have requested, but involves risk around likely conflicts between works, implications on Fleet House and potentially a lost opportunity (due to the likelihood of insufficient funding or priority to deliver both schemes) to investigate access to / from the Embankment.

Option 2. Works could commence around Q3 2021/22 following the projected completion of the Fleet House development and at the completion of the detailed design for access/egress improvements to the Embankment. This could also coincide with the demolition works associated with the NCC. By this point, further information on the security and transport requirements associated with the NCC and police headquarter will be known. This provides more certainty of design, but not the pace Members have requested. Creating a linkage to the completion of Fleet House could also mean the scheme would move back if the development was delayed.

Option 3. Works could commence following the completion of the NCC and police headquarters around 2026/27. This would avoid all potential implications associated with the activities identified in this report but would result in a considerable delay in implementation.

Implications

Financial Implications

17. In July 2018, the Streets & Walkways Sub-Committee was advised that TfL's cost range to deliver the scheme was between £1.63m to £3.03m, with £2.33m being the likely final cost. This excluded hostile vehicle mitigation measures around the new bus stop on Blackfriars Bridge. A detailed breakdown of the cost is provided in Appendix 4 (NON-PUBLIC AGENDA).
18. Members may recall that a total of £575k (£400k from TfL and £175K from the City) had previously been set aside to deliver the original scheme. Of this, TfL has expended approximately £61k, leaving a balance of £514k.
19. If Members agree that the scheme should proceed, it is proposed that £2.52m (£3.03m - £514k) is set aside from DBE's Community infrastructure Levy (CIL) allocation. Given this is TfL's maximum estimated cost range, this should ensure that sufficient funding is in place, but if the eventual cost is below this level, the remaining funding will be returned to the CIL allocation. Officers expect that TfL payments will be made in stages via verified invoices for costs incurred.
20. Members will be aware that funding to deliver a range of Corporate, Member and Departmental priorities is under significant pressure. The allocation of £2.52m from DBE's CIL allocation towards this scheme is achievable, but only through the re-profiling or deferral of other lower priority projects. A report outlining DBE's project prioritisation in light of this and DBE's wider budgetary challenges will be submitted to Members in due course.

Legal Implications

21. To implement the various highway changes within the proposed scheme, TfL and the City would need to exercise their respective powers (for their respective highways) under s.6 of the Road Traffic Regulation Act 1984. As part of this, statutory public consultation would be required, and if there were objections, these would have to be appropriately considered before the scheme could proceed.
22. The City Corporation must have regard to its overall traffic management duties of securing the efficient use of the road network, expeditious, safe and convenient movement of traffic, and avoiding congestion and disruption. It must also have regard to its road network co-ordination responsibilities and its responsibility to protect the public right to use and enjoy the highway. Landowner considerations relating to City properties (including development costs) are not material considerations that the City should take into account when exercising its functions as traffic and highway authority.

Proposals

23. In conclusion, the option with the least risk of complication and potential for abortive cost and design change is Option 2 (commencement in 2021). However, this does not meet Members' expectations regarding the pace of delivery, which is more closely met through Option 1 (commencement in the Autumn 2019). However, this option contains significant uncertainties that cannot be closed out until the first half of 2019.
24. Therefore, on balance it is proposed to seek funding for the scheme now, request TfL to commence public consultation and detailed design, and report back in the first half of 2019 for Members to agree whether the scheme can progress to construction. At that point, there will be far more certainty on all the activities and implications outlined above, enabling Members to decide with certainty whether construction can continue, whether it must be deferred or whether an interim solution is necessary or achievable.

Conclusion

25. This paper has identified three potential delivery opportunities for the Tudor St / New Bridge St scheme:
- late 2019 after the Thames Tideway Cadent gas diversion works;
 - late 2021 following the completion of the Fleet House construction;
 - 2026 following the completion of the NCC.
26. The recommendation (to seek funding approval now and to commence public consultation and detailed design, subject to a final decision next year on whether to begin construction) provides an appropriate balance between Members' desire to progress the scheme and the associated risks that cannot be quantified until next year.

Appendices

- Appendix 1 – Location plan of developments
- Appendix 2 – Indicative transport and security proposals for the NCC
- Appendix 3 – Delivery programme
- Appendix 4 – Cost breakdown (NON-PUBLIC)

Background Papers:

- Report of the Director of the Built Environment on Tudor Street/New Bridge Street 21/05/2018 and associated minutes.

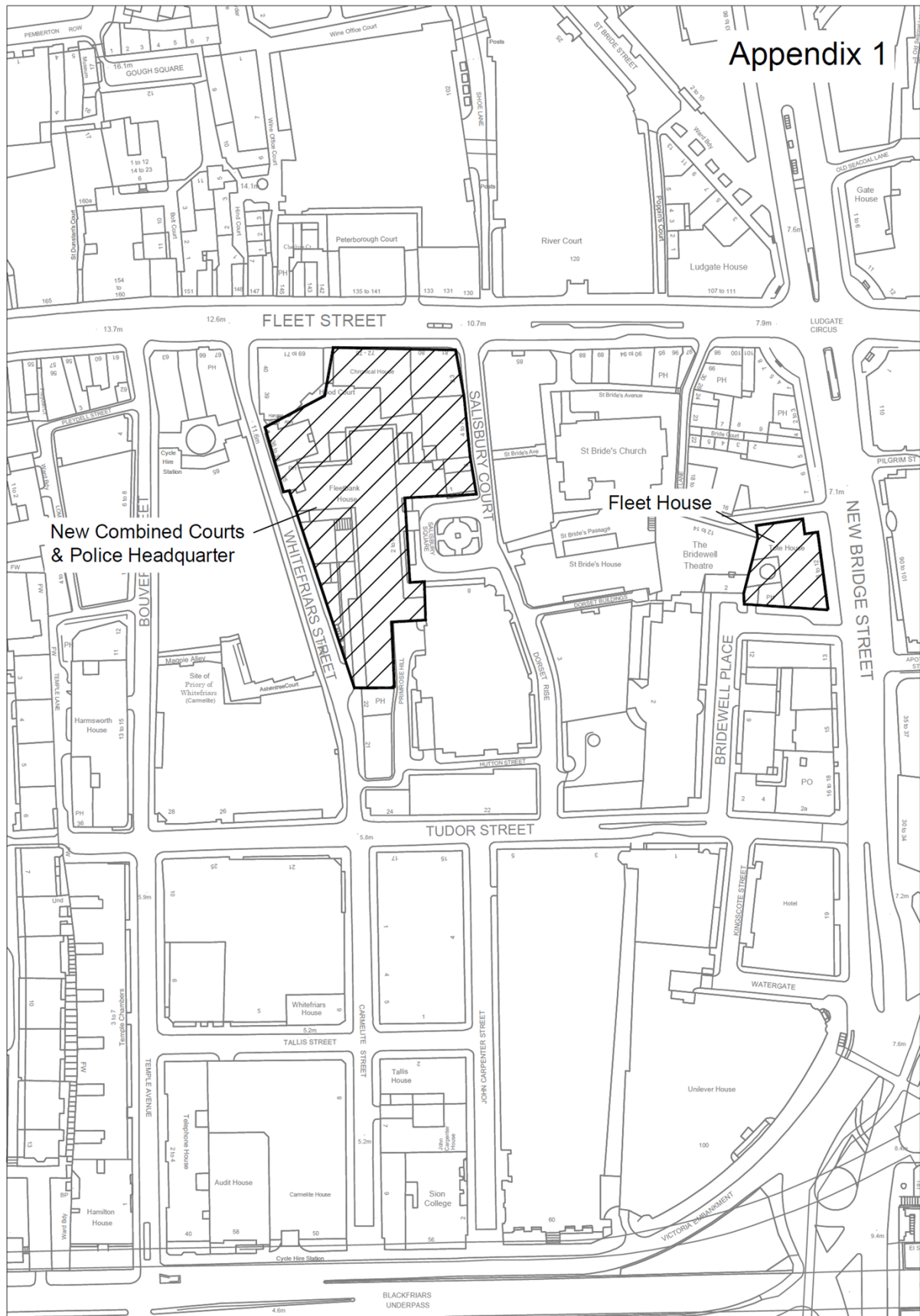
Sam Lee

Group Manager, Department of the Built Environment

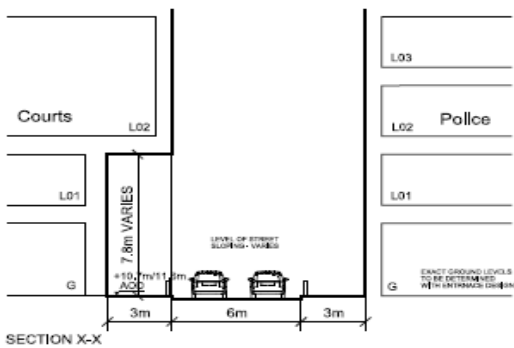
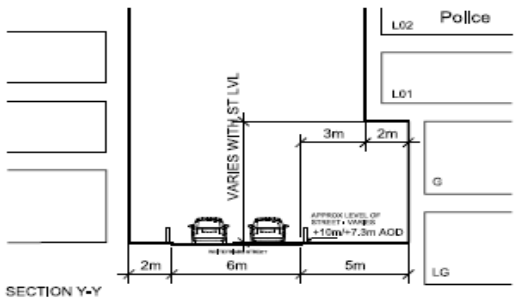
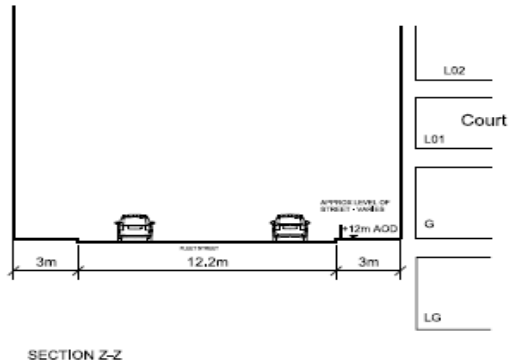
T: 020 7332 1921

E: citytransportation@cityoflondon.gov.uk

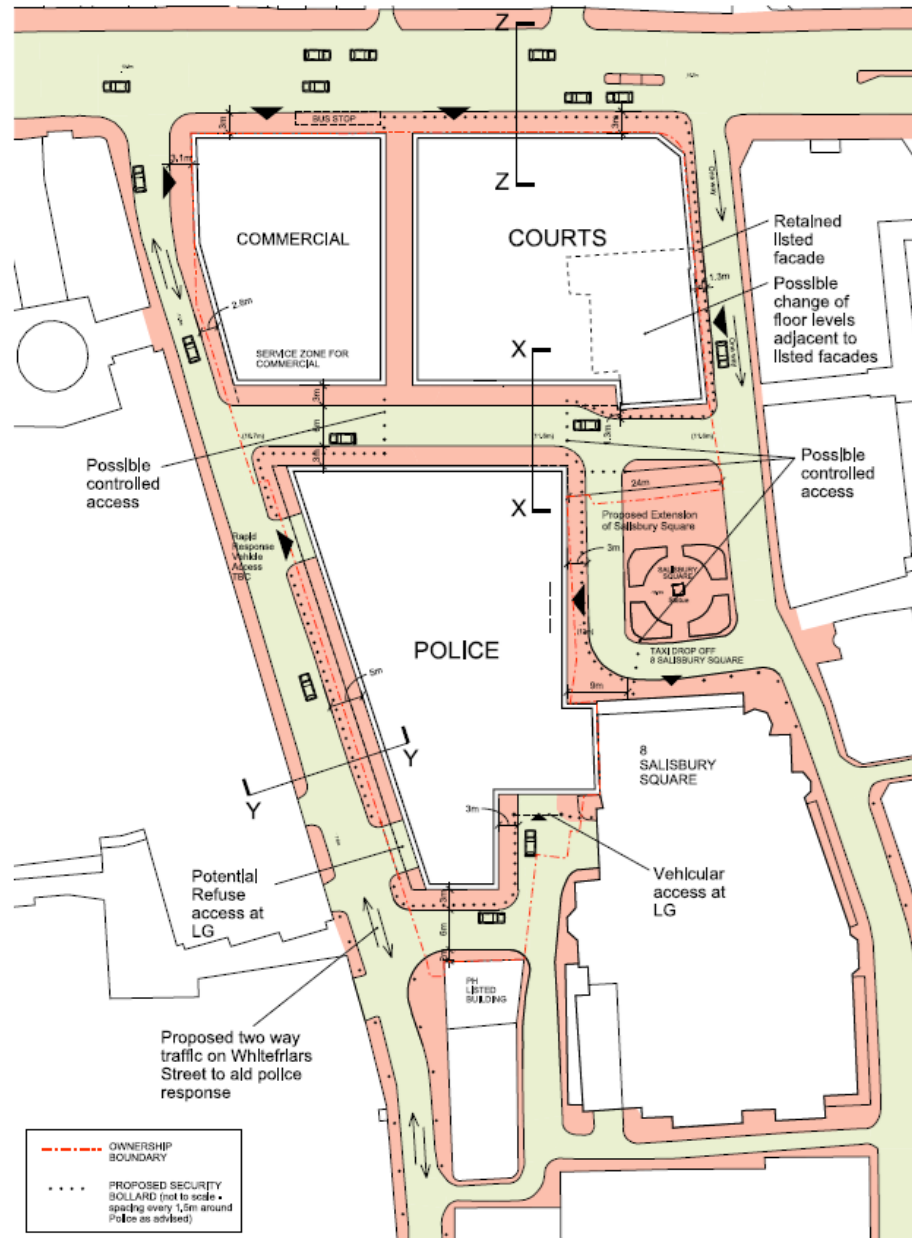
Appendix 1: Location plan of City developments



Appendix 2: Indicative transport and security proposals for the NCC & police headquarter



Option BA Street Sections Security and Traffic Analysis



- OWNERSHIP BOUNDARY
- PROPOSED SECURITY BOLLARD (not to scale - spacing every 1.5m around Police as advised)

Appendix 3 – Delivery programme

Activity/Task	Est duration (weeks)	2018		2019				2020				2021				2022			2026				
		Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q4	Q1	Q2	Q3	
Tudor St - CoL Member approval	6		■																				
Tudor St - Public Engagement	7		■																				
Tudor St - Finalise concept design	7			■																			
Tudor St - TfL Detailed design	27			■	■	■																	
Tudor St - Construction	30																						
TT - Cadent trial holes	6	■																					
Cadent - Tudor Street	12																						
Cadent - Cadent gas mains diversion	26				■	■	■																
Temple Area - City Streets Works	18	■			■	■	■																
Temple Area - TfL jns. Review existing & explore options*	40	■	■	■																			
Temple Area - TfL jn. Concept, impacts & CoL approvals*	78				■	■	■	■	■	■													
Temple Area - TfL jns. Consult & Detailed design*	52																						
Temple Area - TfL jns. Build*	30																						
Fleet House construction**	104																						
NCC & Police Headquarter construction***	186																						

* Subject to Vectos/TfL/CoL progression, funding and agreement

** Earliest likely start Sept 2019

*** Anticipated programme

3.5 year build

Project Coversheet

[1] Ownership

Unique Project Identifier: 11599 **Report Date:** 22/08/18
Core Project Name: Bank Junction Interim Safety Scheme (Bank on Safety)
Programme Affiliation: Bank Junction Improvements Project (All Change at Bank)
Project Manager: Gillian Howard
Next Gateway to be passed: Outcome report (G6)

[2] Project Brief

Project Mission statement: To improve safety and reduce casualties at Bank Junction ahead of the original longer-term project delivery (which was scheduled for completion by 2021).

Definition of need: Heightened Member and public concerns regarding how dangerous the junction was following a fatality in 2015. It was not acceptable to wait to deliver a safety improvement as part of the overall holistic project which was not planned to deliver change until 2021.

Key measures of success:

- 1) A significant safety improvement at Bank (minimum 25%)
- 2) Maintain access for deliveries
- 3) Improve Air Quality at Bank – and not make the wider monitoring area worse
- 4) Not unreasonably impact on traffic flow, whilst preferably improving bus journey times.

[3] Highlights

Finance:

Total anticipated cost to deliver [£]: 1,404,207
Contingency Approved (unadjusted) [£]:33,000
Total potential project liability (cost + contingency) [£]:1,437,207
Contingency used [£]:19,322
Total anticipated on-going commitment post-delivery [£]: Annual cost for enforcement cameras which will be met out of the On-Street Parking account (if scheme approved)
Programme Affiliation [£]: (up to) £19.5 million combined

[A] Budget Approved to Date*	[B] New Financial Requests	[C] New Budget Total (Post approval)
£1,401,207	£36,000 <i>(requested in previous report, not yet approved)</i>	1,437,207
[D] Previous Total Estimated Cost of Project	[E] New Total Estimated Cost of Project	[F] Variance in Total Estimated Cost of Project (since last report)
£1,437,207	£1,437,207	£0.00
[G] Spend to Date	[H] Anticipated future budget requests	
£1,323,320	Future budget requests will be made depending on the outcome of the feasibility work to improve the compliance	

	and behaviour of the junction. The value of which cannot be accurately estimated at this point in time.
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**Contingency when realised and used is expected to be included here*

Headline Financial changes:

Since 'Project Proposal' (G2) report:
 ◀▶ £120,000 was approved of an estimated £500,000 project in December 2015.
 Increased approved budget to £387,100 approved in Sept 16.

Since 'Options Appraisal and Design' (G3-4) report:
 ▲◀▶▼ No G3 report

Since 'Authority to start Work' (G5) report:
 ▲ a G4/5 approved December 2016 – Approved budget £1,179,100
*Further increase requested to £1,368,207 in September 2017 to cover additional staff costs
 An additional £33,000 was agreed from the Project Sub contingency in February 2018 to complete an additional piece of work. This giving a total current approved budget of 1,401,207*

Project Status:

Overall RAG rating: Green

Previous RAG rating: Green

[4] Member Decisions and Delegated Authority

Outstanding decision to be made at Court of Common Council on 13th September as to whether the Bank on Safety experimental scheme is to be made permanent

[5] Narrative and change

Date and type of last report:
 03 July 2018 Issues report (Streets and Walkways Sub Committee followed by Planning and Transportation and Projects Sub Committee. To be heard by Policy and Resources and Court of Common Council)

Key headline updates and change since last report.
 Last report still going through process so no changes to the last report.

