



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

**Date:** TUESDAY, 22 JANUARY 2019  
**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 Kevin Everett  
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 summary of the meeting held on 4 December 2018.  

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

**For Information**  
(Pages 11 - 16)
5. **BANK JUNCTION IMPROVEMENTS**  
Report of the Director of the Built Environment  

**For Decision**  
(Pages 17 - 44)
6. **GREENING CHEAPSIDE S106**  
Report of the Director of the Built Environment  

**For Decision**  
(Pages 45 - 60)
7. **MOOR LANE ULEV SCHEME**  
Report of the Director of Markets and Consumer Protection  

**For Decision**  
(Pages 61 - 88)
8. **ANTI-TERRORISM TRAFFIC REGULATION ORDER: 2018 REVIEW**  
Report of the Director of the Built Environment  

**For Information**  
(Pages 89 - 96)
9. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**
10. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

11. **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**

12. **NON-PUBLIC MINUTES**

To agree the non-public minutes of the meeting held on 4 December 2018.

**For Decision**  
(Pages 97 - 98)

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

14. **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, 4 December 2018**

**Minutes of the meeting of the Streets and Walkways Sub (Planning and Transportation) Committee held at the Guildhall EC2 at 10.00 am**

### **Present**

#### **Members:**

Christopher Hayward (Chairman)	Marianne Fredericks
Oliver Sells QC (Deputy Chairman)	Paul Martinelli (Ex-Officio Member)
Randall Anderson	Deputy Alastair Moss
Deputy Keith Bottomley	Graham Packham
Deputy Jamie Ingham Clark	

#### **Officers:**

Leah Coburn	- Department of the Built Environment
Joseph Anstee	- Town Clerk's Department
Olumayowa Obisesan	- Chamberlain's Department
Ian Hughes	- Department of the Built Environment
Alan Rickwood	- Department of the Built Environment
Melanie Charalambous	- Department of the Built Environment
Zahur Khan	- Department of the Built Environment
Emily Black	- Department of the Built Environment

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

Apologies for absence were received from Deputy Kevin Everett, Alderman Alison Gowman and Alderman Gregory Jones.

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

Graham Packham declared a pecuniary interest in item 10.

#### **3. MINUTES**

**RESOLVED** – That the minutes of the meeting held on 23 October 2018 be agreed as a correct record.

#### **4. OUTSTANDING REFERENCES**

The Sub-Committee received a list of outstanding references.

#### Swan Pier

The Chairman expressed his disappointment that an officer from the City Surveyor's Department was not present at the meeting to give an update on the project and advised the Sub-Committee that he would follow this up outside the meeting.

### 22 Bishopsgate

The Director of the Built Environment advised the Sub-Committee that there had been some delay as the developer had shifted their programme, slowing negotiations, but the details of the agreement were in place and a meeting would be taking place that week.

### Dockless Bikes

The Director of the Built Environment advised the Sub-Committee that more general work on reviewing the Street Obstructions Policy had begun, and this would be brought back to Members in Spring 2019.

### Beech Street

The Director of the Built Environment and the Chairman advised Members that there had been positive meetings in the last month with London Borough of Islington at Member and Officer level, and there was political agreement to push together to complete all relevant projects at the highest possible standard.

The Sub-Committee noted that Blackfriars Bridge Underpass should be added to the outstanding references for the Sub-Committee, having been taken off the Grand Committee's outstanding references. A Member stated that there were repairs and maintenance that still needed to be carried out.

A Member asked if officers could provide any details on accelerations to the Beech Street project. The Director of the Built Environment responded that the aim was to put an interim scheme in place within the next 18 months, which had been communicated to TfL and Islington, and officers were awaiting feedback. It was hoped that officers would have firmer idea of wider timescales for the project by March 2019.

A Member asked that the timescales charted on the outstanding references list be made more specific, rather than, for instance, describing a project as 'ongoing'. The references list should give a specific target date for the project to progress to its next step, with items split up into phases if necessary.

**RESOLVED** – That the list of outstanding references be noted, and updated accordingly.

## 5. **FREDERICK'S PLACE ENVIRONMENTAL ENHANCEMENTS**

The Sub-Committee considered a report of the Director of the Built Environment seeking Combined Gateway 3, 4 and 5 approval for environmental enhancements at Frederick's Place. The Director of the Built Environment introduced the report and gave Members an overview of the scheme alongside a short presentation. Members noted a tabled letter from the Mercer's Company requesting a change to the granite sett design, and were advised that the change, if approved, would not have cost implications or create conservation concerns. Members agreed the Mercers' Company's proposed design change.

Following assessment, it was proposed to raise the carriageway to footway level and repave it to improve accessibility. The Mercers' Company had agreed to provide funding for materials in advance and wanted to tie the project in with their own development of several buildings that faced onto Frederick's Place, due for completion in Summer 2019.

The Chairman reported that there had been recent public nuisance issues reported in the space, particularly relating to on-street drinkers, and that as a result the Mercers' Company had proposed that they take ownership of the space so that it could be gated-off. A Member added that this would be cause for a licensing review if the problems persisted, as there was also the public health issue of broken glass on the street. A Member suggested that whilst this had been an ongoing problem for some time, the completion of both the Mercers' Company development and the project under consideration may help.

A Member suggested making the space more pedestrianised by making it access-only for vehicles. The Director of the Built Environment responded that the Mercers' Company had requested access for vehicles to make drop-offs.

A Member reminded officers to be mindful of consulting heritage and filming teams when devising projects, particularly when they relate to original areas such as Frederick's Place, and added that a yellow line should not be put in. The Director of the Built Environment responded that a pedestrian zone would need to be put in place to avoid putting in a yellow line, otherwise traffic restrictions could not be enforced without one.

Members were opposed to a yellow line being put in place and asked officers to explore alternative solutions, such as 'smart' bollards at the entrance to the space that allowed access at specified times. The issue of anti-social behaviour was also pertinent to this scheme. A Member suggested a removable yellow line for now whilst alternative traffic order options were explored. The Director of the Built Environment advised the Sub-Committee that officers could look at the scheme and the possibilities of a different traffic order or signs. Similar roads elsewhere had yellow lines and had been required for enforcements.

**RESOLVED** – That, after accounting for Members' observations, the Streets & Walkways Sub-Committee agree that:

- i) The project be approved at a cost of **£543,230** as funded by a Section 278 agreement with the developer of 1-3,7&8 Frederick's Place, The Mercers' Company;
- ii) Authority is given for the release of funds to purchase long lead-time materials and associated costs amounting to **£43,500**, in advance of the full S278 payment to avoid delays to the programme, subject to the letter of agreement with the developer. The amount would be deducted from the full S.278 payment;
- iii) Authority to start work be granted subject to completion of the Section 278 and receipt of full funding from the developer;

- iv) Approval is given for City officers to publish proposals in relation to any necessary traffic orders or other consents to implement the project as described in this report (Traffic orders will be necessary to implement a loading restriction, relocate the motorcycle parking and to remove the disabled parking bay); and
- v) Delegated authority be given to the Director of Transportation and Public Realm to consider any objections to the traffic orders detailed in this report.