Headline Scope/Design changes, reasons why, impact of change:

Since 'Project Proposal' (G2) report:
 n/a

Since 'Options Appraisal and Design' (G3-4 report):
 n/a

Since 'Authority to Start Work' (G5) report:
 No significant design change since G4/5 report in December 2016

Timetable and Milestones:

Expected timeframe for the project delivery: November 2018 (experiment ends)

Milestones:

- 1) Court of Common Council Decision September 2018
- 2) Outline improvements to the Bank on Safety scheme, if approved, to improve behaviour and compliance in January/February 2019

3) Implementation of the improvements approved in 2), summer – autumn 2019

Are we on track for this stage of the project against the plan/major milestones? Y

Are we on track for completing the project against the expected timeframe for project delivery? Y

Risks and Issues

Top 3 risks:

<i>Risk description</i>	<i>A small, but potentially influential, number of stakeholders want to re-look at including taxis into the mix of traffic through Bank. Risk that this will distract from progressing the long-term scheme and its focus on pedestrians who still have not got the space that they need in a growing City.</i>
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Top 3 issues realised

<i>Issue Description</i>	<i>Impact and action taken</i>	<i>Realised Cost</i>
Pick and drop off activity on Poultry and servicing is causing a potential safety issue. Vehicles are U-turning with poor visibility close to the traffic signals	Network performance team are reviewing Poultry outside the hotel and whether anything can be done to assist with the issue of pick up and drop off by changing the current layout at all, (outside of the project – as the project didn't change the ability to pick up and drop off in this location). U-Turn as the causation factor has not shown up in the provisional collision reports during restriction hours to date. Continuing to monitor.	
Need to reduce the number of PCN's issued, as despite high compliance the number of notices per day is still high.	business case for alternative signage is being undertaken for submission to DFT subject to the experimental scheme being made permanent. Focus is on the cues and clues work and making the gateway points more noticeable by physically building out the footways around them to narrow the traffic lanes (where possible). (subject of the attached report)	

Has this project generated public or media impact and response which the City of London has needed to manage or is managing?

The Bank on Safety scheme has generated a reasonable amount of media, both positive and negative, locally and nationally. The most popular piece focuses on the generation of Penalty Charge Notices at the Junction. This money is ring fenced for Transport Improvements under the terms of the On-Street Parking Reserve. Most media cover the PCN story with the reasons for the scheme; largely they are quite balanced pieces.

There has also been a lot of public interest which is largely positive and encourages the City to go further. Conversely there is some public response regarding the restrictions on taxis across the junction and that this should be relaxed. Its is likely that press activity will increase around the Court of Common decision.

Committees:	Dates:	
Streets and Walkways Sub-Committee Projects Sub-Committee	04 September 2018 12 September 2018	
Subject: Bank on Safety: Further detail on additional funds sought	Gateway 6 Progress Report Regular	Public
Report of: Director of the Built Environment Report Author: Gillian Howard	For Information	
<u>Summary</u>		
<ul style="list-style-type: none"> • Dashboard <ul style="list-style-type: none"> ○ Project Status: Green ○ Spend to date: £1,323,320 ○ Overall Project Risk: Green ○ Approved Budget: £1,401,207 • Last Gateway approved: Gateway 4/5 December 2016 • Progress to date including resources expended At the Streets and Walkways Committee in July, it was requested a further report outlining the work and timescale to complete the 'Suggested Improvements' works in the previous Bank on Safety Conclusion report, be submitted. This report more comprehensively provides a proposed timescale and explains what the requested £36k will be utilised for. <p>This work is subject to the outcome of the Court of Common Council's decision on 13 September 2018.</p> <p>Total Estimate Cost £1,437,207</p>		
<u>Recommendations</u>		
It is recommended that the report be received by Members for information.		

Main Report

1. Reporting period	Quarter 2 2018/19
2. Progress to date	In the Bank on Safety Conclusion report, previously received by this Committee in July, some additional measures to further enhance the operation of the scheme were mentioned with the aim to improve compliance and behaviour at the junction. Implementing any such further measures is subject to the Court

of Common Council’s approval of the experiment which will be recommended to the Court for approval in September 2018.

1. Members requested additional information on each of the measures, including timeframes and next steps.
2. A forward programme is presented below.

Timeframe	Programme Description
September/October 2018	Undertake scoping and assessment of footway build-out opportunities, line marking changes, changes to pedestrian crossing times, coloured surfaces treatments, signage opportunities for taxi ranks and to investigate any new disabled parking bays.
September – November 2018	Initial designs developed for the items listed above.
November/December 2018	Costing developed for the delivery of the design and implementation of the above, as well as preparing the Committee reports for the revised gateway 4/5.

3. The scoping phase will include review of existing scheme drawings and data sources to assist in determining the feasibility of any proposed improvement measures.
4. The design phase will identify engineering related challenges of enforcement gateway and pedestrian footway build-out/widening opportunities, due to the complexity of the Bank station structure. It will also identify any underground utility challenges and any conflict with vehicle turning movements which could be associated with the footway build-out/widening and lining changes.
5. The potential benefits will be assessed to determine whether the proposed changes are impactful and result in behavioural change including improved scheme compliance (e.g. through assessing potential pedestrian responses to coloured surfaces, monitoring of vehicle compliance across the junction etc.).
6. Following the assessment there will be a further Gateway 4/5 report in early 2019, for Members’ decision.

	<p>7. Approximately 190 hours of design engineering work and 170 hours of project manager time have provisionally been allocated to develop the proposed measures. This includes time for scoping, design engineering resource, and stakeholder engagement. The number of hours may change subject to the outcome of the scoping exercise.</p> <p>8. Much of this work is sequential, but where work streams can be progressed concurrently they will be so that assessed improvements can be presented to Members as quickly as possible.</p>
<p>3. Next steps</p>	<p>9. The following actions will be undertaken:</p> <ul style="list-style-type: none"> a. Officers will scope and design proposed improvement measures, as indicated above, and b. Report in Q1 (2019) on the measures that can be brought forward regarding design and proposed delivery and associated costs.

Contact

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Committee(s):	Date(s):
Streets & Walkways Sub Committee - For information	4 September 2018
Planning & Transportation Committee - For Decision	11 September 2018
Court of Common Council - For Decision	18 October 2018
Subject: Adoption of the City Lighting Strategy	Public
Report of: Director of the Built Environment	For Information
Summary	
<p>This report seeks approval for the adoption of the revised City Lighting Strategy and to inform Members of the results of public consultation and the subsequent revisions to the document. Reference copies of the final Strategy have been made available in the Member's Reading Room. This report also seeks authorisation from Members to begin the development of lighting planning guidance that will contribute to the achievement of the Strategy's vision.</p> <p>In September and October 2016, Members approved a Street Lighting LED upgrade, together with the installation of a new Control Management System (CMS) that allows the dynamic real time management of street lighting throughout the City of London. This project also provided the ideal opportunity to establish the very first City wide lighting strategy for the Square Mile.</p> <p>The City Lighting Strategy will seek to improve the quality, efficiency, sustainability and consistency of lighting for the whole City, providing a holistic approach to lighting and helping to ensure a safe, vibrant and pleasant night environment for businesses, residents and visitors.</p> <p>Lighting consultants were appointed in January 2017 and a draft City Lighting Strategy was then produced, following a series of workshops and night walks including a wide variety of internal officers and City of London Police.</p> <p>Once the draft was completed, Members agreed that a public consultation be organised to receive comments on the draft Strategy. The public consultation was held over a 6 week period. Stakeholder engagement continued after this period as well, using a variety of methods as set out in this report. A summary of the responses is included in the Consultation report (Appendix 1). Following the consultation exercise, the Strategy document was amended: changes are set out in full in the Amendments Table (Appendix 2).</p> <p>Part of the Strategy includes a section on planning and policies, which recommends the development of a planning guidance document, deemed necessary to guide and educate private stakeholders on the lighting principles agreed in the Strategy.</p>	

Recommendations

Members are asked to:

- Approve the proposed amendments to the City Lighting Strategy document set out in Appendix 2;
- Endorse the City Lighting Strategy for onward approval by the Court of Common Council;
- Approve the development of a Planning guidance document on lighting, as suggested in the Strategy's recommendations.

Main Report

Background

1. The majority of the City's street lighting equipment is in need of replacement and a project is currently underway to deliver a technical upgrade. This involves replacing the existing street lighting units with Light-Emitting Diode (LED) lighting as well as a new integrated Control Management System (CMS). In that context, the opportunity to establish a City Lighting Strategy will ensure that the new system delivers lighting which is efficient, sustainable, functional and that can enhance the City's unique night-time character.
2. A series of workshops to identify key lighting issues and objectives were organised by the City, and these identified the need for a lighting strategy to set out the City's approach in a holistic way. These workshops informed the production of a brief, and Speirs and Major, a lighting design consultant, was appointed in January 2017 to develop the Strategy.
3. Consultation has played a key role in the development of the Strategy, with a working party set up, and workshops, meetings and presentations organised to engage with a wide variety of stakeholders. This allowed the sharing of different expertise and a better understanding of the current lighting issues and opportunities. Such groups have included internal officers from planning, highways, public realm, transportation, access, environmental health and policy teams; Open Spaces department, Transport for London (TfL) and City of London Police.
4. Presentations about the draft City Lighting Strategy and night walks in the City lead by officers were also offered and attended by Members in November and December 2017, prior to the public consultation.

The Strategy's contents

5. The draft Strategy was completed in December 2017, and Members agreed that a public consultation on the draft version of the document should be undertaken. The draft Strategy provided a series of key recommendations that address three main areas:
 - a) **Functional:** these recommendations ensure the new lighting approach provides a safe, secure and accessible environment for all.

- b) **Environmental:** this set of guidelines provides a sustainable approach that balances the economic, environmental and social impact of lighting, and considers how lighting can play a key role in the cultural development of the City of London at night.
- c) **Technical:** these recommendations suggest how the above can be delivered, starting with fully embedding lighting within the planning system, setting out a clear structure to manage street lighting, including the formation of a Strategic Lighting Board, and encouraging the use of smarter technologies and innovations.
6. Lighting standards that meet the needs of the different types of road and spaces were also suggested as follows:
- a) **Lighting levels:** it is recommended to provide different lighting levels for the different types of road (main roads; side roads; footways and Riverside) with lighting levels varied dependent upon time of day (e.g. peak / off-peak / night time) and/or current need (e.g. crime or other incidents). It is proposed lighting levels will be, where necessary, determined on a street by street basis.
- b) **Colour temperature:** the hue of white light of the public lighting systems is recommended to be more consistent. It is suggested that the main street and amenity lighting systems range from warm white light (2700K) to cool white light (4000K) depending on the typology of the route or open space.
- c) **Lantern mounting height:** it is recommended that mounting height of lighting equipment should generally be sympathetic to the height and width of a street or open area, to ensure uniformity of lighting level throughout the City.
7. The Strategy also identifies a series of character areas within the City of London, each with its unique attributes. Distinctive recommendations are suggested for each area, which allows lighting to respect and enhance their characteristics.

The public consultation

8. The consultation on the draft Strategy took place over a period of 6 weeks, from 22nd January to 3rd March 2018. The consultation was carried out through a series of drop-in sessions open to public, user surveys and night walking tours, which engaged with local businesses, residents, workers and visitors. The City Lighting Strategy gained widespread attention through social media, receiving over 4,000 shares on LinkedIn; media outlets, with over 10 featured articles; and the public, with a total of 79 formal responses from residents, workers, professionals and visitors.
9. In addition, throughout the consultation period and later, officers followed up on requests made for further engagement, which provided additional understanding of stakeholder issues/concerns. This wider activity included:
- Meeting with City of London Police
 - Meeting with the City Property Association
 - Meeting with Lighting Professionals and Academics

10. An evening event was also organised following the consultation to present the draft strategy document to the public. The evening featured a presentation of the strategy followed by a night walk around the Square Mile, which included the demonstration of the lighting Control Management System (CMS) that allows street light levels to be dimmed or raised remotely. The event was very well attended and received positive comments from a varied audience.

11. Consultation responses

All feedback received was collected and documented, and the key points by questions have been summarised. The Consultation responses were positive about the City Lighting Strategy and a detailed consultation report is attached at Appendix 1.

The themes that emerged included:

a) Functional:

- Safety and Security – Respondents highlighted the importance of an appropriate use and design of light to deter crime and anti-social behaviours, as well as to improve the perception of safety;

b) Environmental:

- Inconsistency - There was a consensus that there is inconsistency and lack of uniformity across the City lighting, regarding light fittings as well as its quality;
- Character Areas - In general, there is strong support for improving and highlighting historical monuments, buildings and character areas throughout the City at night;
- Light Pollution – The effects of light pollution coming from commercial properties, tall office blocks and signages was a source of great concern for both residents and workers;
- Environment/Sustainability - Respondents are in support of a more sustainable approach to City lighting that reduces light pollution, minimises the urban heat island thermal footprint and diminishes sky glow;
- Culture - Overall, culture was highlighted multiple times, suggesting that a creative and innovative lighting approach should be considered when highlighting architectural features, soft landscaping and wayfinding;

c) Technical:

- Planning and policy - Respondents highlighted the need to better regulate and integrate planning into the new City lighting approach;
- Technology and Innovations - a great number of responses encouraged energy efficient technology and support the upgrade to LED lighting and the introduction of motion sensors;
- Communication and Stakeholder Engagement - There were several comments related to future communication and how the strategy should be taken forward in the future;

- Management - Questions were raised regarding the control and management of the new CMS and how this would be co-ordinated by the City of London;

Current Position

12. The City Lighting Strategy has been amended to take account of the public consultation comments, where appropriate. The draft document, incorporating the amendments is now presented for adoption. Reference copies of the final strategy have been made available in the Member's Reading Room.
13. The recommendations of the strategy are set to be implemented through a series of programme and projects, described in the Delivery recommendations, which include:
 - The development of a planning guidance on lighting, which this report seeks approval to initiate;
 - Continue the current LED upgrade and Control Management System installation following the implementation guidelines on lighting levels, colours and management;
 - Integration of lighting design in any new public realm project, following the priorities identified in the Character areas;
 - Update of lighting policies through the Local Plan review;
 - The addition of a lighting section in the existing City Public realm Technical Manual.

Proposals

14. Members are asked to approve the proposed changes set out in Appendix 2 and adopt the amended City Lighting Strategy (Background Paper).
15. Members are recommended to approve the development of a Planning guidance document on lighting, as suggested in the Strategy's recommendations.

Corporate & Strategic Implications

16. Comments following the consultation were reviewed to ensure the City Lighting Strategy strives to follow the vision of the City of London Corporate Plan to support a diverse and sustainable London within a globally-successful UK; and contributes towards the achievement of the three Corporate aims and their outcomes as follows:
 - Contribute to a flourishing society
 - **People are safe and feel safe** through the careful design of lighting the public realm
 - **People enjoy good health and wellbeing** as a result of limiting obtrusive light spill into windows, light pollution and using warm white light in residential areas
 - **People have equal opportunities to enrich their lives and reach their full potential** in the City's public spaces made accessible at night through appropriate lighting

- **Communities are cohesive and have the facilities they need** in the City's welcoming spaces where people can meet and socialise during the day as well as after dark
- Support a thriving economy
 - **Businesses are trusted and socially and environmentally responsible** by taking a more sustainable approach to lighting
 - **We are a global hub for innovation in finance and professional services, commerce, and culture:** our night time economy is supported by better lighting to encourage commercial activities in the public realm after dark
- Shape outstanding environments
 - **We are digitally and physically well connected and responsive** through an interactive and efficient CMS
 - **We inspire enterprise, excellence, creativity and collaboration** with stakeholders including engineers, designers, planners and developers among others
 - **We have clear air, land and water and a thriving sustainable natural environment** by reducing light pollution and energy consumption
 - **Our spaces are secure** through the recommended lighting design principles, **resilient and well maintained**, with a reduction of maintenance costs through the use of LED lighting

Conclusion

17. This report updates Members about the City Lighting Strategy. It outlines the process of drafting, consulting upon, reviewing the strategy and highlighted the key priorities for its implementation. Members are asked to approve the proposed amendments to the City Lighting Strategy, adopt the revised document and approve the development of a Planning guidance document.

Appendices

- Appendix 1 – City Lighting Strategy Consultation Report
- Appendix 2 – City Lighting Strategy Amendments Table

Background Papers:

Draft City Lighting Strategy 'Light + Darkness in the City, A Lighting Vision for the City of London'. This can be viewed in the Member's reading room, or an electronic copy can be sent directly to Members on request.

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City Lighting Strategy

Public Consultation Report
22 January – 3 March 2018

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- 6| Q.2: What changes would you like to see in the City of London lighting?
- 7| Q.3: What elements of lighting are important to you?
- 8| Q4: Please provide any other comments or suggestions you might
- 9| Emerged Themes
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Appendix| Consultation response overviews:

- Online User Survey
- Postcards
- Emails

Consultation material:

- Flyer
- Interactive board
- Roller banners
- Postcards

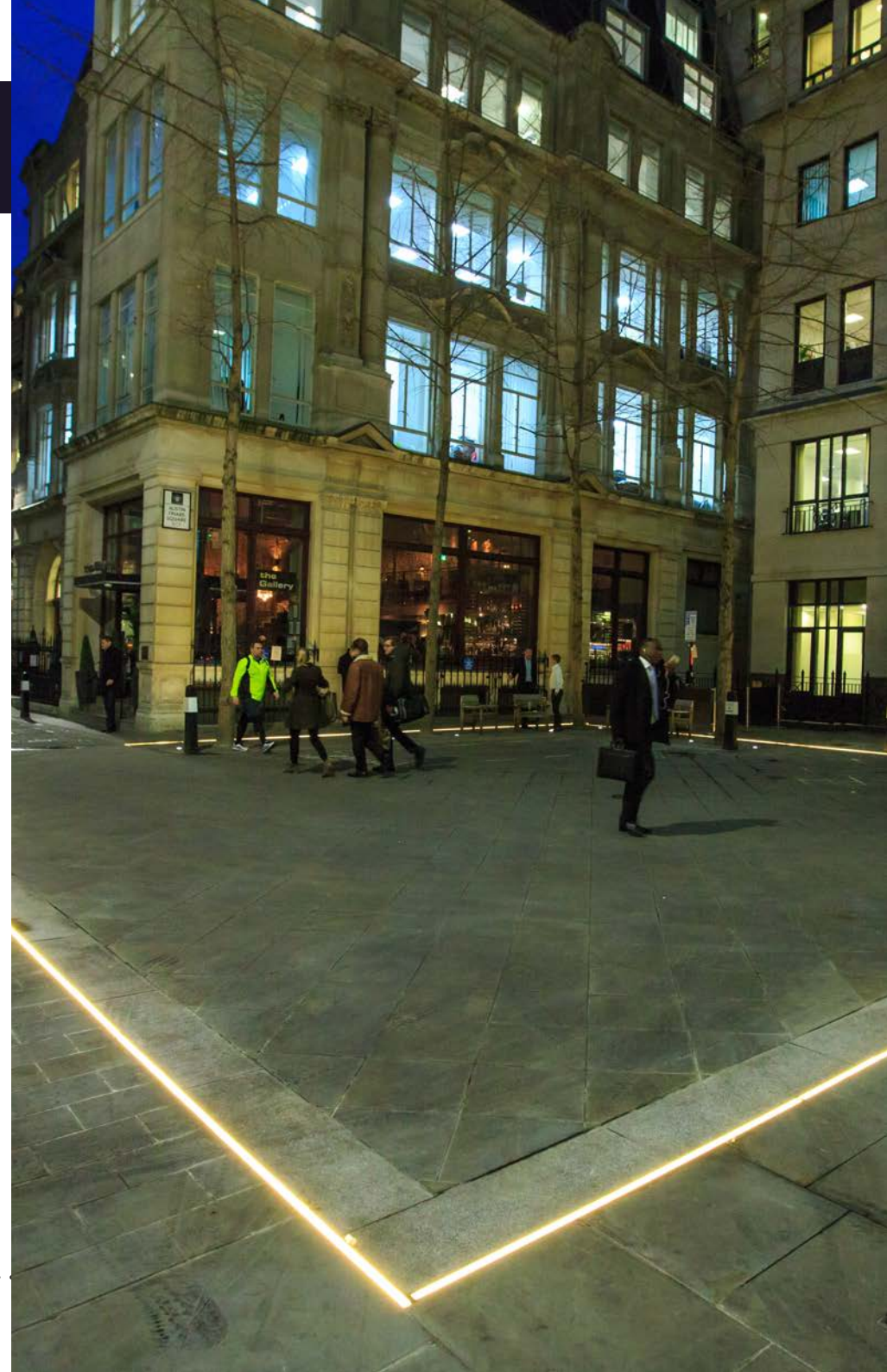


Introduction

This report documents and summarises the feedback received during the City Lighting Strategy public consultation, which took place between 22nd January and 3rd March 2018.

The Strategy document was published and available to download in the City of London website. The consultation was carried out through a series of drop-in sessions open to public, user surveys and night walking tours, engaging with local businesses, residents, workers and visitors. The City Lighting strategy has gained widespread attention through social media, receiving over 4,000 shares on LinkedIn; media outlets, with over 10 featured articles; and the public, with a total of 79 formal responses from residents, workers, professionals and visitors. An evening event was also organised following the consultation to present the draft strategy document to the public. The evening featured a presentation from City of London officers and Lighting designer Mark Major. This was followed by a night walk around the Square Mile, which included the demonstration of the lighting Control Management System that allows street lights to be dimmed remotely. The event was very well attended and received positive comments from a varied audience.

The following pages provide an overview of the City Lighting strategy and the methods used in the public consultation. The report outlines the feedback received throughout the consultation summarised by questions and subsequently by key themes. This report will help to inform the next stages of the strategy, prioritising key themes and progressing work streams within the City Lighting Strategy.

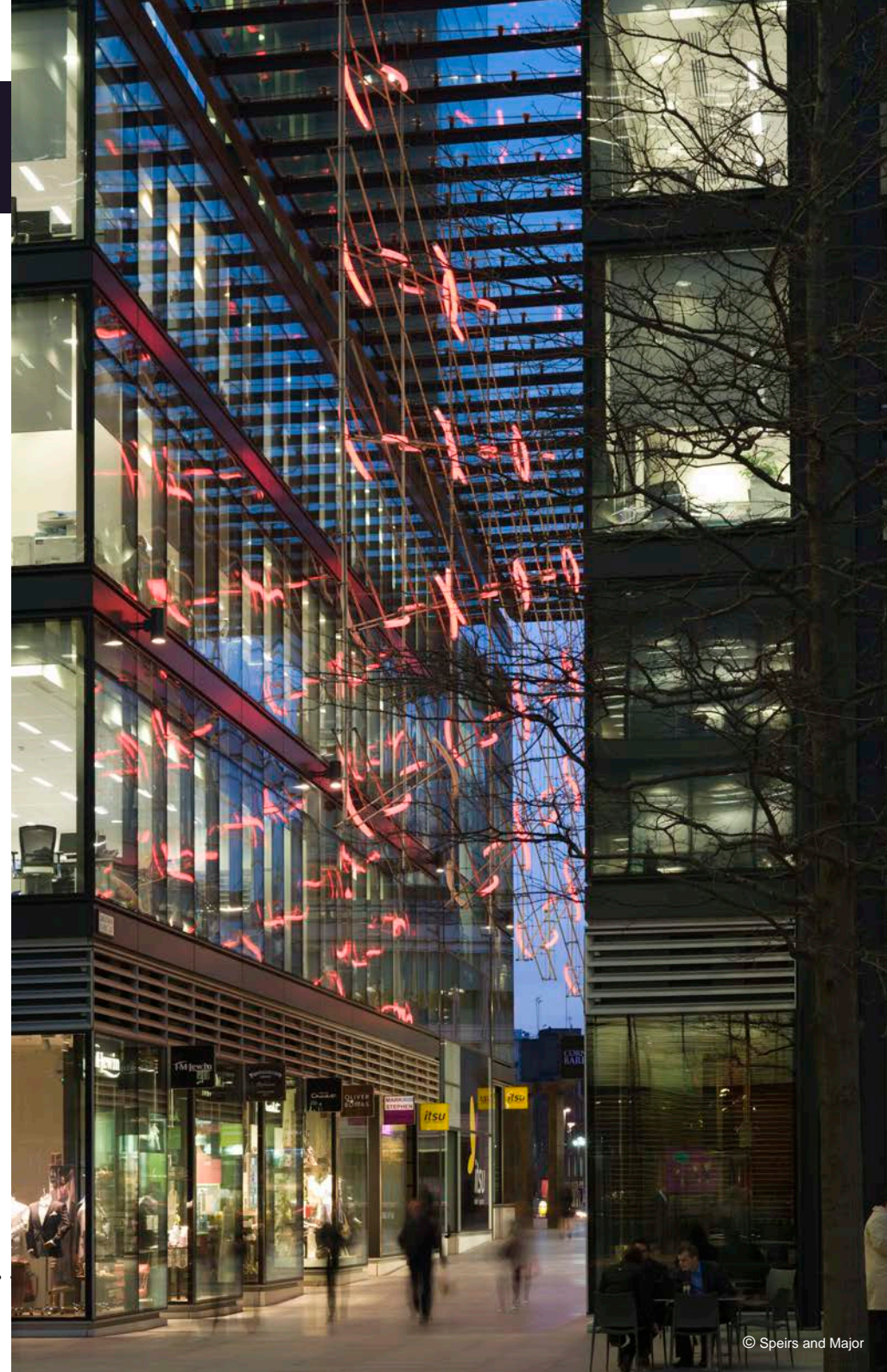


City Lighting Strategy Overview

The City Lighting Strategy aims to deliver a holistic, creative and smart approach that balances light and darkness to better define urban spaces in the Square Mile after dark.

The strategy seeks to complement the work that is already underway to upgrade the City's street lighting to high quality, energy-saving and cost-efficient LED with effective light controls. It is setting clear guidelines for a consistent lighting approach to strengthen and enhance the character and feel of the City's public realm and enrich the experience of people at night. The strategy's objective is to provide the City with the lighting it needs in terms of functionality and aesthetic, and improve the quality of life for its residents, workers and visitors, by avoiding unnecessary pollution, over-lighting, excessive glare and inconsistencies in lighting design.

The City Lighting Strategy will support a once in a generation opportunity for the City of London to deliver a cohesive and smarter lighting approach, which considers the diversity of the City's residents, workers and visitors. It contributes to highlight the City's uniqueness, not only as the Financial and Business centre, but also as a historic and cultural destination.



Methodology

The Strategy document was published and available to download in the City of London website prior to the start of the consultation.

The public consultation was conducted through various methods, which include: drop-in sessions, night walks, online surveys, leafleting, postcards, emails and a City Centre talk aimed at professionals.

All surveys and postcards consistently posed the following 4 questions:

1. What do you think of the City of London lighting?

2. What changes would you like to see in the City of London lighting? If possible, can you please provide location examples?

3. What elements of lighting are important to you? (e.g. safety, security, accessibility, culture, sustainability, planning, technology, etc.)

4. Please provide any other comments or suggestions you might have below

All feedback received was collected and documented, and the key points by questions have been summarised. All feedback was also then analysed by themes to gather specific understanding of the issues, concerns and questions that the public had.

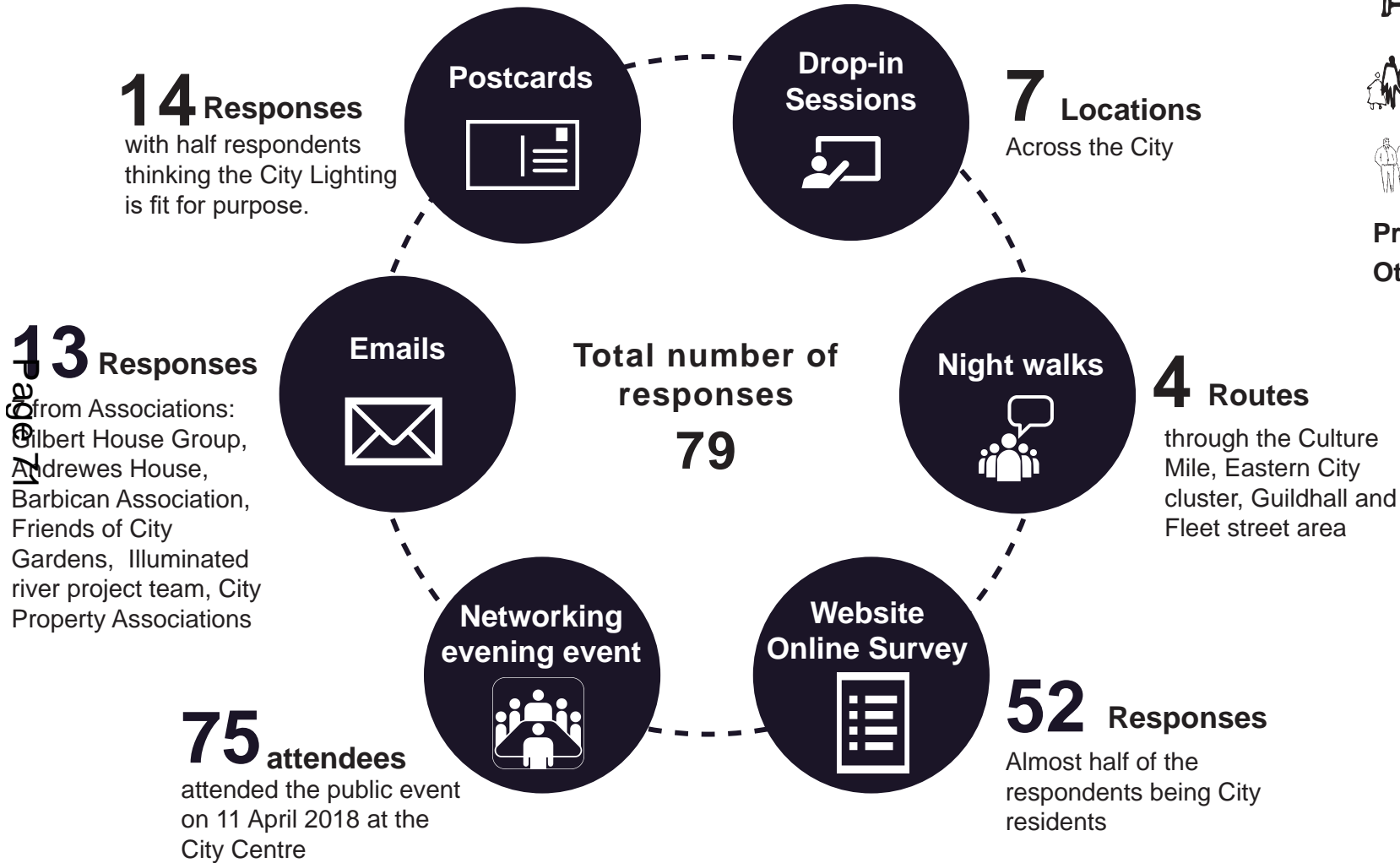
Drop-in locations



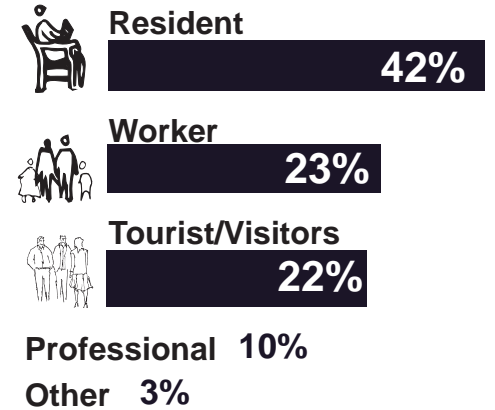
1. Museum of London
2. St Giles Cripplegate
3. Leadenhall Market
4. One New Change
5. One Creechurch Place
6. Golden Lane Estate
7. St Andrew Holborn



Feedback Overview



Respondents*



*Respondents who chose to disclose whether they were a worker, visitor or resident

Outreach

- Articles
- Presentations
- Newsletters
- Social Media

Drop-in sessions

A series of public drop-in sessions were held in seven locations across the City. The purpose of the sessions was to gather feedback on the draft Strategy, and to understand the issues and aspirations for the City Lighting. All sessions displayed two roller banners, an interactive board and cards for the public to input their ideas, postcards and displayed pictures of the current City Lighting. All material provided during the sessions can be viewed in Appendix 5.

The sessions were strategically placed across the City aimed at workers, visitors and residents throughout lunchtime and night-time sessions. Lunchtime sessions were held at Museum of London, Leadenhall Market and One New Change. They took place from 12.00 to 14.00.

Night-time sessions took place at One Creechurch place, St Andrew's Holborn and Golden Lane Estate aimed at residents, workers and visitors in the area. These sessions took place from 17.00 to 20.00 and included a night-time walk in the surrounding area lead by City of London officers, when requested by members of the public. This walk aimed to identify current issues and opportunities of the City of London lighting.



St Andrew Holborn, 20 Feb 2018



St Giles Cripplegate Church, 30 Jan 2018



One Creechurch Place, 25 Jan 2018



One New Change, 12 Feb 2018



Museum of London, 23 Jan 2018, Interactive board activity

Press coverage and outreach

The City Lighting Strategy was able to gain international attention through social media outreach and press coverage. Press coverage included articles from Forbes, BusinessGreen, LUX, LondonlovesBusiness, Smart Buildings magazine, Edie, Euractive LEDs magazine.

The Strategy was also circulated and advertised through various City of London networks where the strategy received feedback from professionals across the world.

“ A remarkable piece of work, I am totally convinced that good design ethos is the absolute key to delivering LED in a more holistic fashion fit for application. You have given the industry an excellent model to consider here moving forward. ”

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Comment received by Lighting designer during public consultation



Smart city lighting strategy launched for the Square Mile

Forbes / Tech / #ChangeTheWorld



City of London switches on energy efficient lighting strategy

LONDON *loves* BUSINESS

Smart City lighting strategy launched for the Square Mile



City of London energy-efficient lighting plans to save £500,000 a year



City of London unveils smart lighting strategy

London, England

In January 2017, the City of London recently announced it will launch a smart city lighting strategy through the City of London Corporation. This strategy also covers remotely operated lighting that will complement the look of historic buildings, improve energy usage and help tackle light pollution in the "Square Mile."

City Centre Event

An evening event presenting the draft Lighting Strategy document was organised by the City of London in April 2018. The event was open to the public and aimed to complement the public consultation by gathering additional opinions and suggestions on the current City of London lighting and the proposed strategy.

The event was held at the City Centre in the Guildhall and it included a presentation from City of London officers and lighting designer Mark Major from Speirs and Major. The presentation aimed to give an overview on the lighting upgrade currently being developed in the City, and the aspirations of the City following the adoption of the City Lighting Strategy. The event was subsequently followed by a night walk (as shown in the map) led by City's officers, which aimed to identify current issues and opportunities of the City of London lighting.

The event was very well attended by a variety of audience (members of public, lighting professionals, architects and planning consultants, professionals in guided tours, etc.). Attendees were very interested in the Control Management System (CMS) and its future possibilities, especially in reducing the levels of lighting in the streets. This was clearly expressed when a simulation on how light levels can be remotely controlled was demonstrated at Moorgate.

Many attendees also expressed interest in how the Strategy will be implemented and would welcome additional guidelines to light building facades as well as early engagement during planning application process. This is in line with the current draft Strategy document that recommends a Planning Guidance Note on this subject.



Night Walk Map



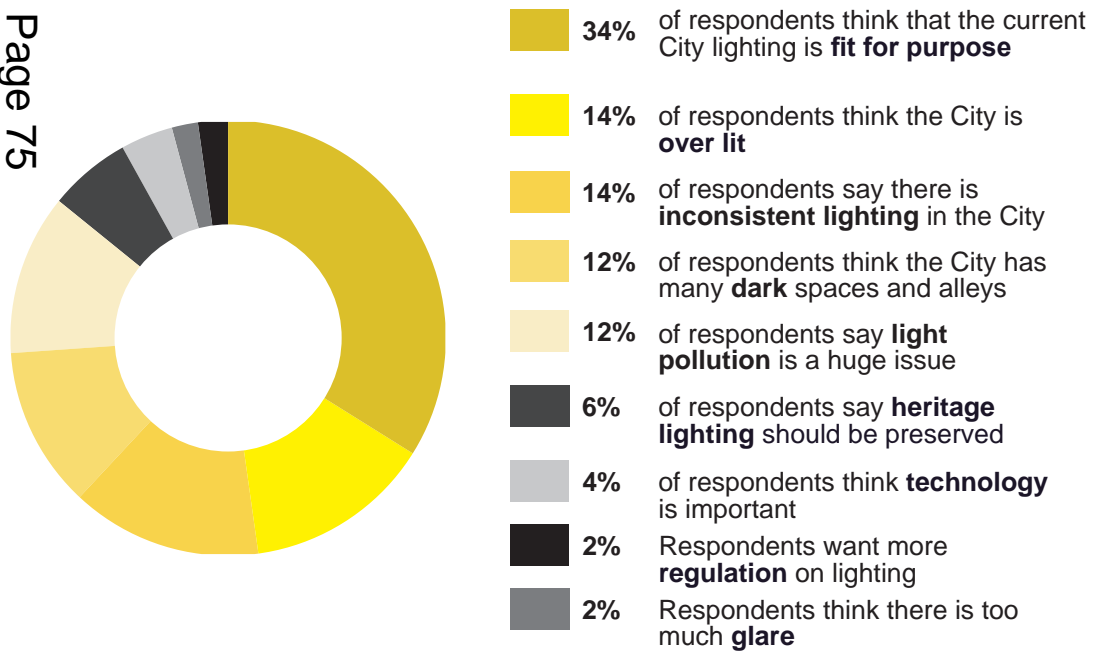
Night walking tour, 11 April 2018

Q1: What do you think of the City of London lighting?