6. **80 FENCHURCH STREET**

The Sub-Committee considered a report of the Director of the Built Environment seeking approval to commence work on the 80 Fenchurch Street development.

A Member asked whether servicing vehicles for the scheme using Northumberland Alley would also be using Crutched Friars, as there had been recent capacity issues on Crutched Friars, particularly with regard to parking bays. The Member asked that Crutched Friars be taken into consideration when undertaking consultation, as noisy deliveries had also been an issue, and it was vital to keep stakeholders on Carlisle Avenue and Northumberland Alley informed and engaged during the consultation process. The Director of the Built Environment responded that consultation would be undertaken before starting work on the scheme, which was still in the design phase.

**RESOLVED** – That the Streets & Walkways Sub-Committee agree:

- i) Approval to commence the project;
- ii) Approval to recover existing shadow code staff costs from the received £40,000 design and evaluation sum;
- iii) Delegation of authority to the Director of the Built Environment to approve the start of work (Gateway 5); and
- iv) Delegation of authority to the Director of the Built Environment to approve budget adjustments within the approved total project budget amount.

7. **55 MOORGATE SECTION 278 PUBLIC REALM AND HIGHWAY IMPROVEMENTS**

The Sub-Committee considered a report of the Director of the Built Environment seeking approval to initiate a project to make public realm and highway improvements at 55 Moorgate. The Director of the Built Environment advised the Sub-Committee that the scheme would lead to the creation of a helpful new pedestrian connection between Moorgate and Coleman Street.

**RESOLVED** – That the Streets & Walkways Sub-Committee approve the initiation of the project.

## 8. QUEENHITHE AND VINTRY PUBLIC REALM IMPROVEMENTS PROGRAMME REPORT

The Sub-Committee considered a report of the Director of the Built Environment updating the Sub-Committee on a number of live and forthcoming public realm improvement projects and developments in the Queenhithe and Vintry area, and proposing to manage these projects using a programming approach in order to coordinate reporting and updates and ensure that dependencies and risks are managed. Members noted a tabled document detailing amendment to the finance tables as set out in Appendix 5 and the consequent revised recommendation to the report.

The Director of the Built Environment introduced the report and gave Members an overview of each scheme within the programme alongside a short presentation. The projects involved were Mansion House Station environs public realm enhancements, the Queensbridge House Hotel S278, and Globe View Walkway.

With regard to the Mansion House Station environs scheme, a Member asked who would be responsible for maintenance, and associated costs, of the pergola if that option was approved. The acoustic wall proposed in the other option would be valuable as Upper Thames Street was a noisy and busy road, and the Member suggested looking at a way to combine the two options as they both had merits. A Member added that officers should ensure measures were taken to discourage skateboarding in the area.

The Director of the Built Environment responded that maintenance of the pergola was not expected to be burdensome. The plants would take around a year to mature, although faster-growing plants could be used. An irrigation system could also be installed. Officers could look into a solution which combined the acoustic wall with a 'green screen', although this might have cost implications, and could take measures against skateboarding.

A Member asked what material would be used for the structure of the pergola as this would have implications, and the Corporation did not want to find itself rebuilding the pergola every ten years. The Director of the Built Environment responded that timber would be used, similar to other structures in the City of London. Whilst they were not permanent, they did last a long time. Metal and lighting could also be incorporated into the structure, but officers would be sure to take maintenance and sustainability into account when agreeing the final scheme.

Members were supportive of option two for the Mansion House Station public realm enhancements and asked officers to look into combining the wall and the pergola options.

**RESOLVED** – That the Streets & Walkways Sub-Committee:

- a) Agree the proposed programming approach which will include joint project Gateway reporting and updates;

- b) Approve funding of £65,000 from TfL Local Implementation Plan (LIP) to progress the Globe View Walkway project to Gateway 4/5;
- c) Approve Option two ('public realm enhancements of area with pergola structure to boundary') to develop to Detailed design and Authority to Start work (Gateway 4/5);
- d) Approve the Revised Budget of £113,007 to reach the next gateway to be funded by TfL Local Implementation Plan 2018-19/2019-20, as set out in Table 2.
- e) Approve initiation of the Queensbridge House Hotel S278 project (as set out in Appendix 4) with funding of £57,800 from the developer to reach the next Gateway.

## 9. **LANE RENTAL**

The Sub-Committee considered a report of the Director of the Built Environment concerning Lane Rental schemes. The Director of the Built Environment introduced the report which covered the background of lane rental schemes and outlined the advantages and disadvantages of introducing them in the City of London.

The schemes had an intuitively attractive feel but carried notable disbenefits. Guidance from central government had made it clear that lane rental fees would also apply equally to local authority works and works by utilities companies, thus affecting Corporation investment decisions. The Department for Transport (DfT) had limited the extent of the road network covered by Lane Rental to 5%, except for TfL who were considered a special case.

Having engaged with colleagues at other authorities, officers felt there was no great demand to progress the introduction of the schemes, as the significant disbenefits meant the overall benefit was not significant. For example, the schemes incentivised a shift to night-time work which, in turn, created conflicts with residents and incurred costs in managing the complaints process. However, officers would continue to assess the benefits and challenges of Lane Rental, internally and in conjunction with officers at other authorities.

Members were supportive of keeping the matter under review, particularly in conjunction with the aims and objectives of the forthcoming Transport Strategy, and asked for more detail on where payments from local authorities would be directed, what feasibility work had been done, and what percentage of the City of London's streets the schemes would likely apply to. Members noted that whilst the schemes might result in shorter disruptions to the network, when highway works had been undertaken, reinstatement work needed to be done well, and lane rental schemes risked this work being rushed in order to avoid Lane Rental costs.

In response to queries from Members, the Director of the Built Environment advised the Sub-Committee that payments made under the schemes would be ringfenced and could only be spent on funding anti-congestion initiatives.

Officers had engaged with Kent County Council at the outset of their scheme, but had not yet undertaken feasibility work as the requirements of a Lane Rental scheme had made the size of the challenge clear. Officers had found, in the instance of Cadent undertaking work on gas mains on Gracechurch Street, that having to pay a big sum had not incentivised them to complete the work faster.

**RESOLVED** – That the Streets & Walkways Sub-Committee agree:

- a) That the City work with other highway authorities to establish whether a ‘critical mass’ of Lane Rental streets in Central London can be established (paragraph 12, Option 3);
- b) To keep matters under review in conjunction with the aims & objectives of the forthcoming Transport Strategy; and
- c) That officers continue to identify & promote safe and effective ways of working that help reduce the duration of works on City streets.

10. **REVIEW OF PROJECTS WITHIN THE BUILT ENVIRONMENT DIRECTORATE**

The Sub-Committee received a report of the Director of the Built Environment proposing a review and prioritisation of transportation and public realm projects within the Department of the Built Environment in order to best utilise available funds to deliver corporate priorities and enable continued development to support economic growth.

The Director of the Built Environment advised the Sub-Committee of the need to consider the context of developing against the Corporation’s strategies and the wider economic context. A number of projects requiring significant investment were on the horizon which necessitated a review of the whole portfolio to ensure projects undertaken were cost-effective and supported the Corporation’s aims. A two-stage process was proposed, with the results of the first stage brought back to committees in 2019.

Officers recommended that projects fully funded by S278 agreement monies, projects previously approved at Gateway 5 and fully funded, and Highways Structures fully funded by the Bridge House Estates should fall outside the scope of the review, along with eleven projects that could be fully funded with unallocated Section 106 funding. Forty-three pre-project proposals were recommended for archiving in the Project Vision system. The proposed approach and methodology for the review and prioritisation of projects was set out in the report. A ten-year plan for the second stage of the process would be drafted.

The Chairman advised the Sub-Committee that this was a complicated but significant report. The process was necessary given the Corporation potentially faced a new spending environment and less funding for projects was a possibility. Members were supportive of the review and commended officers on the work that had been done so far. Members recognised the importance of

being pragmatic and strategy-led, with cross-departmental co-operation, and the benefit of having a process to identify priorities with the courage to cancel outliers. A Member suggested that the process could be used as an exemplar and could be shared with other departments through the Town Clerk's Department.

In respect of Table D, which outlined pre-project proposals to be archived, Members expressed some concern. A broad range of proposals were set out and there was some concern that areas such as Golden Lane and Whitefriars, which were either significant to wider initiatives, or had not seen many projects to enhance the streetscape, were in danger of being left behind, so an overarching process for the whole City would be required. A Member added that the table lacked detail and information such as the impact and the budget on the proposals to be archived, and suggested that this be added. The ability to initiate projects quickly was useful and it would be a shame to lose the ability to get funding and swiftly match it with a project. A Member queried whether the proposals were recommended for archiving purely on the basis that no money had been spent on them. If a project would have been higher if spending had been initiated, this did not represent thoughtful prioritisation.

The Director of the Built Environment thanked Members for their comments and responded to points raised. Tables A and B related to projects enabling economic growth and the key was supporting overall economic wellbeing. With regards to Table D, some areas had seen less spending when compared to others, and this was often on the basis that spending priorities followed private sector investment. The list was also quite historic, and a number of the projects also related to older strategies. Whilst they were not unimportant, there were new policies and proposals that required focus.

The Sub-Committee was advised that the report would go on to Planning & Transportation Committee for decision, taking account of comments from Members of the Sub-Committee. The Chairman gave thanks to the Director of the Built Environment for the significant amount of good work done so far and for the clear explanation of the proposals.

**RESOLVED** – That the report be noted.

**11. MAJOR HIGHWAY ACTIVITIES 2018 & 2019**

The Sub-Committee received an annual report of the Director of the Built Environment, reflecting on major highway activities in 2018 and 2019. The Director of the Built Environment introduced the report and advised the Sub-Committee of the key points.

Work volumes from developers and utilities in particular were expected to remain high in 2019. There had been deregulation with regards to independent connection partners which had increased flexibility for developers. Major works across the width of Leadenhall Street were planned for the first quarter of 2019, and around 150 days of disruption had been saved through combining and managing projects. It was important going forward to motivate utilities

developers to complete their work quickly without compromising the quality of their work.

In response to queries from Members, the Director of the Built Environment advised that gas works in Fenchurch Street could not continue during the winter due to the impact on the gas network, creating a window to co-ordinate works in Leadenhall Street. A Member advised that this be made clear in communications about the work, otherwise residents might find it odd. The deregulation of the utility industry was an underlying concern for officers, although the Corporation could charge more for permits where it was deemed necessary.

Regarding the structural investigations under Lindsey Street, the Director of the Built Environment advised that it was not clear if structural weakness had been caused by Crossrail or by general deterioration, but it was unlikely that Crossrail would fund any repair work. Any surface level work would be done sensitively bearing in mind the upcoming Christmas period around the Market.

In response to a query from a Member, the Director of the Built Environment advised that the Corporation did not have to accept applications for filming-related road closures. A review of the process was ongoing with the Film Office and this would be covered in the Special Events report that would be brought to Committee in the New Year, along with details of recent filming in the City of London which included several major Hollywood films.

**RESOLVED** – That the report be noted.

12. **ANNUAL ON-STREET PARKING ACCOUNTS 2017/18 AND RELATED FUNDING OF HIGHWAY IMPROVEMENTS AND SCHEMES**

The Sub-Committee received a report of the Chamberlain, updating Members on action taken in respect of any deficit or surplus in its On-Street Parking Account for the financial year.

**RESOLVED** - That the contents of the report be noted for information, before submission to the Mayor for London.

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

There were no questions.

14. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

There was no other business.

15. **EXCLUSION OF THE PUBLIC**

**RESOLVED** – That under Section 100(A) 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 1 of Schedule 12A of the Local Government Act.

<b>Item No.</b>	<b>Exempt Paragraphs</b>
16	3
17 – 18	-

16. **NON-PUBLIC MINUTES**

**RESOLVED** – That the non-public minutes of the meeting held on 23 October 2018 be agreed as a correct record.

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

There were no questions.

18. **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 other business.

**The meeting closed at 11.35 am**

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Chairman

**Contact Officer: Joseph Anstee**  
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**Joseph.Anstee@cityoflondon.gov.uk**

<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>
<p><b>Ongoing Action</b></p> <p><b>25 July 2016</b></p> <p><b>27 September 2016</b></p> <p><b>8 November 2016</b></p> <p><b>6 December 2016</b></p> <p><b>14 February 2017</b></p> <p><b>16 May 2017</b></p> <p><b>20 June 2017</b></p> <p><b>24 July 2017</b></p> <p><b>5 September 2017</b></p> <p><b>17 October 2017</b></p> <p><b>23 January 2018</b></p> <p><b>27 February 2018</b></p> <p><b>9 April 2018</b></p> <p><b>3 July 2018</b></p> <p><b>4 September 2018</b></p> <p><b>23 October 2018</b></p> <p><b>4 December 2018</b></p>	<p><b>Swan Pier and Trigg Lane</b></p> <p>The Thames Wall adjacent to Swan Pier and Trigg Lane to be repaired to meet the requirements of the Environment Agency notice. Completion due Spring 2019.</p>	<p>City Surveyor</p>	<p>24 January 2019</p>	<p>The matter had now been referred to the City Surveyor. Officers to update.</p> <p>The City Surveyor advised that consultant engineers were currently preparing technical documentation for tenders to repair the flood defence wall.</p> <p><b>The City Surveyor reported that the first tender exercise had resulted in very little interest and a second exercise was scheduled for June.</b></p> <p>Officers to prepare a response to all Members of the Sub-Committee on whether the works related to the pier itself or the flood defence wall, and whether there would be any legal ramifications if the pier was taken out, even temporarily.</p> <p>The Sub-Committee was advised of a slight delay to the restoration of the stonework, and that further funding would be requested from Resource Allocation Sub-Committee under urgency procedures. The Environment Agency had been updated on the work undertaken. The scheme would comprise of work on the Thames Wall and the old pierhead would be replaced with a new one.</p> <p>The contractor is now appointed and is mobilising the site setup, obtaining permits in preparation for starting works in late January. All works on programme.</p>