This question focused on the current state of City lighting, intended to highlight the current issues and challenges it faces. Overall, 36% of respondents stated that the current City lighting is generally fit for purpose. The other comments provided insight into the current issues stemming from either the lack of light or excess of light within the City.

Answers to the survey highlight the importance of creating a cohesive and systematic approach that address the unbalance between light and darkness, over-lighting, too bright levels of lighting, glare and inconsistency of light throughout the streets and buildings of the City.

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“ Needs to be reflective of a multi-functional, 24-hour urban destination ”

Q2: What changes would you like to see in the City of London lighting? If possible, can you please provide location examples?

This question looked at elements of the City lighting that could be changed for the better. This question intended to help inform priorities and key issues to take forward and to identify key areas of improvement across the City lighting.

An enhanced character of the City at night was identified as the most important element that the City Lighting Strategy should consider. This was outlined in the feedback by comments on specific identified areas and places (see map on the following page). The specific places were mentioned for various reasons related to their character: it was asked to preserve historical features including gas lighting and original light fittings; install more welcoming light including low level lighting and mood lighting; and to enhance the overall architectural elements of the spaces at night. Overall the following themes were raised in the answers:

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30%

of respondents want more **enhanced character** at night with better lighting, this includes:

- Appropriate lighting of historic buildings including conserving gas lighting and heritage lanterns
- Reduce lighting levels and warmer colours in areas of historic interest
- Better lighting design on monuments and churches



22%

of respondents want **technology** that:

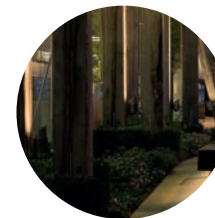
- Is movement-responsive and allow for lighting reduction when nobody is present
- Can help avoid blue-white light or high lighting levels



16%

of respondents want **planning and regulation** on:

- Curfews of lights in residential and suburban areas
- Commercial and office blocks to regulate their lights at night



11%

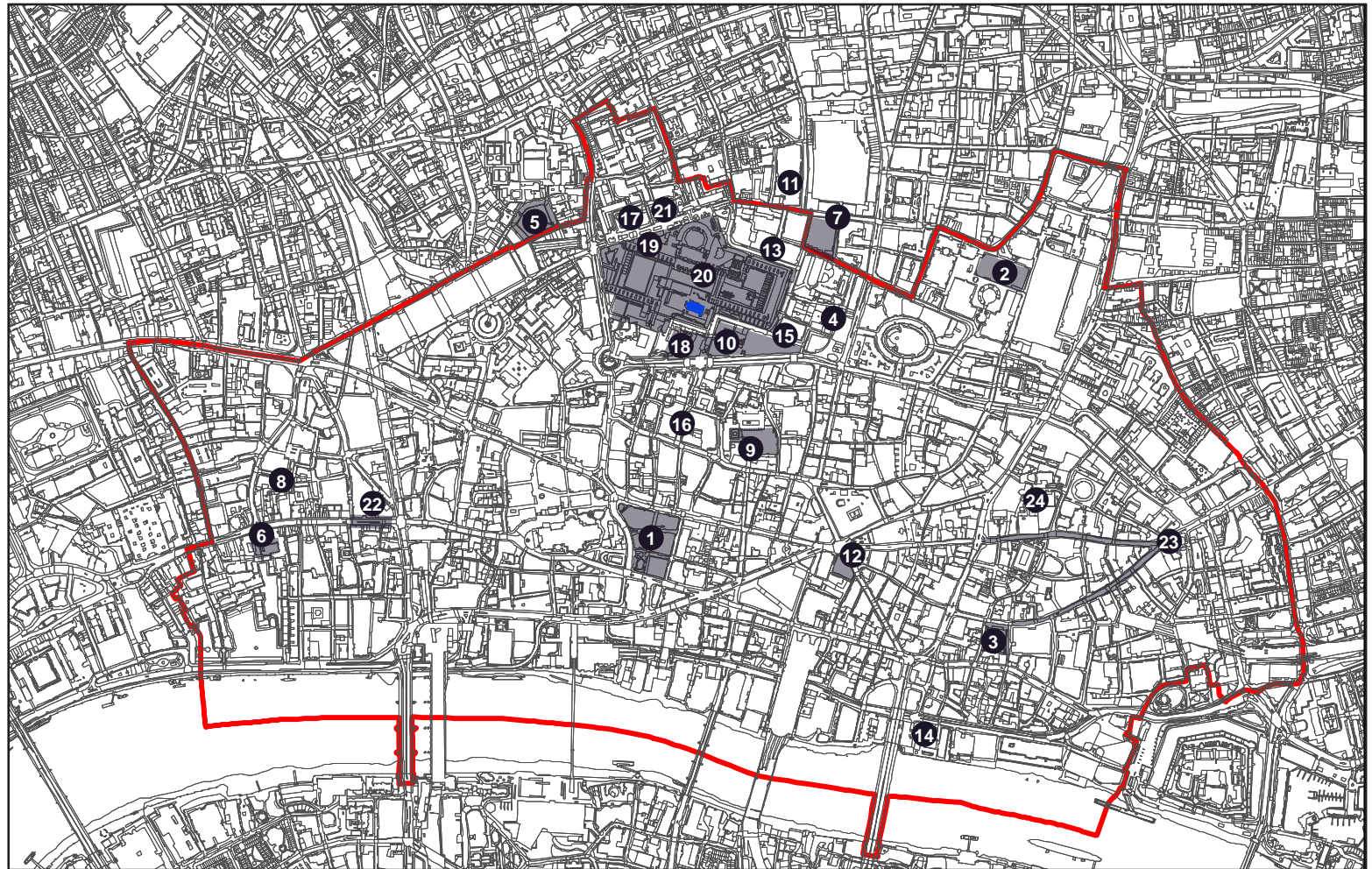
of respondents want to see less **light pollution** and **protection for wildlife** at night

Areas in need of improvement

- 1 New Change
- 2 Broadgate
- 3 20 Fenchurch
- 4 21 Moorfields
- 5 Charterhouse square
- 6 City Inns around Temple
- 7 City Point
- 8 Gough Square
- 9 Guildhall yard
- 10 London Wall place
- 11 Milton Street
- 12 Moor lane
- 13 Silk street
- 14 Tower Hotel
- 15 Wood Street
- 16 Fore Street
- 17 Beech Street gardens

Recommendations:

- 18 125 London Wall
- 19 Barbican estate high walks
- 20 Barbican Estate
- 21 Beech Street
- 22 End of Fleet Street nearest to St Paul's Cathedral
- 23 Fenchurch and Leadenhall Street
- 24 Leadenhall Market
- 25 Temple Inn
- 26 Mansion House
- 27 Narrow alleys around Cornhill
- 28 St Giles' Cripplegate church
- 29 St Paul's Cathedral
- 30 Riverside



Places that were mentioned in the feedback as areas in need of improvement included the following comments:

- Over lighting in office blocks
- Light pollution
- Dark areas and alleys
- Incorrect lighting levels and colour temperature

Places that were mentioned in the feedback with **recommendations** included:

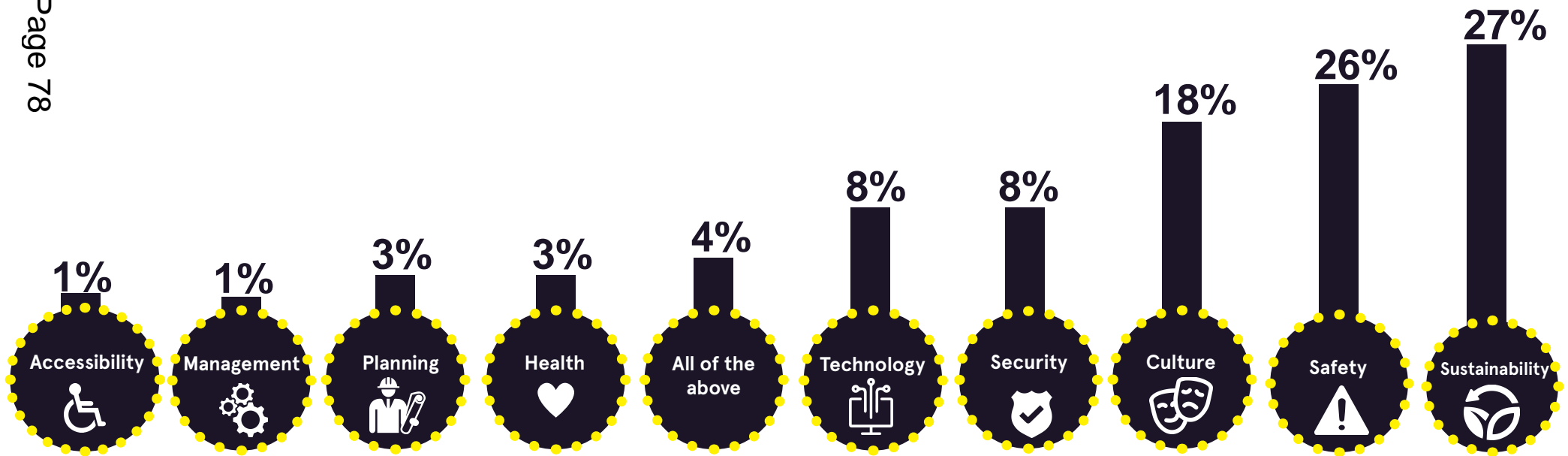
- Buildings that can be retrofitted with smart technology
- Adjust and add more welcoming lighting levels and colour temperature
- All City gardens and churches to be considered in a holistic, cohesive and collective way
- Buildings and lights with needed repairs and maintenance
- Gas lanterns and heritage light posts that should not be changed

Q3: What elements of lighting are important to you? (e.g. safety, security, accessibility, culture, sustainability, planning, technology, etc.)

Respondents were asked to list elements of lighting that is most important to them. The aim of this question was to identify and align the priorities within the strategy to the priorities of the public. Both **sustainability** and **safety** were the most important to respondents followed by culture, security and technology. **4%** of respondents stated all of the above are important elements of lighting while **1%** stated none are important.

3% of respondents mentioned health being an important aspect of lighting. This was highlighted in regards to the impact of light on human health and wellbeing. Residents heavily stressed the importance of this element and its affects to their circadian rhythm, night-time sleep and overall wellbeing.

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Q4 : Please provide any other comments or suggestions you might have below:

This was an open-ended question that allowed respondents to address any outstanding comments on the City lighting. Many respondents suggested creative options for lighting that would enable more progressive and innovative lighting design throughout the City.

Further comments included the impact of light on health, management, character areas and the environment.

Page 79

11%

of respondents suggested **creative avenues** of lighting that the City should investigate. This included:

- Project mapping for wayfinding
- Small lighting sculpture projections
- A City light festival
- Illumination of public artworks



20%

of respondents commented on the need for more **regulations** on planning applications, particularly regarding office blocks and infrastructures emission of light and its management.



26%

of respondents provided **technological recommendations** on lighting levels, color temperature and specific tech features that can provide economical and sustainable solutions to the City. This included suggestions such as using lamps without short wavelengths component in them and adopt a maximum of 3000 K lighting (warmer light colour).



Emerg ed themes

Issues and aspirations raised by the public throughout the consultation period are summarised in the key themes below, which have been identified in the comments received through all the channels mentioned in page 3 of this report. These priorities largely resonate with the key themes and character areas identified in the current version of the Strategy. The following findings and highlighted themes will be given particular consideration when progressing the next steps for the City Lighting Strategy.

Safety and Security

Respondents have observed throughout the City the need for a balanced approach to lighting in response to safety and security. Comments highlighted the use of light in deterring crime, the problematic approach of using bright light that could attract crime and the importance of light when an incident occurs. The balance between lightness and darkness was also mentioned in providing a safe route when accessing places at night.

Inconsistency

There is a consensus that there is inconsistency and lack of uniformity across City lighting. This was highlighted throughout the feedback by over lighting and need for more lighting in specific areas. This inconsistency was observed in the design, mounting height, strength and purpose of lighting throughout the City.

Planning

Respondents highlighted the need to better regulate and integrate planning into the new City lighting approach. This included:

- A more embedded and considered policy with lighting that would help mitigate and provide guidance on light pollution, glare and power usage throughout the City.

- Guidelines on the emission of light from office block at night, and the need to seek better control of the brightness of illuminated media signs.
- Incorporating planning conditions for developments to include motion sensor technology and blinds' usage.
- Partnerships with local developers to create a standard for sustainable usages of light for commercial buildings.
- Understanding of current best practices of newly refurbished buildings and recognize the necessity of lights in office buildings at night for extended working hours as well as to support night-time economy.

Feedbacks also considered the need to focus planning on areas that include emerging lighting technology, lighting infrastructure management costs, and to recognise the impact on the population of future City lighting upgrades.

Character areas

In general, there is strong support for improving and highlighting historical monuments, buildings and character areas throughout the City with light.

Heritage lighting such as traditional fixtures and gas lighting is highly desirable to respondents as it emits character to historic buildings and the area; it was suggested that they should be kept and be enhanced. The colour and ambiance of gas lighting should be reflected in all new lighting upgrades in and around historic monuments such as St. Paul's Cathedral, St Giles Cripplegate and Mansion House as well as historic alleys such as in the Temple area.

It was recommended that the architecture of both historic and modern buildings could be highly celebrated using up lighting and warm lighting levels (lower than 4000K). However, appropriate applications

of light should be considered in residential areas, historic districts and open spaces. There is a need to have a coordinated approach whereby ecological assessments and consultation with residents should be in place.

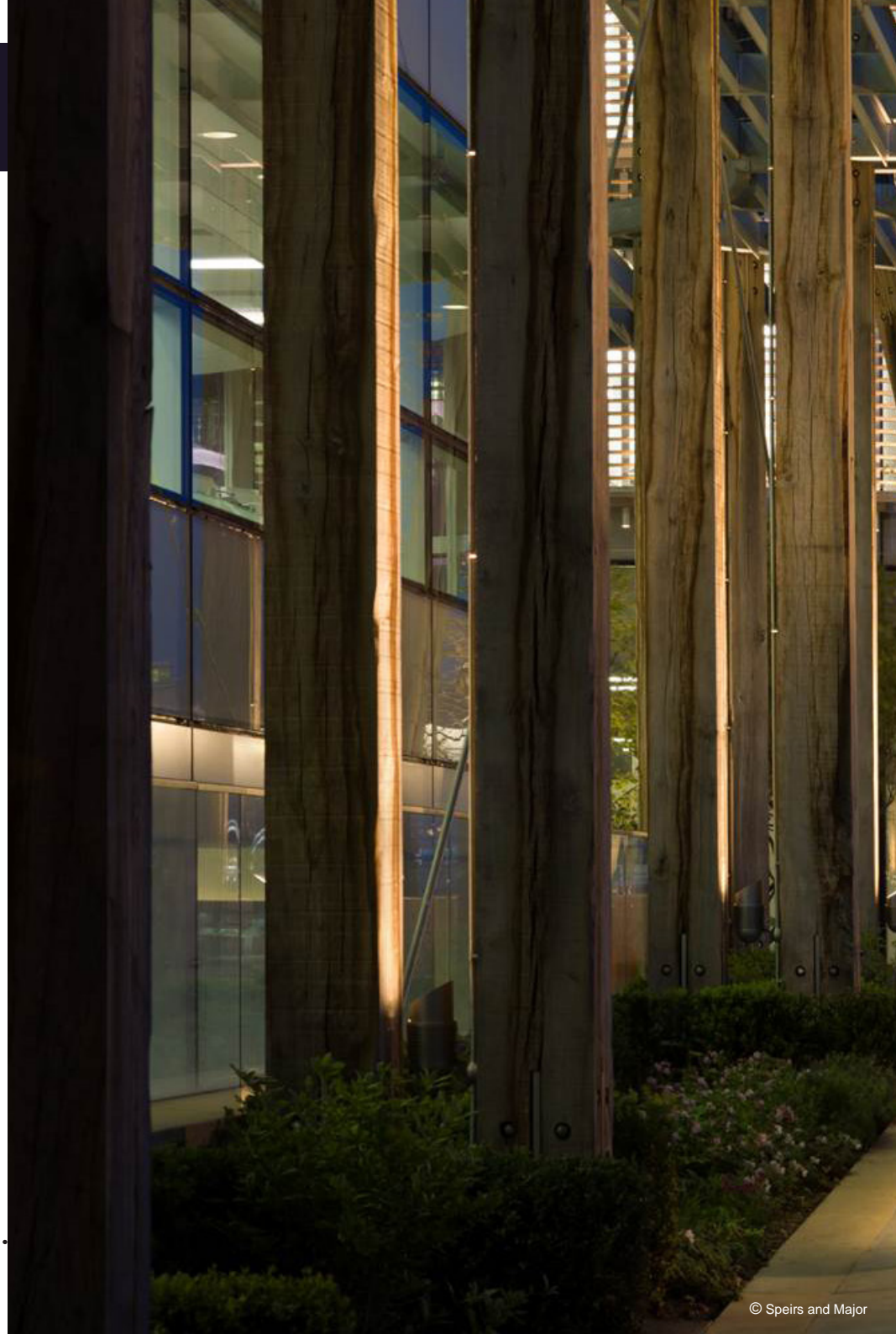
Good design ethos was also mentioned as a crucial process in supporting the look and feel of spaces when delivering such an extensive LED upgrade.

A comment was raised about the Culture Mile character area within the strategy document to include the presence of the Barbican residential estate and emphasising the need to respect residents at night, by reducing and avoiding unnecessary and intrusive artificial light at night.

Technology and Innovations

There is a great number of responses that encourage energy efficient technology that calculate energy and CO2 reduction, reduce energy waste and increase longevity in LED, which also decrease maintenance requirements. Respondents recommended the options of using motion responsive lighting that is controlled by footfall/traffic during peak/off peak hours. This was highly favourable in conservation, residential and commercial areas that could reduce light pollution and environmental/health effects caused by artificial light at night.