				The City Surveyors will issue monthly progress reports on this going forward.
<p> <b>24 July 2017</b>  <b>17 October 2017</b>  <b>23 January 2018</b>  <b>27 February 2018</b>  <b>3 July 2018</b>  <b>4 September 2018</b>  <b>23 October 2018</b>  <b>4 December 2018</b> </p>	<p> <b>22 Bishopsgate</b>  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'). </p>	Director of the Built Environment	March 2019	<p>Reference was made to servicing and consolidation measures and officers agreed to report back on this.</p> <p>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.</p> <p>At the last meeting, the Sub-Committee was advised that the negotiations over public realm improvements remained positive. Officers hoped that a legal agreement with the developer would be in place by October 2018 and that work could start in late October or early November 2018.</p> <p>The Director of the Built Environment advised the Sub-Committee that there had been some delay as the developer had shifted their programme, slowing negotiations, but the details of the agreement were in largely in place awaiting final confirmation.</p>
<p> <b>23 January 2018</b>  <b>27 February 2018</b>  <b>9 April 2018</b>  <b>3 July 2018</b>  <b>4 September 2018</b>  <b>23 October 2018</b>  <b>4 December 2018</b> </p>	<p> <b><u>Dockless Bikes</u></b>  In response to a question 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 </p>	Director of the Built Environment	February 2019	<p>Meetings are being held with both cycle operators who currently have agreements to operate in the City.</p> <p>Officers are further reviewing the legal position in relation to obstruction and options to remove bicycles left on City footways. In addition, London Councils are exploring a byelaw to enable operators to be licensed.</p> <p>P&amp;T on 11 September agreed to continue the current dockless cycle hire policy until the</p>

	<p>removed.</p> <p>Officers agreed to speak to the relevant operators and report back to a future meeting.</p>			<p>Transport Strategy is adopted and the policy updated accordingly; the adoption of additional management measures for dockless cycle hire operations during this period; and to support London Councils in their review of the potential for a London-wide byelaw.</p> <p>The Director of the Built Environment advised the Sub-Committee that more general work on reviewing the Street Obstructions Policy had begun, and this would be brought back to Members in Spring 2019.</p> <p>Any relevant updates before the Transport Strategy is brought back to Committee will be reported to Members.</p>
<p>23 October 2018 4 December 2018</p>	<p><b><u>Beech Street Transport and Public Realm Improvements</u></b> The project will address air quality issues by reducing traffic that pass through the tunnel. At the same time it aims to deliver a vibrant street with a high quality public realm at the centre of the Culture Mile, which will also provide the opportunity to realise property outcomes.</p>	<p>Director of the Built Environment</p>	<p>February 2019</p> <p>February 2019</p> <p>March 2019</p>	<p>Regular meetings with TfL and Islington are continuing with the first joint meeting, attended by all three parties, held on 18 January 2019. The Beech Street project and Islington's Old Street/Clerkenwell Road scheme were discussed and how the two projects will interact. Minutes are currently being worked up and an update on the outcomes of this meeting will be provided at the next committee meeting.</p> <p>A meeting to be attended by representatives from GLA and CoL Members (Chairman of P&amp;R and P&amp;T) has been organised for 20 February.</p> <p>The baseline study and data collection exercise is progressing with various surveys planned over the next 4–8 weeks, including traffic surveys, air quality monitoring, noise monitoring and lighting levels assessment.</p>

			March 2019	The first deliverable of the modelling task has recently been completed. This relates to the interim scheme and discussions on the format of the interim scheme and a way forward are currently being discussed with TfL. The impact on buses along Beech Street are also currently being assessed in consultation with TfL and it is expected that these will be resolved in conjunction with the other traffic impacts referred to above. Overall, officers expect to be in a position to advise on the viability of the interim scheme by March 2019.
<b>4 December 2018</b>	<p><b><u>Blackfriars Bridge Underpass</u></b></p> <p>A Member expressed concern regarding the poor state of the underpass at Blackfriars Bridge and asked who was responsible for the cleaning and maintenance of it.</p> <p>Officers advised that there were overlapping responsibilities between the CoL and TfL and discussions were taking place with TfL to address the problem.</p> <p>A Member questioned why Transport for London were reluctant to allow the CoL Corporation to take over responsibility for the underpass and asked if officers had engaged at a senior level.</p> <p>Members expressed concern at the state of the underpass and the fact that people were likely to try and cross the road as an alternative to using it which was extremely</p>	Director of the Built Environment	DBE to update	<p>A detailed response was sent to the Member on 09/01/2018.</p> <p>The City are monitoring it, increasing inspections, scheduled and ad hoc cleaning as required is now in place.</p> <p>Put a request in with TfL with a view to arranging a site meeting to agree an allocate clear responsibilities and explore CoL taking over TfL responsibilities. Officers undertook to report back on the options available.</p> <p>Members noted Officers had reached an agreement with TfL who had agreed to replace the tiles in the Blackfriars Bridge underpass and review the lighting there. Officers would undertake a deep cleanse of the underpass and invite local ward Members and the Chairman and Deputy Chairman of the Port Health and Environmental Services Committee to visit. Members could then consider whether a programme for routine deep cleansing of the underpass would be feasible going forward.</p>

	dangerous.			<p>UPDATE: Members were informed that TfL had undertaken tar repairs in the underpass and that a deep clean of the area had been undertaken by City Highways. TfL had undertaken to look at the issue of rough sleeping here alongside the City's outreach team.</p> <p>New LED lighting was also to be installed in the underpass.</p>
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<b>Committees:</b>	<b>Dates:</b>	
Corporate Projects Board Streets and Walkways Committee Planning and Transportation Projects Sub Committee	17/12/2018 22/01/2019 29/01/2019 20/02/2019	
<b>Subject:</b> Bank Junction Improvements Project: All Change at Bank (UPI 11401)	<b>Gateway 3 Issue Report:</b>  <b>Complex</b>	<b>Public</b>
<b>Report of:</b> Director of the Built Environment <b>Report Author:</b> Gillian Howard		<b>For Decision</b>
<p><b><u>Summary</u></b></p> <ul style="list-style-type: none"> <li>• Last Gateway approved – Gateway 3</li> <li>• Progress to date including resources expended</li> </ul> <p>A pedestrian and cycle movement survey has been undertaken and analysed to update the previous 2015 counts. This data has been analysed to feed into the short-term improvements being designed as part of the Bank on Safety project, and to inform the future design of the longer-term plans for the Bank area (All Change at Bank project).</p> <p>Work has continued with stakeholders bridging the gap of expectation between what the Bank on Safety scheme was delivering and what changes could be expected in the future. Drafting of consultancy briefs and investigations into framework options for procurement have also been undertaken as well as survey work including utility and ground radar surveys.</p> <p>Staff costs have been incurred since Gateway 3 in December 2015 making continued attempts to progress this project in parallel with the Bank on Safety experimental scheme. Progress has been frustrated due to the close relationship with the experimental scheme. Instead it became clear that there were valuable lessons to be learned from the experiment which could prevent too much speculative feasibility design for the longer-term design. We were also aware of not predicating the outcome of the experiment.</p> <p>Resource expended to date (since project initiation in 2013) is £816,667 of the current £1,179,000 approved budget.</p> <ul style="list-style-type: none"> <li>• Summary of issue</li> </ul> <p>The longer-term Bank Junction Improvements project, referred to as ‘All Change at Bank’, was placed on hold in February 2018. Work on this project has not been undertaken, other than data collection on pedestrian numbers/movements and the development of this committee report.</p>		

This report seeks to:

- Restart the Bank Junction Improvements project (All change at Bank);
- Align it with the changes in the corporate project management processes and governance;
- Incorporate the corporate plan outcomes; and
- Seek Members guidance on the trajectory of change desired at Bank to focus the design efforts and minimise the length of the programme.

• Proposed way forward

To formally restart the project with a specific design focus and for a further report in April/May 2019 to be prepared on that basis. This will set out the expected milestones for the project, scenario tests to be undertaken, anticipated public engagement activities and expected costs to reach Gateway 4. As part of this subsequent report the scenarios will include proposed options for the types of vehicle to pass through the junction.

Total Estimated Cost

£4-18 million

(depending upon the strategic option chosen from this report and the subsequent design investigations. The subsequent work will identify options for Members to choose between which will vary in cost and 'look and feel'. Given the challenge of building over an existing London Underground structure, even fairly minor alterations to kerb lines for example, may still be complex to achieve .)

## Recommendations

Members of all Committees to:

1. Approve for the Bank Junction Improvements Project (All Change at Bank) to be formally restarted.
2. Approve the Project Objectives in paragraph 13 continue to be relevant to align with the wording of the Corporate plan.
3. Note change to governance arrangements of the existing Project Board into a stakeholder working group, and the creation of a new internal Project Board
4. Proceed with feasibility design of Strategic Option 2 (semi pedestrian priority with some vehicle movement) to a Gateway 4 report. This next phase of work will investigate different options for highways alignment, design of public realm and vehicle mix to inform the Gateway 4 report.
5. Note the options for procurement routes to include the option of any applicable framework contract (paragraph 44 and Appendix 6).

For Members of Streets and Walkways and Planning and Transportation Committee only to:

6. Note that Streets and Walkways will remain the nominated client Committee for future reports on this project, with escalation to Planning and Transportation Committee as required.

## Main Report

<b>1. Issue description</b>	<ol style="list-style-type: none"><li>1. There are five issues that need to be considered as part of this report. Firstly, the project needs to be formally restarted following the February 2018 report, when it was put on hold.</li><li>2. Secondly, it is prudent to confirm the original project objectives are still relevant. The project has been on hold and the Bank on Safety experiment has been made permanent, changing the baseline for the future project both in terms of data and timescale. There is also a need to ensure that any future project helps to deliver the Corporate Plan outcomes.</li><li>3. Thirdly, confirmation of whether Streets and Walkways Sub or Planning and Transportation Committee will retain the day to day overview and decision making of this project's development is needed. The reporting lines were enhanced for the Bank on Safety scheme due to the political nature of project.</li><li>4. Fourthly, prior to the project being put on hold, the existing governance arrangements had a Project Board. The Project Board consists largely of external stakeholders. However, looking forward this grouping will not be the correct forum to make project related decisions (those outside of Committee decision making). It is therefore proposed to dissolve the current Project Board and to regroup the external stakeholders as a working party. This would retain the ability to continue to engage regularly with these stakeholders and seek their opinion on options as they develop.</li><li>5. It is proposed to create a new Project Board consisting of internal officers who are able to take and action decisions on behalf of the City Corporation (that do not require committee approval). This will extend to Transport for London (TfL) representation as necessary.</li><li>6. And lastly, establishing the appetite for change at Bank Junction. Whilst the Bank on Safety scheme has provided many lessons and delivered a safer environment, it was developed as an interim measure to reduce the probability of collisions. With growing numbers of pedestrians and cyclists through the junction, the impact of the change will not sustain the level of safety improvement required in the longer term.</li><li>7. This report presents to Members three strategic options for the direction this longer-term vision for Bank could take. Within each option there are numerous variations that can be explored in terms of the space created and type of movement</li></ol>
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	<p>undertaken. The range of cost within each strategic option is dependent upon the design decision taken by Members at a later date. However, this longer-term vision risks not being achieved at the pace required to meet the growth of the City's daytime population. London Underground's Bank Station Capacity Upgrade is due to complete in 2022; It is possible that construction of the final scheme at Bank Junction will not complete before its opening. To minimise this risk, the following report seeks a decision from Members to focus the next phase of work to a particular direction of change.</p>
<p><b>2. Last approved limit</b></p>	<p>£1,179,000</p>
<p><b>3. Options</b></p>	<p>8. Following the introduction of the Bank on Safety scheme as a permanent measure in September 2018, the focus has turned to ensuring that the longer-term project, known as All Change at Bank, is delivered.</p> <p>9. Following the current corporate project management review, and the approval of the Corporate Plan, it is proposed to make some adjustments before this project is restarted to better align the project with these. Given the baseline, in terms of data and timeframes, has also changed with the introduction of the Bank on Safety scheme, it is appropriate to review the objectives and governance of the longer-term project.</p> <p><b>Project Objectives</b></p> <p>10. The likely completion of the All Change at Bank project is still several years away. It is important that the objectives are meaningful and help to deliver the corporate priorities and policies. Members are requested to agree some small changes to the projects existing objectives to better align the wording with the current Corporate Plan outcomes. This will assist with measuring progress against these.</p> <p>11. The substantive meaning of the objectives remain the same as the pressures for the junction and surrounding area remain relatively unchanged. Although improvement in casualties and air quality have been realised during the Bank on Safety experiment, there is still a lot that can be done to further improve these.</p> <p>12. The current agreed objectives headings are:</p> <ul style="list-style-type: none"> <li>A. To reduce casualties;</li> <li>B. Reduce pedestrian crowding levels;</li> <li>C. Improve air quality; and</li> <li>D. Improve the perception of 'place' – as a place to spend time in rather than to pass through.</li> </ul>