Respondents supported the upgrade of old lighting types to LED with consideration of not using blue-white light, adopting a 3000K max and minimizing the use of harsh lighting at 4000k (whiter light). With the upgrade to LED, there is a need to continue to preserve the ambiance of areas using warm street lighting and conserving heritage lighting features when possible.



Emerg ed themes

Light Pollution

There was a strong theme that emerged regarding light pollution in the City. This is a significant issue raised by both residents and workers highlighting the effects of light pollution coming from commercial properties, tall office blocks and signages. Light pollution has been raised as both an environmental and public health concern impacting wildlife and public wellbeing. A strong and innovative approach to reduce light pollution has been proposed with various considerations including innovative technology, planning regulations on night-time light usage and the implementation of blinds on commercial properties. An integrated approach with both internal and external stakeholders is encouraged to mitigate and improve light pollution efficiently and effectively across the City. More details on the type of issues and recommendation proposed were identified in the theme of Environment and Sustainability below.

Environment/Sustainability

Respondents are in support of a more sustainable approach to City lighting that reduces light pollution, minimises the urban heat island thermal footprint and diminishes sky glow. There was a large number of respondents that wanted to reduce artificial light at night to reduce light pollution, encourage wildlife to flourish and to minimise the adverse health effects to LED lights.

Wildlife

There was a huge number of respondents that recognised the importance of lighting and its effects on wildlife and native species within the City. Comments to maintain biodiversity of wildlife and encourage native species to remain in open spaces included using warm white (yellow) colour in and around conservation areas, encourage low-lighting in green spaces and using LED and electronic device 'night time' settings to reduce blue light exposure.

Human Health

There was great concern and feedback on the impact of lighting to human health and wellbeing. Respondents feedback included using the appropriate forms of light around residential areas that acknowledge the mental, physical and stress response to levels of light at night. Suggestions included using amber lighting instead of blue-white LED light and to consider height levels and glare from up lighting into residential homes.

Overall, respondents agree with the use of lighting design that recognizes the social and environmental affects to wildlife and its citizens. There should at all cost be a coherent strategy in place to mitigate impacts of light on the ecology and wellbeing of citizens in the City.

Culture

Overall, culture was highlighted multiple times, suggesting that a creative and innovative lighting approach should be consider when highlighting architectural features, soft landscaping and wayfinding. Some examples referenced are projection mapping, light installations and temporary lighting during filming and short term activities.

Night-time Economy

Respondents highlighted the use of appropriate lighting that helps interpret history and promote night-time tourism. Balancing the need of a night time economy in the City whilst maintaining it as an area for residents is something to consider when going forward.

There is a need for a careful approach to the balance of light/darkness in residential areas especially with the use of cultural lighting in the Culture Mile. There should be a conservative effort when lighting significant set of buildings and residential estates to maintain the original ambiance of the area while being explorative in lighting design.

Communication and Stakeholder engagement

There were several comments related to communication and how the strategy should be taken forward in the future. Many residents and professionals would like an opportunity to be a part of early stakeholder engagement in future lighting projects: this includes providing more input into design, lighting levels decisions and support for additional lighting policies. Some of the responses received by groups and associations commented upon the lack of engagement prior to the strategy being drafted.

Management

During the public consultation's open drop in sessions as well as at the evening event organised at the City Centre, questions were raised regarding the control and management of the new Control Management System and how this would be co-ordinated by the City of London.

Comments received during the public consultation were also suggesting the need for the City to consider the rapid innovative evolution of LED and emerging lighting technology, by implementing lighting product lifecycle impact assessment and disposal intervention for recycle.



Next Steps

Strategy Document

Following this report, the strategy will be updated in light of the comments and recommendations received. This will then be submitted to the City of London Commettes for final adoption in late Summer 2018. If the Strategy is adopted, the document will become a guideline framework for future lighting proposals and project delivered within the City of London.

Further stakeholders engagement

Before the strategy is finalised, additional stakeholders' meetings will be held to ensure the document's recommendations are balanced and comprehensive of the different needs and requirements in the Square Mile.

Policy and Planning

One of the main recommendation of the Strategy is the creation of a set of guidelines for lighting buildings within the Square Mile. While the strategy is being finalised, initial assessments will be carried out to consider the feasibility of the creation of this planning document and interrogate both internal and external stakeholders on the benefits and disbenefits of such a planning guidance note.

The City of London Local plan is currently being reviewed and some of its policies will endeavour to include recommendations of the strategy document. The Local Plan will be reviewed in Summer 2018 and a draft document will be proposed for wider public consultation in September 2018.

LED Upgrade and Control Management System (CMS)

In line with the draft Strategy, the City of London has initiated the replacing of its ageing stock street lighting, with new LED luminaires utilising a central Control Management System (CMS), which will in turn lead towards large energy and maintenance savings.

The new CMS is currently being tested and will provide a mesh network



that allows the City to control the lights from a central location. It will consent to profile the lighting levels for each lantern within the City, allowing for better control during the night and greater energy savings.

Management

Following some of the initial recommendations from the draft strategy document, it was deemed necessary to initiate an internal management framework that can support the delivery of the strategy proposals. Initial engagement with the relevant internal stakeholders is being carried out to prepare for a future Strategic Lighting Board that could represent a consultation forum for future lighting proposals.



Appendix

Consultation response overviews:

Online User Survey

Postcards

Emails

Consultation material:

Flyer

Interactive board

Roller banners

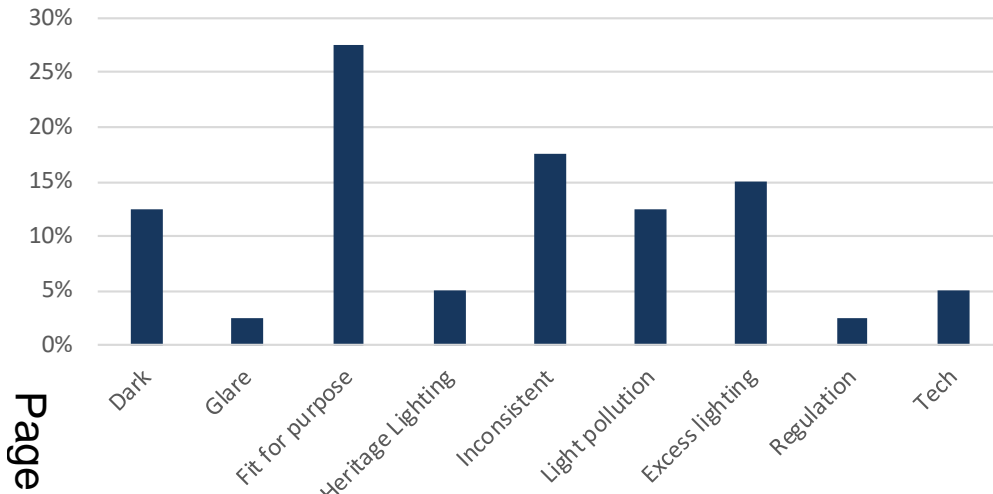
Postcards

Appendix 1- Online user survey

Total number of respondents: 52

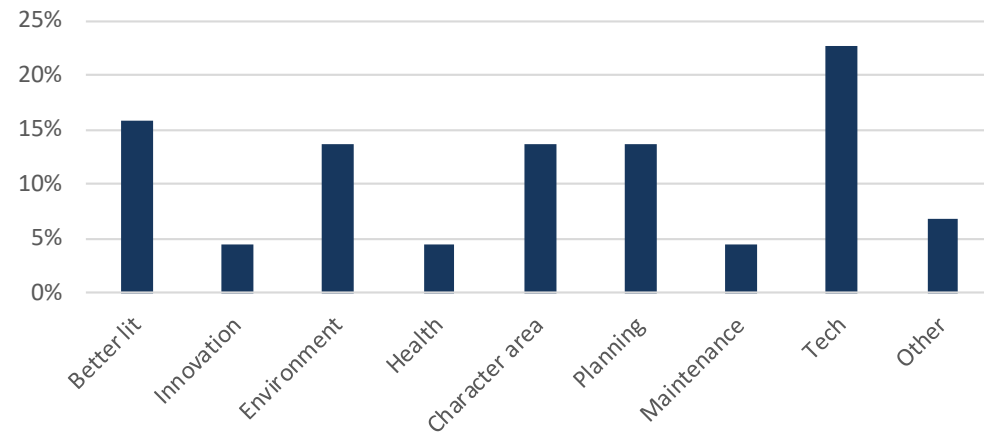
City resident **48.98%**
 City worker **24.49%**
 Visitor / Tourist to the City **26.53%**

Question 1



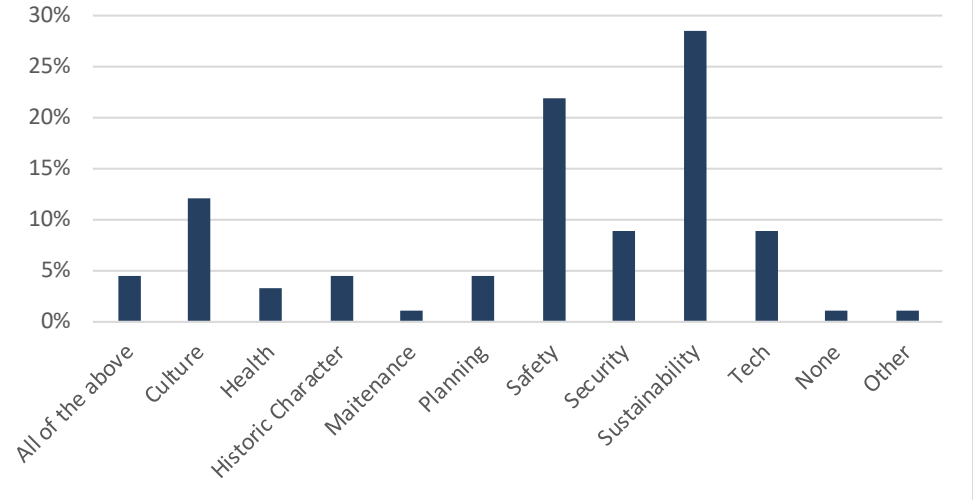
Key words: Glare, purpose, Health, excessive, dark, particular, lighting, inconsistent, lit, overall

Question 2



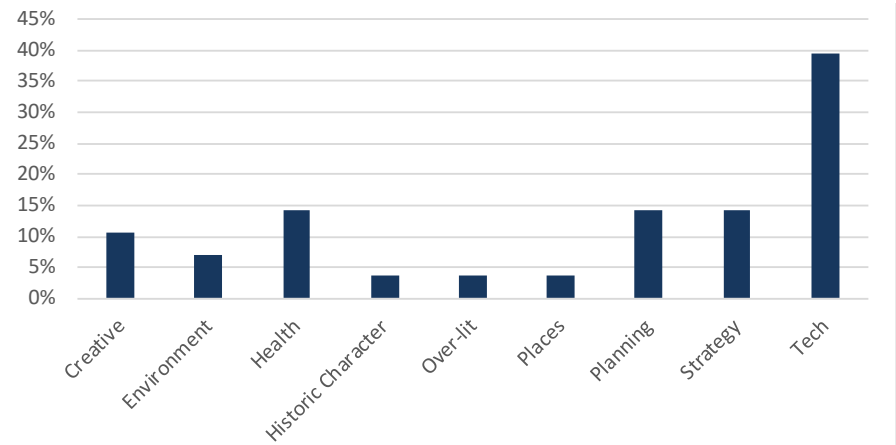
Key words: Existing Lighting Think Making Pollution Residential Bright Guildhall Fails to Mention Lamp London Wall Place LEDs Outdoor Lighting Street Office Blocks Lit Avoid Level Cultural Amount Strategy Bedroom Commercial Buildings

Question 3



Key words: Culture, Colour Temperature, Important, Light Pollution, Security, London Safety, Planning, Technology, Safe, Energy, Dark

Question 4

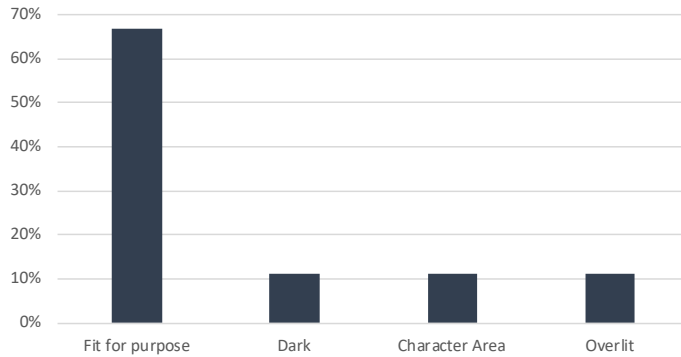


Key words: Driver, Public, Ambience, Places, Space, Focus, CCT, Interests, LEDs, Strategy, New Lights, Lamps, Short, Little, Dark, Poor, Reduce

Appendix 2- Postcard Responses

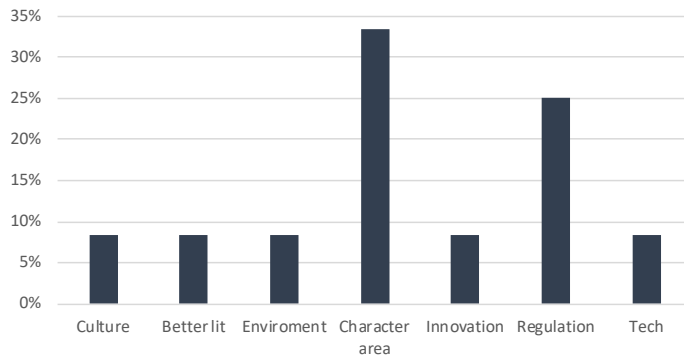
Total number of respondents: 14

Question 1



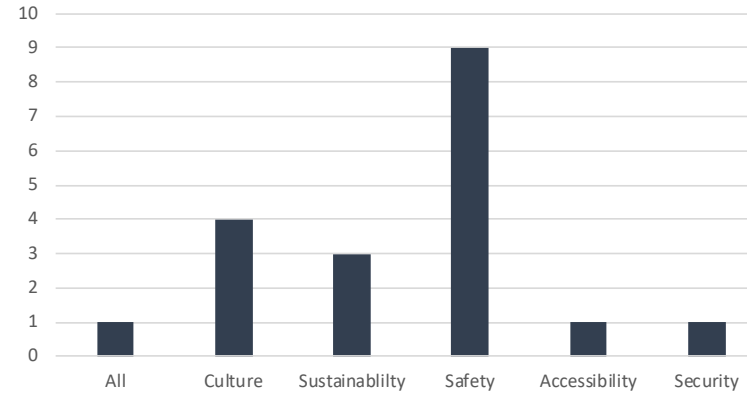
Fit for purpose- well maintained
Dark- areas not well lit
Character areas- ensure historic buildings look beautiful at night
Overlit- wasteful, empty office blocks lit up like xmas trees

Question 2



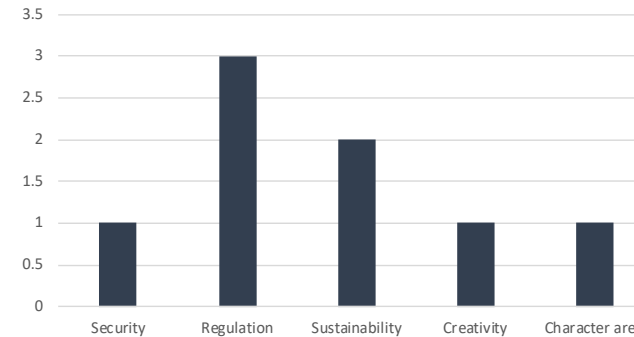
Culture- creative lighting around Barbican
Better lit- reduce light levels, extreme bright floodlights
Environment- protection for wildlife, light pollution, urban heat island
Character areas- wasteful, empty office blocks lit up like xmas trees
Innovation- pavegen lighting
Regulation - commercial regulation, curfews, turn lights off
Tech- movement responsive lighting, blue white light

Question 3



Culture- defining our historical monuments, ambience, creativity
Sustainability- not wasting energy,
Safety- main concern, safety first
Accessibility- helping people find their way around
Security

Question 4



Security- defining our historical monuments, ambience, creativity
Regulation- office blocks on all night, need regulation
Sustainability- lighting using solar power
Creativity- Led lamps to be used for more creative lighting
Character area- historical focus on buildings

Appendix 3- Email Responses

Total number of respondents: 13
Resident- 1
Worker- 2
Professional- 2

7 Association responses

Gilbert House Group
Andrewes House
Barbican Association
Friends of City Gardens
Illuminated river project team
City Property Associations

Barbican Association, Gilbert House Group, Andrewes House

We are supportive of anything which enhances the City and provides a safe environment and **we are in agreement** with much of what the strategy proposes.

Light pollution/Overlighting

- Light pollution is a significant issue which impacts residents' lives, provides near daylight lighting conditions 24 hours a day, the problem has gotten worse.
- Lighting for its streets and offices and buildings has to be balanced with the City residents' need not to be exposed in their homes to light pollution and over-lighting.
- Light spill from commercial properties to residents' flats, this can be solved with sensor controls; avoid monitors, tv screens and screensavers near windows; Occupiers should be guided to lower blinds after 7.00pm.
- Would support a strong and innovative approach to reducing light pollution, working specifically with the Mayor of London

Engagement/Management

- Disappointed that in the list of stakeholders with whom the lighting consultants engaged, residents do not appear to feature, little reference to the needs of residents
- Someone being consulted with immediately adjacent to the Barbican Estate and of the Highwalks and garden spaces – in relation to lighting levels, peak and off peak times.

Character

- Culture Mile- report does not refer to the whole Barbican residential estate. Inappropriate applications of light displays and projections on the external surfaces of the estate. The proposed lighting of Beech Gardens is an intrusion of light into home environments and ecosystem.
- Highlighting of bridges- Wood and fore Street would be an intrusion into residents' flats
- Barbican- is lost within the Culture Mile. Needs to be looked at separately as a residential area. Deserves protection from light pollution and protection of dark area. The lighting design designed by the original architects manages light well- should remain as the existing. Agree that to illuminate openings but leave the boundaries themselves dark.

Night-time economy

- Residents have a right to a peaceful life so this needs balancing with the needs of residents.
- The illumination of open spaces near residents' flats, as already facing a growing number of people spilling out onto Fore and Wood Streets and on the highwalks.

Sustainability

- Agree with the recognition of the social and environmental effects of good lighting design.

Culture

- The dual nature of the Barbican as both a significant set of buildings and a residential estate.