13. It is suggested that moving forward the objectives be placed under the Corporate Plan headings and outcomes of:

<b>Bank Junction Improvements Project Objectives</b>	<b>Corporate Plan Aim</b>	<b>Corporate Plan Outcome</b>	<b>Corporate Plan High-level activity</b>
<b>A</b> - To continue to reduce casualties	Contribute to a flourishing society	<b>1</b> – People are safe and feel safe	<b>C</b> – Protect consumers and users of building, streets and public spaces.
<b>B</b> - To reduce pedestrian crowding levels	Shape outstanding environments	<b>9</b> – We are digitally and physically well-connected and responsive	<b>D</b> – Improve the experience of arriving in and moving through our spaces.
<b>C</b> - To improve air quality	Shape outstanding environments	<b>11</b> – We have clean air, land and water and a thriving and sustainable natural environment	<b>A</b> – Provide a clean environment and drive down the negative effects of our own activities.
<b>D</b> - To improve the perception of place as a place to spend time in rather than to pass through.	Shape outstanding environments	<b>12</b> – Our spaces are secure, resilient and well maintained	<b>A</b> – Maintain our buildings, streets and public spaces to high standards.

14. The above high-level key outcomes from the Corporate Plan will help to be delivered by the All Change at Bank project to varying degrees depending upon the direction of travel Members wish to take for the long-term project. There will also be other corporate outcomes not mentioned above that this project may contribute towards, but which are not part of the project's key objectives.

15. Linking the objectives to existing targets such as for A) vision zero, will also align the project with the draft City Transport Strategy which, following public consultation, is expected to

be adopted in March 2019.

#### **Client Committee**

16. With the nature of the Bank on Safety experimental scheme, there was a very high level of scrutiny across the committee system. This was, on occasions, outside of the usual committee procedure for projects. Whilst it is understood that the future of Bank continues to be a topic that interests many people, it is assumed that the 'All Change at Bank' project will go back to the project reporting structure outlined in the gateway approval process, with Streets and Walkways being the 'service committee'. However, should issues be raised which fall into the remit of other committees, or it is felt by the Chairmen of the parent committees that a matter should be referred up, then this can be undertaken as is necessary.

#### **Project Board**

17. As part of the governance review, it is suggested that the existing Project Board is dissolved in its current form. This is to ensure that the project continues to be set up within corporate guidelines. The board currently has a number of external stakeholders and it is suggested to reintroduce the group with a new terms of reference as a stakeholder working group instead.

18. This would continue the level of transparency that the project has shared with the local stakeholders, such as the Bank of England, Royal Exchange and the City Property Association. It would also give the project team the opportunity to have an internal Project Board which is best placed to make necessary decisions for the project. The new Project Board will also require Transport for London's involvement, as some decision making will be for them to also act on.

#### **Direction of travel for design**

19. The Gateway 3 report (December 2015) approved to continue investigations into three varying degrees of restrictions to motor vehicles and one option to reduce traffic movement by 50% as the four options for the All Change at Bank project.

20. With the learning from the Bank on Safety scheme, and with the pending introduction of the Transport Strategy it is logical to revisit those options outlined in the original Gateway 3 to ensure that it is still the best way forward. To continue in our original Gateway 3 approved route it is likely to take in the region of 18 months before a Gateway 4 report can be brought back to Committees.

21. It is proposed that the original timeline would not be time effective if the aim is to deliver change at the junction to

accommodate the growth of pedestrians through the area, including the Bank station capacity upgrade, as soon as possible. It is suggested that there are effectively three strategic options for the direction the design could take from where we are now; taking the experience and comments that we have gained through the Bank on Safety project to date.

22. These strategic options are:

1. Work towards maximising the space available for Place activity, including walking and cycling movement through the area with limited, if any, vehicular movement;
2. Work towards an enhancement of space available for Place activity, including walking and cycling, with space retained for other vehicle movements (type of vehicle to be established); or
3. Retain ability for vehicle movements (type of vehicle to be established), improving the pedestrian experience with greater space and priority, but little opportunity for Place activities. (effectively operationally very similar to the existing situation, with some changes).

23. Below is a high-level overview of the scope that each strategic option outlined above includes.

#### Strategic Option 1

24. To push towards the greatest amount of pedestrian priority and greatest place opportunity that is possible:

- Investigate the opportunity for a full vehicle closure (times to be investigated), or
- Four arms further restricted to vehicle movement than at present.

The space between the buildings can then be designed to give the desired lines of travel, whilst also providing amenity of seating, shade, shelter and activity etc. to enhance the place function as appropriate.

25. Failing the ability to be able to achieve this extensive level of place or pedestrian priority in the desired time frame, it may be necessary to subsequently investigate the permutations of Option 2 as a phased approach to achieving Option 1.

26. Given that there is a lot more work to establish the viability of the potential scenarios in Option 1, and the necessary agreements from TfL (when considering re-routing several bus routes), a Gateway 4 report would be anticipated to take

until approximately Spring 2020. Full detailed design would still need to be established and a Gateway 5 is unlikely to be achieved before summer 2021.

#### Strategic Option 2

27. Work towards an enhancement of the space available for Place activity, including priority for walking and cycling, with space retained for some other vehicle movements (type of vehicle to be established). Within this option there is the possibility of providing enhanced Place function, providing amenity of seating, shade, shelter and activity etc. but to a lesser extent than Option 1.

28. It could be expected that the opportunity to restrict two or three arms of the junction further to create pedestrian priority corridors but with some vehicular access (types to be established through design) to be the main focus of this approach.

29. It's anticipated that a Gateway 4 could be expected by Members towards the end of 2019/early 2020, with a possible Gateway 5 late 2020/ early 2021. This strategic option is recommended for approval for the way forward.

#### Strategic Option 3

30. This option is essentially the same division of place and vehicle movement as is currently in place under Bank on Safety.

31. However, this option offers the opportunity to refine what has already been achieved, including the investigation into the revision of vehicle types allowed, timings of operation and whether any further turning movements can be restricted. The opportunity to investigate a limited east/west route specifically for taxis would fall into this option.

32. This option would be the simplest to achieve. Some work is already underway to be presented to Members in early 2019 to widen footways and to help improve behaviour in the junction using temporary materials under the Bank on Safety Project.

33. This option does not offer significant opportunity to provide added Place function for the community, further improvement to air quality at the junction, or significant relief of pedestrian crowding. It would be anticipated that a Gateway 4/5 report could be with Members in the autumn of 2019.