Planning

- Improved lighting of residential areas.
- The City should make it a condition of a planning application that building owners and users adhere to good practice standards with regards to lighting.
- The City should adopt more government guidance on light pollution.
- The fitting of blinds should be a strict planning condition together with a regime for them being closed by 9pm.
- A rule that all lights to shops and offices are switched off at night as they have in other European cities?

Final comments:

Unclear on the status of any final report

Friends of City Gardens

Dark

- Preserving dark areas in parks and gardens- increasing lighting levels in these areas could affect the ability of bats to move around the City. The impact of this should be assessed before any changes are made- does not appear to be a mechanism for this in the Strategy.

Character

- Architectural lighting of buildings may adversely impact the ability of bats to access roosts.
- Full ecological assessment needs to be made when additional lighting of historic buildings to not affect animal habitat.

Sustainability

- Pleased on the strategy to recognize the importance of not disturbing roosting birds by additional lighting of trees
- Support measures to improve sustainability by reducing carbon emissions through reduced energy consumption.

Light Pollution

- welcome proactive measures to reduce the amount of light spillage and glare from commercial buildings as it is a hazard for migrating birds that fly at night.

Illuminated River Project Team

The vision document has a very clear aim, set out in a way that is both informative and aspirational. We **support** wholeheartedly the balanced approach to meeting **functional** and **aesthetic** lighting needs in the City.

Leo Villareal has provided the following feedback: *"The Lighting Vision for the City of London is inspiring in its sensitive approach to balancing the use of light in urban contexts. Most people take light for granted and are not aware of its profound impact on our daily lives. The City of London's vision makes abundantly clear why a new approach is needed and will lead to significant improvement in the use of illumination in London and beyond."*

Night time economy

- Appropriate lighting that help interpret history and promote night-time tourism.

Planning

- Embed lighting more coherently into the planning process, lighting could be more deeply enshrined within policy.
- Proposed Strategic Lighting Board would be a way to bring together public and private sectors to support the management and delivery of the strategy.

Culture

Careful approach to cultural lighting, appropriately balances the amount of light and colour, apply a similar approach to temporary lighting.

Character

- **Riverside-** welcome the requirement to consider the outcome of the *Illuminated River* in any re-lighting of the Riverside Walk area.
 - Coordinated approach with bridge landing points at the river banks.

- Create lighting uniformity along the riverside along with the restoration of existing components of the riverside lighting such as the iconic Sturgeon Lights.

CPA

The CPA fully supports the production of a Lighting Strategy for the Square Mile and the CPA considers that there is much in the Strategy to commend.

Engagement/Management

- CPA has not had an opportunity to take part of early stakeholder engagement. Seek the opportunity of further engagement with the City on the production of more detailed planning policy and guidance that is envisaged as a result of the production of the Lighting Strategy.

Subjectivity in analysis

- Concerned that some analysis creates a degree of subjectivity to the assessment of lighting in the City. Example:
 - Page 29 two retail precedent images are used to highlight "well illuminated routes reinforce pedestrian movements", yet elsewhere (p.33 and p.103), retail frontages are highlighted for "excessive light spill to pavement" and "shop floor lights operational out of hours".
 - Page 17, states "over-illumination of passageways result in areas of high contrast", however passageways often need to be highly illuminated to deter anti-social behaviour and rough sleeping.

Planning

- Sections 2 and 3 also highlight the adverse impact of commercial buildings having their lights left on when empty, however the strategy needs to acknowledge that international and national companies work late into light.
- All new and refurbished office buildings are fitted with PIR LED motion sensor lighting.
- support good practice guidelines of lighting office main entrances and reception as mentioned on page 20, however it is important that any such guidance takes a pragmatic approach to office developments, and particularly in respect of their main entrances and receptions.
- support the Strategy's desire to seek better control over the brightness of illuminated signs and media screens.
- supports the current policy of mounting street lights/ lanterns on building facades but need to be realistic and incorporated into the design.
- CPA would however wish to be kept informed of and be party to the formation of draft planning policy which we understand is expected to be part of a separate study as referred to on page 40 of the Strategy.
- concerned that "adherence" to all of the recommendations in the report is neither realistic nor feasible.
- acknowledge that better education may be required amongst owners and developers, but the Strategy is full of examples of recent developments setting out good or best practice in respect of their lighting strategies, this needs to be acknowledged in the strategy.

Consultation flyer



Page 90
City Lighting Strategy

Join us for a public consultation on the first City Lighting Strategy

The Vision

The City Lighting Strategy seeks to deliver a holistic, creative, and smart approach in which light and darkness are better balanced. It aims to meet both the functional and aesthetic needs of the City of London.

The consultation will be open from **Monday 22 January 2018 until Friday 2 March 2018**

A series of drop in sessions will be held in various locations in the City of London where officers will be available to provide information on the document and answer questions from the public. Evening sessions will be followed by walking tours which explore current challenges and opportunities of the City of London lighting. The tours will depart from the drop-in sessions locations at the below times.

Lunch Sessions

Date	Location	Time
23 Jan	Museum of London, Reception	12pm-2pm
30 Jan	St Giles Cripplegate Church, Barbican	12pm-2pm
9 Feb	Leadenhall Market	12pm-2pm
12 Feb	One New Change, Shopping Centre Ground Level	12pm-2pm

Evening Sessions

Date	Location	Time	Night Walk
25 Jan	One Creechurch Place, Reception	5pm-7pm	7pm-8pm
6 Feb	Golden Lane Estate, Sir Ralph Perring Centre	4pm-7pm	7pm-8pm
20 Feb	St Andrew Holborn	4pm-7pm	7pm-8pm

For more information about the City Lighting Strategy, to download a copy of the document, and to respond to the consultation survey visit:
www.cityoflondon.gov.uk/citylightingstrategy

Or contact:
CityLightingStrategy@cityoflondon.gov.uk



Photograph ©Jason Hawkes

Interactive board



TELL US WHAT YOU THINK...



These are the elements considered in our draft City Lighting Strategy. Please provide your comments below:

Functional

These recommendations ensure the new lighting approach provides a safe, secure and accessible environment for all.



Lighting plays a key role in enhancing safety after dark.



Lighting can support the prevention of crime and anti-social behaviour and improve the perception of personal security.



The public realm in the City of London must remain accessible for all after dark.

Environmental

This set of guidelines provides a sustainable approach that balances the economic, environmental and social impact of lighting, and considers how lighting can play a key role in the cultural development of the City of London at night.



A balance between the social and economic benefits, and the environmental consequences of CO2 use.



Lighting can play a key role in cultural development, interpretation, education and tourism in the City of London.



Lighting is part of urban design and can contribute to place-making.

Technical

These recommendations suggest how to fully embed lighting within the planning system, setting out a clear structure to manage street lighting, including the formation of a Strategic Lighting Board, and encouraging the use of smarter technologies and innovations.



The lighting of the City of London requires careful ongoing management and investment.



State of the art technology can be employed to assist in improving the lighting to the City of London.

Interactive board cards

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Appendix 5- Consultation material

Roller banner- The Vision

The Vision

The City Lighting Strategy seeks to deliver a holistic, creative and smart approach in which light and darkness are better balanced. It aims to meet both the functional and aesthetic needs of the City of London.

Key lighting issues in the City of London

A visual survey of the existing lighting was conducted as part of this study. The key issues identified were:

- Glare:** Certain types of light fittings currently being proposed create excessive glare.
- Variety:** There is considerable inconsistency and variety both in type of luminaire and in lighting design.
- Scale:** The mounting height of some fittings creates an inappropriate scale for pedestrians.
- Over-lighting:** Many streets have higher levels of illumination than required.

Technical recommendations proposed in the strategy

The strategy suggests lighting interventions that meet road and transport systems in the City of London. A three dimensional research including: Street lighting, outdoor lighting, landscape lighting, and public art recommendations. The approach of the City of London Lighting Strategy can be broken down into four main areas:

- Colour Temperature:** The use of white light for public lighting systems is recommended to be more consistent. It is suggested that the use of warm white light (2700K) is preferred for street lighting to create a warm and inviting atmosphere. The use of cool white light (4000K) is recommended for street lighting to create a bright and clear atmosphere.
- Lighting Level:** The recommended lighting levels for different types of road (main roads, side roads, footpaths and cycleways) is proposed to be more consistent. The lighting level is determined by the street type and the level of activity.
- Mounting Height:** It is recommended that mounting height of lighting fittings should be consistent. The mounting height should be determined by the street type and the level of activity.
- Time and Management:** The timing and management of the lighting level can be determined by the street type and the level of activity. The strategy includes three levels of light: Peak, Incident, and Off Peak.

City Lighting Strategy

Please submit your comments by emailing us at: citylightingstrategy@cityoflondon.gov.uk or by completing an online survey on our website: www.cityoflondon.gov.uk/citylightingstrategy

Roller banner- Enhancing Character areas

Enhancing character areas through light and darkness

One of the key recommendations of this strategy is to use light and darkness to enhance the distinct character areas that make up the City of London.

Identified Character Areas

The strategy identifies 12 character areas within the City of London, each with distinctive attributes creating specific lighting proposals to open spaces, buildings, landscaped areas, and public art. This will highlight the unique heritage, scale and detail that define their individual characteristics.

Examples of character areas' recommendations

- 1 Chancery Lane:**
 - Use historic lanterns to enhance the character of the area.
 - Introduce consistent lanterns including streetlights.
 - Introduce a new lighting strategy along main roads to highlight historic buildings.
 - Highlight major junctions to assist with navigation and safety.
 - Use consistent lanterns to deliver subtle lighting to historic buildings.
 - Employ warm white lighting to enhance historic character.
- 2 Culture Mile:**
 - Celebrate the rich historic and iconic architecture of the area by introducing lighting which is sensitive to the original design intent.
 - Introduce a playful lighting approach which allows for showcasing the historic cultural institutions in the area (such as the Barbican, Museum of London, and Guildhall School of Music and Drama).
 - The base level of functional light for open spaces is to be delivered from high level poles (luminaire to clear trees) for safety.
 - Use consistent lanterns to deliver subtle lighting to historic buildings.
 - Employ warm white lighting to enhance historic character.
- 3 Riverside Walk:**
 - Introduce a system of light levels along street of varying heights to improve accessibility and ensure consistency along street of lighting.
 - Provide historic lighting to landscape and create a sense of place and identity for the area.
 - Introduce lighting at low level along key changes in level including gates and improve the visibility of the space without negatively impacting existing settings.
 - Provide historic lanterns to promote pedestrian movement and support safety and security.
 - Introduce playful interactive lighting which creates a sense of place between pedestrian and activity.
- 4 Bank Junction:**
 - Introduce architectural lighting to the historic buildings of Bank Junction to improve legibility of junction and enhance building facade appearance.
 - Provide lighting control to luminaires to facilitate use of public space after dark during peak and off peak hours.
 - Illuminate junctions to improve safety and legibility and contrast with the larger network of roads.
 - Highlight street corners and secondary routes to encourage pedestrian use of alternative routes.
 - Introduce historic lighting to destinations supporting night economy and pedestrian movement.

City Lighting Strategy

Please submit your comments by emailing us at: citylightingstrategy@cityoflondon.gov.uk or by completing an online survey on our website: www.cityoflondon.gov.uk/citylightingstrategy

Bike Cart



Postcard

How should the City be lit?
City Lighting Strategy Public Consultation

The City Lighting Strategy seeks to deliver a holistic, creative and smart approach in which light and darkness are better balanced. It aims to meet both the functional and aesthetic needs of the City of London.

Please give your views on the back of this card and post it in the box provided next to the display or in any post box (no stamp is required).

You can also visit: www.cityoflondon.gov.uk/citylightingstrategy

to leave your comments and read the strategy.

City Lighting Strategy

We want to hear from you

In order to develop projects that meet the needs of the community, we want to hear your views.

1. What do you think of the City of London lighting?

2. What changes would you like to see in the City of London lighting? If possible, can you please provide location examples?

3. What elements of lighting are important to you? (e.g. safety, security, accessibility, culture, sustainability, planning, technology, etc.)

4. Please provide any other comments or suggestions you might have below.

You can also submit your comments by emailing us at: citylightingstrategy@cityoflondon.gov.uk or by completing an online survey on our website: www.cityoflondon.gov.uk/citylightingstrategy

Response deadline 2 March 2018



Department of the Built Environment
City of London Corporation
Guildhall, PO Box 270
London EC2P 2EJ

BUSINESS REPLY SERVICE
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If you have any comments or feedback you feel was not covered in this report, please email citylightingstrategy@cityoflondon.gov.uk.

Appendix 2: City Lighting Strategy amendments table

Draft version	Finalised Strategy	Rationale for change
	General note – recommendations wording has often been redrafted, to make the text clearer. These are not changes to the content of the recommendations, but slight amendments to the way the text is written.	Some of the City Lighting Strategy principles and main messages were not clearly understood by the public during public consultation.
Process	Additional meetings were arranged with City Property Association (CPA) and City of London Police	To respond to the requests for further engagement received during public consultation.
Executive Summary 0.0	Vision was shortened and simplified.	For Clarity and comprehension.
	Reference to Smarter Cities was corrected.	To reflect the changes to the Corporate Smarter City Programme
	Reference to Corporate aim and objectives was added, together with the ways the City Lighting Strategy is meeting the Corporate outcomes.	To reflect the alignment of the Strategy document to the Corporate aims
	Rewording of key opportunity's section related to upgrade of contemporary and heritage lanterns	To clarify the approach by the City of London of not planning to replace historic gas mantles
	Planning recommendations updated	To clarify the aim of a future planning guidance document and emphasise the commitment by the City of London to promote best practice to reduce light pollution.
	Delivery section added to executive summary chapter	Draft version did not reflect the delivery section in the executive summary chapter
	Recommendations changed to bold and with grey box to ensure they are highly visible	For Clarity
Introduction 1.0	Reference to Corporate aim and objectives was added, together with the ways the City Lighting Strategy is meeting the Corporate outcomes.	To reflect the alignment of the Strategy to the Corporate aims
	Change of section title from briefing process to briefing process and consultation with section on public consultation added.	To inform on the consultation process and its results
	Top right image of page 21 changed to provide a better example	To respond to CPA comments and provide a clearer example of over-illumination.
	Update of Subheadings number	For clarity (previously incorrect)

	Amendment of section: <i>‘Consideration should be given to mounting fittings at a more human scale, WHEN POSSIBLE, as part of any move to upgrade the public lighting systems to LED’</i>	Mounting height will not be reviewed through the LED upgrade. However, when possible, liaison will be attempted with building owners to facilitate the alignment of mounting height to the Strategy recommendations.
	Signs and Signals – reference to enforcement has been removed	City of London does not have enforcement power regarding signs and signals but can promote better practice through communication with its stakeholders.
Vision 3.0	Vision was shortened and simplified.	For Clarity and comprehension.
	Reference to Smarter Cities was corrected.	To reflect the changes to the Corporate Smarter City Programme
	Centre bottom photo replaced as per CPA comments (p. 33)	To respond to comments received by CPA
Key Recommendations 4.1.	Recommendations in bold and with grey box to ensure they are highly visible	For Clarity
Security	Addition of reference to vulnerable areas that require consultation with CoL police and note that lighting can help deter crime	Following further engagement with COL police
Accessibility	Consideration of needs of people with sensory/ neurological processing difficulties was added	To reflect comments received during public consultation.
Environmental	Note of light pollution in text and recommendations	To emphasise the need of reducing light pollution in response to comments received during public consultation
	Note added in text and recommendations ‘Removal of light fittings where appropriate’	To ensure the City of London will reduce and remove street lighting if not necessary
Culture	Note included regarding pilot program in Culture Mile	To reflect the proposals of the Culture Mile Look and Feel Strategy
Management	Recommendation included to update the CPR technical Manual to include section on lighting luminaires standards.	To provide the necessary information to external stakeholders.
Delivery	Replacement of street and amenity lighting: <ul style="list-style-type: none"> - Note to retain historic gas light - Note on mounting height changes when feasible and agreed with building owners Improvements to illumination of public realm: <ul style="list-style-type: none"> - Addition of proposal for St. Paul’s Cathedral lighting scheme - Addition of note regarding section 106 initiatives Implementation of improved planning guidance:	To provide further details on specific implementation projects derived by the Strategy’s recommendations. To reflect the comments received during the engagement sessions the drop-in sessions during public consultation.

	- Section reviewed to provide further details on future planning guidance	
Lighting Standards 4.2.	Lighting level, colour temperature and mounting heights maps updated to reflect the proposed new transport strategy road hierarchy	To align with the future Transport strategy road hierarchy
	Addition of timings table to show peak/off-peak/night hours proposed	To ensure the clarity over the different times of the day and provide approximate hours range.
	Addition of night scene	To respond to concerns regarding the need of a timing range during night time that requires minimal level of lighting
	Addition of route typology and classification definition	To align with Local plan policies and future Transport strategy
	Additional of new lighting level added in the Criteria	To respond to the need from residents and Environmental Health team regarding the need of having lower levels of light during night time.
	Addition of note below lighting levels map regarding the road classification	To ensure the levels provided in the map follow the changes in the City of London 's road classification and uses (Eg. Bank's Junction)
	Criteria themes to decide upon colour temperature of a route have been recommended in the text with a reference note under the Colour temperature map.	To ensure implementation of the colour of light require for each route is not solely informed by the provided map and Character area recommendation.
	Addition of note below lighting colours map regarding the road classification	To ensure the lighting colour temperature criteria provided in the map follow the changes in the City of London 's road classification and uses (Eg. Bank's Junction)
Character Areas 4.3	<u>Temples</u> Annotation below images, text and sketch annotations updated to clarify the approach to historic gas mantle lights	To respond to concerns about historic gas mantle lights being replaced by LED sources.
	<u>St. Paul's and Carter Lane</u> Addition of the need of upgrading St Paul's Cathedral lighting	To respond to comments received about the need of illuminating building of historic importance and churches
	<u>Culture Mile</u> Addition of residential community within the Culture Mile area with additional recommendation to ensure lighting doesn't negatively impact on residents or residential area.	To respond to residents' comments.

	Addition of consideration of lighting levels around Crossrail station.	To ensure Crossrail station opening is recognised in the Culture Mile Character area.
	Long Lane Sketch view amended to reduce levels of colourful lighting and enhanced architecture lighting instead Precedents images amended	To respond to comments received by residents on the need to maintain the lighting colour neutral during typical evenings.
	Image from Beech Street tunnel lighting event added	To demonstrate the temporary event mode with a precedent photo
	Additional recommendation on the need for event lighting to consider and respect residential areas and ensure there is no negative impact on residents.	To respond to comments received by residents
	<u>Cheapside + Guildhall</u> Addition in text about the need of switching off / dimming any tree's up light to reduce negative impact on ecology and reduce light pollution	To respond to concerns from open spaces about negative impacts of lighting trees and plants
	<u>Bank</u> Additional note regarding future changes to Bank and adjustment of light levels and colour temperature	To align with the future Transport strategy objectives
	<u>Middlesex street</u> Additional text regarding Petticoat Lane Market and its enhancement project	To ensure such an important proposal is considered when addressing the lighting in the area.
	<u>Eastern City Cluster</u> Colour temperature aspirations changed to a warmer white colour in the area	To provide the area with the correct ambience light, considering the spillage already deriving by the area's glass buildings.
	<u>Aldgate Square</u> Addition of recommendation regarding the new public square + addition of precedent photo of Square lighting	To ensure the new square is considered when addressing the lighting in the area.
	<u>Riverside Walk</u> Additional sketch and section added to the Character area	To emphasize the importance of the Riverside Area in the future, it was felt important to reflect future possible proposals and potential in the area.
Appendix A.0	Update of maps and transport strategy map has been added as reference	To reflect what has been used as reference mappings
	Top right image of page 109 changed to provide a better example	To respond to CPA comments and provide a clearer example of over illumination.

Committee(s)	Dated:
Streets and Walkways Sub Committee – For comment Planning and Transportation – For decision	4 September 2018 11 September 2018
Subject: Dockless Cycle Hire Review	Public
Report of: Carolyn Dwyer, Director of the Built Environment	Streets and Walkways – For comment
Report author: Bruce McVean, Department of the Built Environment	Planning and Transportation - For decision

Summary

Dockless cycle hire has been operating in London since autumn 2017, with operations based in several boroughs, including four that neighbour the City of London – Camden, Hackney, Islington and Southwark.

In accordance with current policy (adopted in October 2017), the City Corporation has arrangements in place with two operators - ofo and Mobike. Both operators have agreed not to place bikes directly on City streets, but users can end rides in the City and those bikes are then available for onward hire. These arrangements are voluntary; dockless cycle hire schemes do not require the express consent of the City Corporation to operate on City streets.

In recognition of the lack of regulatory powers available to local authorities, London Councils are exploring the potential for a London-wide byelaw that would enable the City Corporation and boroughs to licence dockless cycle hire operators.

This report proposes that the current policy on dockless cycle hire be continued until the City of London Transport Strategy is adopted early next year, at which point the policy will be reviewed and updated. The report also proposes adopting additional measures to improve the management of dockless cycle hire, including Street Environment Officers proactively removing bikes in accordance with the City Corporation's Street obstruction policy.

Recommendation(s)

Members are asked to approve:

- The continuation of the current dockless cycle hire policy until the Transport Strategy is adopted and the policy updated accordingly.
- The adoption of additional management measures for dockless cycle hire operations during this period.
- Support to London Councils in their review of the potential for a London-wide byelaw to regulate dockless cycle hire.

Main Report

Background

1. 'Dockless cycle hire' is a generic term for a short-term cycle hire scheme, similar to Santander Cycles, but with no on-street docking infrastructure. The schemes are commercially operated and do not require any public funding or subsidy.
2. The fact that no on-street docking infrastructure is required offers users more flexibility and avoids the risk of not being able to end a ride due to a docking station being full. It also represents a challenge, as users of dockless cycle hire can leave bikes anywhere, potentially obstructing pavements.
3. Two operators (of0 and Mobike) have launched operations in boroughs that neighbour the City of London – Camden (of0), Hackney (of0), Islington (of0 and Mobike) and Southwark (of0 and Mobike). It is expected that both operators will expand operations to other neighbouring boroughs in the near future.
4. In October 2017, Members of the Planning and Transportation Committee agreed to adopt a policy on dockless cycle hire operations within the Square Mile (see Appendix 1 and background papers). The policy allows dockless cycle hire to operate on City streets subject to conditions. These include adherence to TfL's Code of Practice (Appendix 2) and a requirement that operators do not directly place bikes on City streets.
5. of0 and Mobike have been operating in the City on this basis since November 2017. To date, both of0 and Mobike have demonstrated a willingness to engage positively with the City Corporation and to adhere to our adopted policy and TfL's Code of Practice.

City of London powers to regulate dockless cycle hire

6. The Comptroller and City Solicitor has confirmed the legal advice provided in the report of 21 May that dockless cycle hire schemes fall outside the existing legislative framework and the City Corporation does not have powers to prevent dockless cycle hire schemes from operating in the City (see Appendix 3 for more details). Under current legislation, operators do not require consent or a licence from the local authority to operate as no infrastructure is placed on the highway. Bikes may be removed if they cause a nuisance, obstruction or danger. Dockless cycle hire does not fall under the definition of street trading and officers are of the view that it is doubtful that definitions of "waste" or "litter" in legislation apply.
7. The lack of powers to licence dockless cycle hire operators has been recognised by Transport for London and London Councils. They have proposed introducing a London-wide byelaw to establish a regulatory framework for dockless cycle hire. While the details are still to be decided, the byelaw would effectively create an offence of operating a cycle hire scheme without a licence. The City Corporation and the boroughs would then be able to grant consent following local assessment. It is considered that a London-wide regime is required because

dockless cycle hire operates across borough boundaries, meaning that separate borough by borough arrangements are unlikely to be effective.

8. Creation of a London-wide byelaw would require the City Corporation and the boroughs to delegate their byelaw-making functions on this matter to London Councils' Transport and Environment Committee (TEC). At their 14 June 2018 meeting, TEC agreed in principle that a draft scheme for a London-wide byelaw should be prepared and delegations from the City Corporation and boroughs sought to enable the byelaw to be progressed. It is anticipated that it could take 6 – 12 months for a draft byelaw to be prepared and the delegations to the TEC to be made. Any delegation to TEC would be the subject of a further report to Planning and Transportation Committee.
9. Government has acknowledged that there are no specific powers relating to dockless cycle hire schemes and has expressed a willingness to explore the need for a national standard on dockless cycle hire (Appendix 4). However, this does not appear to be a priority issue for the Department for Transport and any national standard would likely be similar to TfL's Code of Practice. Furthermore, the government has indicated to TfL that there is no scope in the short/medium term for legislation on this issue. The byelaw making powers outlined above are therefore being explored in the interests of an earlier measure.
10. While not being able to prevent dockless cycle hire schemes from operating, the City Corporation can remove bikes that are deemed to be causing an obstruction, danger or nuisance. These powers are consistent with the City Corporation's statutory duty to assert and protect the rights of the public to use and enjoy the highway, our network management duty and our duty to secure the convenient and safe movement of traffic (including pedestrian traffic).
11. If a bike is deemed to be causing an obstruction, danger or nuisance, the City Corporation's Street Environment Officers (SEO) currently manage dockless cycle hire bikes as follows:
 - a. As the owner of the bikes is known, any bike causing a nuisance or obstruction will be reported to the operator for removal within 90 minutes of notification. After this time bikes will be removed by the City Corporation without further notice.
 - b. If a bike is deemed to be causing a danger (including a danger caused by obstructing the view) to users of the highway it will be removed without notice (under Highways Act 1980 s149).
12. The operator is informed when a bike has been removed and is given the opportunity to recover the bike, with operators charged a fee of £82.58 on collection to cover the cost of removal.

Usage and operational approach

13. ofo and Mobike are experiencing growing membership and use, both London-wide and in the City. There are currently approximately 3000 dockless bike trips a month to, from and within the Square Mile. It is expected that use will increase as more boroughs choose to allow schemes to operate.

14. Both ofo and Mobike have staff patrolling the City and neighbouring boroughs who can respond to requests to remove bikes. These staff also reposition bikes to move them alongside cycle stands to avoid obstructing pavements. When necessary, bikes are also redistributed back to a host borough.
15. ofo and Mobike encourage considerate parking through in-app messaging and advice to users. Discussions with operators have highlighted the difficulty of penalising users for parking in an inappropriate or inconsiderate location due to the limited accuracy of GPS systems. More accuracy can be achieved by using Bluetooth sensors to record when bikes are left in preferred parking locations. Operators will want certainty of ongoing permission to operate before investing in this technology, as this requires installation of sensors in set locations and the ongoing maintenance of these sensors. Mobike have recently introduced a £20 charge for bikes left outside their geo-fenced operations area (with a 100m buffer to reflect GPS accuracy). The City is not covered by this charge as the existing arrangement with Mobike means that the Square Mile is currently part of their operational area.
16. Badly parked bikes undoubtedly bring these schemes into disrepute, regardless of how quickly bikes are rehired or moved, but the evidence so far would suggest that bikes are rehired by customers relatively frequently rather than being moved by the operator themselves. In several cases where a poorly parked bike has been reported to officers, the bike has been ridden away by a customer before the operator has reached the location.
17. To date, requests to ofo or Mobike for bikes to be relocated have been dealt with in a timely fashion and within the target time agreed with the City Corporation, so that the City's SEO or City Police have only had to remove bikes on three occasions since November 2017.

Policy Considerations

18. Dockless cycle hire is a new phenomenon in the UK; but offers a lower-cost and potentially more space-efficient type of cycle hire operation compared with the Santander Cycles scheme. The lack of docking infrastructure means that bikes are much more flexible and can be ridden directly to the hirer's destination.
19. The ease and accessibility of dockless cycle hire for City workers, residents and visitors gives these schemes particular appeal for short trips within the Square Mile or central London, providing an alternative to short taxi, private hire or public transport trips. Usage patterns of dockless cycle hire show that the dockless bikes are well used during the day for trips within the City and central London, as well as for commuting.
20. Good availability of affordable cycle hire is now an important part of the transport mix for any modern city, and dockless cycle hire is likely to be a feature of cycle hire schemes in the future. The City Corporation's forthcoming Transport Strategy will set out what part well-managed cycle hire can play as part of the wider transport agenda. Concerns related to the operation of dockless cycle hire

schemes have not been raised as a significant issue during the public engagement on the Transport Strategy so far.

Proposals

21. It is recommended that the current policy of working with operators is continued until the City of London Transport Strategy is adopted early next year. The policy will then be reviewed and, if necessary, updated to ensure it reflects both the Transport Strategy and the City's statutory powers and duties. This review will form part of a wider review of policy on pavement obstructions. Public consultation on the Transport Strategy will allow any future policy to be informed by the views of residents, workers, visitors, businesses and other stakeholders.
22. It is also proposed that, to reduce the potential for obstruction, the City Corporation's SEOs proactively apply the Street obstructions policy to dockless cycle hire, removing any bikes that are deemed to be causing an obstruction:
 - on footways which are narrower than two metres wide
 - on footways identified as having a high footfall (such as transport hubs, stations and related pedestrian routes)
 - where safe pedestrian movement is interrupted (regardless of the width of the pavement)
23. Further measures to improve the management of dockless cycle hire in the Square Mile prior to the full policy review will include:
 - a. Making space in under-utilised City-owned car parks available on a commercial basis to dockless cycle hire operators for storage of bikes to allow more effective operation and removal of bikes from the City's streets.
 - b. Working with operators to further encourage considerate parking practices, including through in-app messaging and exploring the potential use of penalties for inconsiderate parking.
 - c. Officers will continue to work with operators, SEOs and the City of London Police to gather data on the use and management of dockless cycle hire to inform the review of the current policy. We will ask operators to provide regular data reports, allowing periodic updates to be made to Committee.
 - d. Officers will work with Transport for London and London Councils to support the development of a London-wide byelaw to regulate dockless cycle hire operations.

Corporate & Strategic Implications

24. The proposals support the Corporate Plan aims to contribute to a flourishing society, particularly promoting good health and wellbeing, and to shape outstanding environments, by enhancing the physical connectivity of the City.
25. The proposals support the draft Transport Strategy outcome to promote a relaxed cycling experience in the City and enable a more diverse range of people to choose to cycle.

26. There is a reputational risk that the City Corporation may be seen as unsupportive of innovative approaches to enable more cycling if it does not allow people to use dockless cycle hire to travel to and around the Square Mile.

Legal and financial implications

27. Legal Implications - The City Corporation has no powers to remove bikes that are parked on City streets unless they are causing an obstruction, nuisance or danger to the public, and operators do not require consent or a licence from the local authority as no infrastructure is placed on the highway. However, setting out standards for managing the schemes is consistent with the City Corporation's statutory duties referred to in paragraph 10. Further details are set out in Appendix 3.

28. In the event of loss, injury or damage being caused by dockless hire cycles, the person responsible would depend on the circumstances of each case. For example, if a cycle had remained in a dangerous position for days without the highway authority taking steps despite complaints, some liability would be likely to rest with the highway authority. If an accident occurred a few moments after the cycle was left in a dangerous position and the highway authority had no reasonable opportunity to identify and remedy the danger, it is unlikely any liability would rest with the highway authority, and therefore would be more likely to rest with the user and/or operator. In addition, the steps proposed to ensure the safe operation of dockless cycle hire would help demonstrate that the City is taking reasonable measures consistent with its responsibilities.

29. Financial Implications - Accommodating a dockless cycle hire scheme has no direct cost to the City Corporation. Costs may be incurred if the City Corporation has to remove bikes deemed to be causing a danger, nuisance or obstruction from the streets in default of the operator removing them. Storage costs would be incurred in these circumstances. Instances of removals will continue to be monitored and inform reviews of the City's position. Costs will be sought from operators in all instances where they are liable.

Health Implications

30. The proposals would support cycle hire facilities in the City. This will encourage active travel within central London, and potentially shift journeys from short taxi, private hire and public transport trips, with associated benefits to air quality and public health.

Equality Implications

31. The proposals to improve the management of dockless cycle hire and to encourage considerate use/parking of bikes will help mitigate adverse impacts for vulnerable road users (e.g. visually impaired, wheelchair users). This is consistent with the public sector equality duty.

Conclusion

32. Dockless cycle hire operations launched in London in the latter part of 2017 and have steadily increased their presence in inner London boroughs, including operating in Camden, Hackney, Islington and Southwark. More boroughs are expected to launch schemes in the coming months.
33. Given that the City Corporation's express consent to operate dockless cycle hire schemes in the City is not required, the continuation of the current policy is felt appropriate pending the adoption of the Transport Strategy; albeit with additional measures to support the considerate use, enforcement and management of dockless cycle hire by operators. This will allow us to work collaboratively with operators to ensure the best outcome. The City is working closely with TfL, London Councils and other boroughs to develop a London-wide solution for regulating dockless cycle hire as their cross-borough operations mean that separate borough by borough arrangements are unlikely to be effective.

Appendices

- Appendix 1 – City of London Dockless Cycle Hire Policy
- Appendix 2 – TfL Dockless Cycle Hire Code of Practice
- Appendix 3 – Legal implications: Advice from the Comptroller and City Solicitor
- Appendix 4 – Government response to written question on powers to regulate dockless cycle hire

Background Papers

Dockless Cycle Hire – Report to Planning and Transportation Committee, 3 October 2017

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Appendix 1 – City of London Dockless Cycle Hire Policy

As adopted by the Planning & Transportation Committee on 3 October 2017.

The City of London Corporation recognises the role that well-organised dockless cycle hire schemes can play in providing low-cost public access to cycles for short urban journeys and endorses the Dockless bike share code of practice (“the Code”).

Operators are expected to follow the requirements and recommendations of the Code.

While the City of London is likely to be a popular destination for trips undertaken by dockless cycle hire, the street layout and extremely high footfall in the City means that highway in the City is an unsuitable location for dockless cycle hire operations to be based. This means that no operator should directly place cycles on City Corporation highway. Cycles should not be placed on any other land in the City without the consent of the property owner. The City Corporation should be informed in advance of any proposals to base cycles on private property within the City.

The City Corporation will engage with operators wishing to operate dockless cycle hire schemes, and users of the schemes may leave the cycles in appropriate locations on City streets, with these cycles then available for public hire, subject to cycle hire operators’ compliance with the Code and the City Corporation Policy Statement.

Cycles belonging to operators not complying with the Code and causing danger, obstruction or nuisance will be removed by the City Corporation and operators will be liable for costs as set out in the Code.

Operators wishing to run a dockless cycle hire scheme in the City of London should contact the Strategic Transportation team to discuss their proposals.



Dockless bike share code of practice

For Operators in London

September 2017

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1. Introduction

- 1.1. Transport for London (TfL) and the Boroughs have a key role in shaping what life is like in London, helping to realise the Mayor's vision for a 'City for All Londoners'. We are committed to creating a fairer, greener, healthier and more prosperous city. The Mayor's Transport Strategy sets a target for 80 per cent of all journeys to be made on foot, by bike or using public transport by 2041. To achieve this, TfL, the Boroughs and other transport providers must work together to make the city a place where people choose to walk and cycle more often.
- 1.2. **The potential to get more people cycling is huge, and dockless bikes are a way to make cycling more accessible and will complement London's existing public transport network.**
- 1.3. Alongside this, streets must be made more accessible for those who prefer to walk, especially children and older and disabled Londoners. Safety remains our primary objective and it is our duty to protect the rights of the public to use and enjoy the Capital's highways and footways. **Dockless bike share schemes must work for everyone without impacting, or causing a Danger to, other road users.**
- 1.4. This code of practice (this Code) has been developed in collaboration with London's Boroughs. It outlines the requirements and recommendations that Operators are expected to follow as part of delivering safe and effective schemes in the Capital.
- 1.5. **This Code will be reviewed and updated regularly so it continues to reflect best practice and the interests of Londoners.**
- 1.6. It complements the existing legal and regulatory framework, which Operators must observe and comply with at all times. Failure to follow this Code may be taken into account should any Highway Authority take enforcement action (see Section 7 of this Code) or begin legal proceedings against any Operator.
- 1.7. Copies of this Code are publicly available, in accordance with the Local Government (Access to Information) Act 1985.

2. Aim and scope

- 2.1. A key aim of this Code is to ensure well-designed, dockless bike share schemes that complement London's public transport network and support the Mayor's Transport Strategy.
- 2.2. This Code applies to all Operators and sets out the operational and safety standards that Operators are expected to adhere to.

3. Definitions

3.1. For the purpose of this document the following definitions apply:

Boroughs

3.2. Boroughs mean all of the 32 London boroughs and the City of London.

Danger

3.3. Danger means risk of bodily harm or injury or damage to property.

Geographic Controls or Geo-fencing

3.4. Geographic Controls or Geo-fencing means the use of Global Positioning Systems (GPS) or Radio Frequency Identification Device (RFID) technology to create a virtual geographic fence. When a device moves into (or out of) the space defined by the fence, triggers are sent and the user will receive, for example, a text or push notification.