#### Overall

34. In Appendix 2 there is a matrix looking at how the above three

strategic options might perform against:

- the projects objectives;
- the potential impact on some of the key considerations of for the future design; and
- the potential risk to deliverability.

35. In Appendix 3, 4 and 5 are some illustrative sketches to give an impression of what could be achieved with the different levels of space reallocation from an aesthetics perspective.

36. For Strategic Options 1 and 2 there is still a lot of technical work to be undertaken to ascertain the best balance of use, understand traffic reassignment and its achievability, as well as the probable engineering difficulties of constructing above the underground station and within a conservation area. Depending upon the Strategic Option taken, a more detailed programme and milestones report will be presented to Members in April 2019.

37. Members are being asked to determine what level of place they want to achieve with the long-term project. Officers can then begin to start detailed feasibility studies within that strategic option and the necessary technical work, such as any necessary traffic modelling and pulling together the information for the associated future equality analysis.

38. Within each of the above options, there will still be decisions needed to determine things such as:

- The routing of vehicle movements;
  - The appropriate traffic mix either near to, or across, the current junction;
  - Timings of the operation; and
  - How the space should be used to fulfil a sense of Place.
- Members are not being asked to make these decisions now.

39. Defining Members preference for a place and movement function split at this stage will enable officers to focus on delivering change more in time with the Bank station capacity project. It should be noted that if it is requested that the focus of work is wider spread, and covers two or all of these options, the ability to scope so many scenarios thoroughly is likely to lengthen the time to deliver and complete any final solution.

40. Members may want to consider a phased approach to change at Bank, incrementally building as other policy initiatives for traffic management take effect. For example, Members may want to aspire to a vehicle free junction in the future, but believe that in the medium term, option 2 would provide an opportunity to improve the area and could be designed as a

stepping stone for further improvement at a later date. In the long run this approach is likely to cost more, but it may be less controversial and deliver the greatest amount of change. However, the decision of where we first should aim to rebalance the priority and space at Bank is still required.

41. Whichever option is agreed the design approach will be to consider a calm scheme which provides a setting for the listed buildings which surround the junction. We would seek to use materials in accordance with the City's Public Realm SPD and that is fitting of the conservation area. Lighting of the space and setting is likely to be an area that is considered as part of the long-term design in accordance with the City's lighting strategy. The future design will be developed with flexibility of use in mind and how this can all be achieved to deliver value for money.

42. On balance, officers recommend Strategic Option 2 as the route forward. It offers the potential to deliver the key objectives, is still likely to be challenging to achieve but should be deliverable and the indicative programme aligns with the London Underground programme at Bank.

#### **After this report**

43. Once an option for developing scenarios is decided Officers will work up the appropriate programme and costs for that option, resetting the milestones for the project. This will include detail on the costs to reach the next gateway report. This will then be reported back to Members, with a view to submitting this information for the April 2019 committee cycle. Work on developing the feasibility scenarios will be progressed in the meantime and initial work to get procurement of any necessary consultancy support underway.

#### **Procurement**

44. In the previous Gateway 3 report, it was agreed that consultancy support for the All Change at Bank project would be procured through the TfL Framework contract. Services were not procured as it became apparent that the Bank on Safety schemes success, or not, would shape the direction of any long-term proposal. It is therefore appropriate to review this option. A draft PT4 from is in Appendix 6 outlining the options available which will be updated once a decision from this report on the direction of the forthcoming design options is agreed and therefore the scope of work is more defined. This will subsequently be reported back to Members.

## Appendices

<b>Appendix 1</b>	Cover sheet
<b>Appendix 2</b>	Matrix of options for comparison
<b>Appendix 3</b>	Illustration of potential for Strategic Option 1
<b>Appendix 4</b>	Illustration of potential for Strategic Option 2
<b>Appendix 5</b>	Illustration of potential for Strategic Option 3
<b>Appendix 6</b>	Draft PT4 procurement form.

## Contact

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# Project Coversheet

## [1] Ownership

**Unique Project Identifier: 11401**      **Report Date: 13/11/18**  
**Core Project Name:** Bank Junction Improvements: All Change at Bank  
**Programme Affiliation** (if applicable): Bank on Safety  
**Project Manager:** Gillian Howard  
**Next Gateway to be passed:** G4

## [2] Project Brief

**Project Mission statement:** To improve the safety, air quality and pedestrian experience of the area around the Bank junction to reflect the historic and iconic surroundings with the appropriate sense of place.

**Definition of need:** The junction was Identified in the Bank area strategy in 2013, as a space that did not work well for anyone. It was seen as dangerous and polluted with a high collision rate. This project was initiated to investigate solutions to these issues, to simplify the movement at the junction to create less conflict, to reallocate space to assist with the growth of pedestrian numbers and to ensure that the 'Place' function for the centre of the Bank conservation area is enhanced.

### Key measures of success:

- 1) Reduction in total casualties – specific interest in reducing Killed and Seriously Injured.
- 2) Reduced NO<sub>2</sub> emission levels
- 3) Improved Pedestrian comfort levels
- 4) Improved perception of Place (as a place to spend time in, and not just pass through)

## [3] Highlights

### Finance:

**Total anticipated cost to deliver [£]:**4-18 million

**Total anticipated on-going commitment post-delivery [£]:** (TBC when options are being considered)

**Programme Affiliation [£]:**With the Bank on Safety scheme- up to 19.5 million

[A] Budget Approved to Date*	[B] New Financial Requests	[C] New Budget Total (Post approval)
£1,179,000	N/A	£1,179,000
[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)
£4-18 million	£4-18 million	£0
[G] Spend to Date	[H] Anticipated future budget requests	
£816,667	Up to £16,821,000 (the future value of budget requests will be dependent upon the options decided upon in future reports. This will include the extent of change to the operation of the space as well as the future material choice and engineering difficulty of the final chosen design).	

### Headline Financial changes:

Since 'Project Proposal' (G2) report:

▼ <[£532,000 approved at G2]  
433,943 spent at gateway 3

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

◀▶ Total budget (inc G2) 1,179,000 at Gateway 3

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

▲◀▶▼ N/A

**Project Status:**

**Overall RAG rating:** Amber

**Previous RAG rating:** Amber

**[4] Member Decisions and Delegated Authority**

Project put on hold in February 2018 at S&W and March PS

**[5] Narrative and change**

**Date and type of last report:**

Issues report – 27/02/18 S&W, 14/03/18 PS

**Key headline updates and change since last report.**

*Long term project on hold – some data collection has been undertaken to assist with setting new baselines for pedestrian and cycle movements.*

*The associated project 'Bank on Safety' has now been made permanent. Therefore, the longer-term project is seeking to move forward.*

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

**Since 'Project Proposal' (G2) report:**

No change

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

This report seeks authority to make changes

**Since 'Authority to Start Work' (G5) report:**

N/A

**Timetable and Milestones:**

**Expected timeframe for the project delivery:** Constructed by 2021 (Original milestone)

**Milestones:** These need to be re-set depending upon the outcome of the current report. (Milestones taken from the gateway 3 report in December 2015)

1) Gateway 4 – Mid 2017

2) Gateway 5 – Mid 2018

3) Construction completion by 2021

**Are we on track for this stage of the project against the plan/major milestones? No**

The development of the Bank on Safety scheme and the importance of the outcome of this to the longer-term success of any future scheme has delayed the ability to meaningfully progress this project (All change at Bank) in terms of design and agreements. It was therefore put on hold until the Bank on Safety decision had been concluded. Current report sets out the strategic options to take this project forward.