The technology allows Operators to specify where a bike can be safely parked, or create an exclusion zone that prevents the bike from being manually locked.

Highway Authority

3.5. Highway Authority means a body responsible for the administration of Public Roads including TfL, Highways England and the Boroughs.

Non-participating Borough

3.6. Non-participating Borough means any Borough which is not directly associated with an Operator that could be interpreted as not supporting dockless bike share schemes, either explicitly or implicitly.

Nuisance

3.7. Nuisance means an act, omission, situation or practice that materially affects the reasonable comfort and convenience of the public.

Obstruction

3.8. Obstruction means a situation arising from the deposit of a bike or bikes (whether by reason of its or their position, their number, or otherwise) so as adversely to affect the free use of a highway (including a footway or a carriageway), or adversely to affect the free use of any other public or private land which is not specifically assigned for the purposes of dockless bikes.

Operator

3.9. Operator means any Operator running or planning to run a dockless bike share scheme on Public Roads or which may affect any premises or assets of TfL or the Boroughs.

Participating Borough

3.10. Participating Borough means a Borough that has entered into a Memorandum of Understanding (MoU) or other agreement with an Operator to support the operation of a dockless bike share scheme in that Borough.

Public Road

3.11. Public Road means any highway or other road maintainable at public expense.

4. General requirements

- 4.1. Any Operator wishing to run a dockless bike share scheme within the Capital should be an accredited London Living Wage Employer. It must also:
- Comply with all applicable laws, codes of practice and standards
 - Take out and maintain appropriate insurances, for itself and users of the scheme, as well as appropriate public liability insurance

5. Engagement

Prior to launching a dockless bike share scheme, Operators must engage with TfL and all other relevant Highway Authorities responsible for the Public Roads on which the scheme is proposed to operate or whose premises may be affected by such scheme.

- 5.1. Engagement with Highway Authorities includes (without limitation):
- Agreeing a detailed operations plan specifying how the scheme will comply with all of the requirements contained in this Code, in particular the provision and application of:
 - Strict Geographic Controls
 - Parking infrastructure and control
 - Agreeing detailed plans outlining where and when the Operator plans to introduce a scheme, the number of cycles and the extent to which the Operator expects the volume of bikes to grow and be managed
 - Providing evidence the Operator has engaged with Highway Authorities likely to be affected by the scheme in the Participating Borough (eg neighbouring Boroughs)

The Operator must also agree to any additional terms required by the relevant Highway Authorities to supplement this Code.

- 5.2. As well as adhering to this Code, it is recommended that Operators establish an appropriate form of agreement with Participating Borough(s). It must be noted, however, that any such agreement is without prejudice to the requirement for Operators to comply with all applicable laws including those governing interference with free passage on Public Roads.
- 5.3. Dockless bike share schemes should be introduced on a trial basis. Parameters should be set with Participating Boroughs specifying, as a minimum, the number of bikes to be deployed, when the trial will take place, how long it will last and reporting on the performance and impact of the trial scheme.
- 5.4. Operators must agree to cease operations and remove all bicycles if instructed to do so by a relevant Highway Authority.
- 5.5. Operators should also consider the benefits of wider engagement, at proposal stage and during operation, with the public, private landowners, and other stakeholders likely to be impacted by the scheme. This should include (without limitation):
- Communicating the general nature of the scheme including approval to operate from the relevant Borough(s)
 - Explaining the scope, for instance the number of bicycles involved and the geographical area in which they may be used

- Providing reassurance and addressing any concerns that the public and local stakeholders may have. Particular consideration should be given to vulnerable road users such as pedestrians, disabled people and those who are visually or hearing impaired

6. Safety and maintenance

The safety of Londoners is a primary concern and increases in the number of people cycling must be achieved safely, minimising Danger to the public. Without limitation, Operators must meet the standards set out below.

- 6.1. Operators must achieve and maintain ISO 4210:2014 standards for bicycles in the UK and it is always their responsibility to ensure this. They must have robust maintenance and servicing regimes in place so bicycles continue to meet applicable laws and standards. As a minimum, bicycles should be given a full service annually, with formal checks and repairs taking place regularly throughout the year.

It is, at the time of publication, a legal requirement to:

- Provide hand-operated brakes arranged left-hand rear and right-hand front
- Provide front and back lights on the bike so it can operate safely in low light conditions – BS EN ISO 4210:1-9 The Pedal Bicycles (Safety) Regulations 2010 and Road Vehicle Lighting Regulations 1989
- Provide a rear red reflector and amber/yellow reflectors on the front and rear of each pedal
- Make sure all bicycles have an individually identifiable asset number

This is not a list of all legal requirements. It is the Operators' responsibility to make sure they comply with all applicable laws and standards for bicycles in the UK.

- 6.2. Operators must also comply with all applicable health and safety legislation. This includes (without limitation) setting out how they will report the number of staff and customers killed or seriously injured (if any) while working for, or using, the scheme.
- 6.3. They must have operational processes in place to enable customers and members of the public to easily report unsafe or damaged bicycles (see Section 8 (Customer experience and education)). It is the responsibility of the Operator to make sure these bicycles are no longer available for hire, and are recovered within the following service response times:
- **Where a bicycle is considered to be causing a Danger or Obstruction**, the bicycle should be removed within two hours, or within the Highway Authority's emergency response time, whichever is the quickest. If bicycles are causing an immediate Danger, the relevant Highway Authority may remove them without prior notice. The Operator will be liable for all associated costs
 - **Where a bicycle is reported to be causing a Nuisance**, a maximum response time of 24 hours will be required
- 6.4. Operators must make sure the bicycles are cleaned frequently and within suitable timeframes as agreed with the relevant Highway Authorities. This will include, but is not limited to, removing offensive graffiti and biohazardous material proactively or when directed by the Highway Authorities.

- 6.5. TfL encourages Operators to achieve the Fleet Operator Recognition Scheme (FORS) bronze accreditation to demonstrate their business is being run safely, efficiently and in an environmentally sound manner. FORS aims to ensure:
- **Safer operations** – Operators meet accreditation standards and report, investigate and analyse incidents
 - **Safer drivers** – approved training is available to drivers to increase their awareness of vulnerable road users' safety
 - **Safer vehicles** – those over 3.5 tonnes are fitted with specified safety equipment
- 6.6. The minimum age recommended for a registered user of any scheme will be 18. If accompanied by an adult, users must be at least 14-years-old. This will be explained both in the user terms and conditions and on the bicycle.

7. Operations

Dockless bike share schemes must be operated so as not to cause disruption. The deposit or use of shared dockless bikes (individually or collectively) must not cause Nuisance or Obstruction, and must not restrict or affect the use or enjoyment of property on Public Roads, the premises of any Highway Authority, or private land. The Highways Act 1980 and relevant Highway Authority byelaws provide powers to remove unlawfully deposited bicycles. A Highway Authority may consider giving a warning or taking enforcement action such as issuing Fixed Penalty Notices (FPNs) or prosecuting, where this is required. Operators will be treated as responsible for the use (including the deposit) of any bike they own or manage.

- 7.1. Where an Obstruction occurs, the bike or bikes involved must be moved to a compliant parking space within the timescales set out in Section 6.3. Failure to comply may result in removal, a formal warning, FPN or prosecution.
- 7.2. Where bikes have been removed either by a Highway Authority or emergency services, the Operator will be liable to pay all associated reasonable costs.
- 7.3. Any specific infrastructure requirements that are considered necessary to support the proposed scheme, for instance demarcation, additional parking areas and Sheffield bike stands, will be agreed with the relevant Highway Authorities.
- 7.4. Operators must liaise with TfL, the relevant Borough(s) and organisations such as the Royal Parks and Network Rail, to establish guidelines for where bikes can and cannot be parked. This will include general parking rules and details of specific areas where parking is prohibited at all or certain times.
- 7.5. Operators must make that an Obstruction does not arise because of the deposit of bikes, and that bikes are not deposited in predesignated no-go areas such as around fire escapes (eg through Geo-fencing).
- 7.6. Operators must also be able to monitor and report the location of all their bikes in real time. It is recommended that they can identify any bikes that have fallen over, and so pose a safety risk, and therefore are liable to be removed.
- 7.7. **Operators must have the capability to manage the removal and redistribution of bicycles including when required by a Highway Authority or the Police and (without limitation):**

- When clustering of bikes occurs, for example around transport interchanges during peak times and at large stadia and other important venues
- If there has been a major incident and the emergency services have requested the immediate removal of all bikes
- When cycle journeys have ended in a Non-participating Borough
- In preparation for planned events as instructed by Highway Authorities or emergency services
- If requested to cease all operations

Service level agreements addressing these situations must be agreed with the relevant Highway Authorities.

- 7.8. The Operator must ensure the safe and lawful loading and unloading of bicycles by properly trained individuals with suitable training records kept and available for inspection. Obstruction must be avoided.
- 7.9. Operators' staff must be properly trained as to where bikes may and may not be deployed with suitable training records kept and available for inspection.
- 7.10. Operators must provide the Highway Authorities with a telephone number and details of a named person or persons who can be contacted directly and immediately, at any time of day, on any day, and who will have the authority and resources available to them in order to rectify any foreseeable problems or take any other appropriate action.

8. Customer experience and education

- 8.1. Operators must offer 24-hour communication channels. This includes a telephone number that is clearly advertised on their website, mobile apps and bicycles.

Customer enquiries made during business hours should go direct to the Operator. An after-hours phone menu should be available for queries outside business hours, where not direct to the Operator.

- 8.2. The Operator must make sure the terms and conditions of use for their scheme/s are easily available to customers, via their website and mobile apps. They must:
- Require all customers to accept their scheme's terms and conditions that includes clear guidelines on where the scheme operates and where bicycles can and cannot be parked
 - Highlight important components of their terms and conditions including parking restrictions, incentives for good behaviour and penalties for non-compliance
 - Provide general advice on their mobile app as part of the sign-up process that promotes safe and lawful bicycle use in London. This should include, but is not limited to, guidance on:
 - Staying back from heavy goods vehicles
 - Not cycling on pavements
 - Staying away from parked cars
 - Stopping at red lights
 - Staying central on narrow roads

- Hand signals for safe turning
 - Provide a ‘frequently asked question’ page on their website and mobile app
- 8.3. All Operators’ deposit and payments policy must be in accordance with the Payment Card Industry Data Security Standard. It should be transparent, reasonable and clearly communicated to the customer when they sign up to the scheme and when they hire a bike.
- 8.4. Operators must have a complaints handling procedure. It must be well publicised and clearly communicated on their website and mobile app. It must also:
- Include contact details, and the process, for making a complaint
 - State the timeframes in which the Operator will endeavour to resolve the complaint, including when they are likely to notify the complainant about its progress or resolution
 - Be accessible so that disabled customers can lodge and progress a complaint

9. Data requirements

The Mayor’s commitment to increasing safe cycling in London requires TfL and the Boroughs to understand patterns of cycle demand and use. Dockless bike sharing provides an opportunity to do this more accurately, which will better inform the Mayor’s cycling strategy for London.

- 9.1. Operators must share anonymised trip data with the relevant Highway Authority to help enhance the cycling network.
- 9.2. They must also share data with the police and other law enforcement agencies if bicycles are suspected of being used for illegal or antisocial purposes.
- 9.3. In accordance with data protection legislation, all personal data must be processed lawfully. Operators must make sure appropriate security measures are taken against unauthorised access to, or alteration, disclosure, accidental loss or destruction of, personal data.

10. The environment

TfL and the Boroughs are determined to reduce the impact of their transport operations on the environment. Measures in the Mayor’s clean air strategy will target the most polluting vehicles in London.

- 10.1. When redistributing bikes, Operators should consider the environmental impact of any vehicles used. Compliance with the FORS bronze accreditation will contribute to this.
- 10.2. It is recommended that Operators comply with ISO 14001:2015 to minimise negative impacts on the environment.
- 10.3. Recognising that bicycles have a limited useful life, Operators must share their policy for reusing and recycling their assets with TfL and the relevant Boroughs.

11. Accessibility requirements

TfL and the Boroughs continue to improve the Capital’s urban realm, decluttering streets and making public spaces more pleasant and easier for disabled people to use.

11.1. Operators should recognise TfL's equality and inclusion policy and must be committed to improving transport in London by making it more accessible, safe and reliable.

12. Future considerations

TfL, in partnership with the Boroughs, remains open to innovative new services that could help achieve the Mayor's goals for cycling, provided they are safe and effectively managed.

The introduction of dockless bike sharing will be closely monitored as appropriate governance and regulatory controls are explored to make sure it works for everyone in the Capital.

Appendix 3 – Legal implications: Advice from the Comptroller and City Solicitor

Statutory duties

The City Corporation has a duty under s.130 of the HA 1980 to assert and protect the rights of the public to the use and enjoyment of any highway for which they are the highway authority.

It also has a network management duty under s.16 of the Traffic Management Act 2004. This requires it to manage its road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives:

- a. securing the expeditious movement of traffic on the authority's road network; and
- b. facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.

Under section 122 of the Road Traffic Regulation Act 1984 local authorities are under a duty to exercise functions conferred on them under that Act so far as practicable, having regard to matters specified in subsection (2), to secure the expeditious, safe and convenient movement of traffic (including pedestrians).

The City Corporation is also subject to the public sector equality duty under section 149 of the Equalities Act 2010. This means that in the exercise of its functions it must have due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it. This includes removing or minimising disadvantages suffered by people due to their protected characteristics (such as visual or mobility disabilities).

An unmanaged proliferation of bikes on the highway arising from dockless bike hire schemes may compromise compliance with the above statutory duties.

Statutory powers to deal with bikes on highway

Dockless cycle hire schemes which do not necessitate any infrastructure being placed on the highway fall outside the existing legislative framework and do not need the City Corporation's consent to operate in the City. However, there are some existing statutory powers available where bikes are left so as to cause an obstruction, nuisance or danger.

1. Section 137 HA 1980 – If a person, without lawful authority or excuse, in any way wilfully obstructs the free passage along a highway he is guilty of an offence and liable to a fine not exceeding Level 3 on the standard scale (currently up to £1000.00.)
2. Section 148(c) HA 1980– if, without lawful authority or excuse a person deposits anything whatsoever on a highway to the interruption of any user of

the highway he is guilty of an offence and liable to a fine not exceeding Level 3 on the standard scale.

3. Section 149 HA 1980 – if anything is so deposited on a highway as to constitute a nuisance, the highway authority for the highway may by notice require the person who deposited there to remove it forthwith. In the event of non-compliance, a court order may be obtained authorising the removal and disposal of the offending item. If the highway authority has reasonable grounds for considering the item constitutes a danger (including a danger caused by obstructing the view) to users of the highway and ought to be removed without the delay of seeking a court order it can remove the item forthwith and, ultimately, seek a court order for its disposal.

Street trading and ‘waste’

Consideration has been given to whether the provision of dockless cycles for hire is caught by local legislation which makes it unlawful for any person to engage in unauthorised street trading in the City. “Street trading” is defined in the City of London (Various Powers) Act 1987 to mean the selling or exposing or offering for sale of any article or thing in a street. However, dockless cycle hire schemes involve bikes being available on the highway (or on private land with the consent of the owner) for temporary hire by members of the public, with payment being made via an App, and no person in the street engaged in the hiring out of the bikes. As the 1987 Act prohibits a person from selling etc. items in the street, not the temporary hiring of bikes in the way proposed which is more in the nature of a service (and not dissimilar to the existing Santander cycle hire scheme except that there are no docking stations), the activity would not amount to unauthorised street trading.

Consideration has been given to whether definitions of “waste” or “litter” in legislation apply. It is considered that these terms are not intended to cover bicycles left temporarily on the highway and which are in use for the benefit of the operators and their customers and officers are not aware of any decisions on this point. It is not considered that this adds significantly to the City’s statutory powers to deal with bikes on the highway.

Regulation by making byelaws

Government guidance states that byelaws are considered measures of last resort after a local council has tried to address the local issue the byelaw applies to through other means. A byelaw cannot be made where alternative legislative measures already exist that could be used to address the problem. Byelaws should always be proportionate and reasonable.

It follows that there is a risk that the case for making a byelaw to regulate dockless bike hire could be undermined if all bikes on City streets were to be classed as obstructions and removed under existing powers. This would not prevent the application of the Street Obstructions Policy as proposed.

In relation to the activities of other local authorities in this area, it is understood by City officers that action is proposed to be pursued through a proposed London-wide byelaw.

TfL and London Councils have proposed establishing a regulatory framework for dockless bike hire schemes by way of a London-wide byelaw as the Boroughs have power to make byelaws for good rule and government under section 235 of the Local Government Act 1972. This would necessitate each authority delegating their byelaw-making powers to London Councils' TEC. The byelaw would then be made by way of the new simplified procedure introduced by Regulations which replaced the requirement for Government confirmation of the byelaw.

(However, the City Corporation has a different power to make byelaws for good rule and government contained in the City of London (Various Powers) Act 1961 to which the new simplified procedure does not apply. The City Corporation's participation in London-wide byelaw arrangements may therefore require a separate byelaw (which would need to be confirmed by the relevant Secretary of State) to interface with the TEC byelaw as part of the London-wide controls).

Liabilities

In the event of loss, injury or damage being caused by the cycles, the person responsible would depend on the circumstances of each case. For example, if a cycle had remained in a dangerous position for days without the highway authority taking steps despite complaints, some liability would be likely to rest with the highway authority. If an accident occurred a few moments after the cycle was left in a dangerous position and the highway authority had no reasonable opportunity to identify and remedy the danger, it is unlikely any liability would rest with the highway authority, and therefore would be more likely to rest with the user and/or operator. In addition, the steps proposed to secure the co-operation of operators in ensuring safe practises would help demonstrate that the City is taking reasonable measures consistent with its responsibilities.

Appendix 4 – Government response to written question on powers to regulate dockless cycle hire

Asked by Stephen Morgan, MP for Portsmouth South:

To ask the Secretary of State for Transport, what powers local authorities in England have to regulate bike share schemes within their boundaries.

Answered by Jesse Norman, Parliamentary Under Secretary of State for the Department for Transport (22 November 2017):

There are no specific powers relating to bike-share schemes, however shared bicycles are subject to the same legal requirements and byelaws as other bicycles, and local authorities have powers to act if they are causing an obstruction or nuisance. The Department is discussing with various stakeholders the possible need for an agreed consistent national standard for bike share schemes to help ensure that they are introduced and managed appropriately.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

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