**Are we on track for completing the project against the expected timeframe for project delivery? No**

The aim had been to complete in time for the Bank Station Capacity Upgrade programme which was due to complete in 2021. This has since been pushed back to 2022. There is still an opportunity to meet this new timeframe.

**Risks and Issues**

**Top 3 risks:**

<i>Risk description</i>	<i>Infrastructure difficulties of the junction make it difficult to transform the space as people imagine</i>
<i>Risk description</i>	<i>Requirement to keep the ability for resilience/flexibility through the area in traffic terms, restricts the options that can be developed</i>
<i>Risk description</i>	<i>The need to extend the scope of the project to include other junctions to fulfil the desired Space reallocation and suitable traffic movement increases the costs of the project.</i>

**Top 3 issues realised**

<i>Issue Description</i>	<i>Impact and action taken</i>	<i>Realised Cost</i>
Delivery of the Bank on Safety scheme delayed the development of the longer-term vision	The longer-term programme is behind its original schedule, however in terms of stakeholder development and proof of concept, the experimental period has had many benefits to take the long-term vision forward.	

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

With its close relationship with the Bank on Safety scheme – the longer-term project has had media interest which has been managed by the media team.

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## Appendix 2

Strategic Options Matrix			
<b>KEY</b> ✓✓✓ very positive ✓✓ positive ✓ slightly positive - neutral ✗ slightly negative ✗✗ negative ✗✗✗ very negative	<b>Option 1</b> - full pedestrian priority with limited (if any) vehicle movement	<b>Option 2</b> - semi-pedestrian priority with some vehicle movement	<b>Option 3</b> - retain existing vehicle movements but improve pedestrian experience
<b>Opportunity to meet Project Objectives</b>			
Casualty reduction	✓✓✓	✓✓	✓
Improve pedestrian comfort	✓✓✓	✓✓	✓
Improve air quality	✓✓✓	✓✓	-
Improve place function	✓✓✓	✓✓✓	-
<b>Potential Impacts on Key Considerations</b>			
Traffic reassignment (TfL approvals)	✗✗✗	✗	-
Bus Journey time impacts (TfL approvals)	✗✗✗	✗	-
Meeting TfL Healthy Streets criteria	✓✓✓	✓✓✓	✓
<b>Potential Deliverability implications</b>			
Estimated programme length	<b>Long</b>	<b>Medium</b>	<b>Short</b>
Estimated Cost (of budget envelope)	<b>High*</b>	<b>High*</b>	<b>Low</b>
Political Challenge (from externals)	<b>High</b>	<b>Medium</b>	<b>Low</b>

The above table gives an indication to how the three different strategic options may perform against:

- The project objectives,
- The key considerations for external approvals, (that will be necessary to obtain); and
- Being able to deliver change in a reasonable timeframe, the cost and the challenge of delivering such a change.

\*At this early stage it is not possible to give a clear estimated budget envelope for each option as there are too many variables. However, Option 1 and 2 both have potential design options within

them that could be delivered towards the lower end of the current budget envelope (£4-18 million). This means the envelope for those options is much wider at this stage.

It should be noted that given the large expanse of current asphalt surfacing at the junction, that changes in any of the above three strategic options will require replacing or resurfacing of almost the entirety of the junction area. This is why for options 1 and 2 above, the cost envelope is much wider as there is more scope for larger areas to be replaced with paving material leaving the potential of a higher cost.

These will be design choices for Members to make once further work has been undertaken.

Appendix 3 – Illustration of potential change if ‘Strategic Option 1’ were developed.



OPTION 1: ALL ARMS CLOSED

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**Appendix 4:** Illustration of potential change if 'Strategic Option 2' were developed



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Appendix 5: Illustration of potential change if 'Strategic Option 3' were developed



OPTION 3: ALL ARMS OPERATIONAL

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## PT4 - Committee Procurement Report

This document is to be used to identify the Procurement Strategy and Purchasing Routes associated with a project and only considers the option recommended on the associated Gateway report.

### Introduction

This is an early attempt of the PT4 Form which will be amended when more information is available following the committee decision on the project's direction.

<b>Author:</b>	Sohail Khan – Category Manager - Construction		
<b>Project Title:</b>	Bank Junction Improvements Project (All Change at Bank)		
<b>Summary of Goods or Services to be sourced</b>			
Depending upon the strategic option chosen to develop the designs, a combination of consultants may be required including traffic modelling expertise, structural engineer advice and urban realm design to assist officers in developing the long-term solution for Bank Junction.			
Whether this is one contract or multiple specialist contracts is to be defined once the scope of the work is fully understood (following this current committee report). An amendment with a more detailed approach will be provided.			
<b>Contract Duration:</b>	1-3 years	<b>Contract Value:</b>	Estimated 250,000 to 500,000
<b>Stakeholder information</b>			
<b>Project Lead &amp; Contract Manager:</b> Gillian Howard	<b>Category Manager:</b> Sohail Khan	<b>Lead Department:</b> Department of the Built Environment	
<b>Other Contact</b>		<b>Department</b>	

### Specification Overview

<b>Summary of the Specification:</b>			
<b>Potential items that we will require assistance on.</b>			
<ul style="list-style-type: none"> <li>Revision of traffic model work with a new Future base and full MAP process with TfL</li> <li>Structural engineer advice regarding the impact of loading of an existing underground structure (by way of changing materials and moving kerb lines or adding additional public realm structures)</li> <li>Development of the urban realm environment to reflect the iconic setting.</li> </ul>			
<b>Is the contract likely to require financial uplifts? (Please describe what method will be used to calculate the uplift and whether this will be capped)</b>			
This will be covered in the future amended PT4 form.			
<b>Project Objectives:</b>			
<b>Bank Junction Improvements Project Objectives</b>	<b>Corporate Plan Aim</b>	<b>Corporate Plan Outcome</b>	<b>Corporate Plan High-level activity</b>
<b>A</b> - To continue to reduce casualties	Contribute to a flourishing society	<b>1</b> – People are safe and feel safe	<b>C</b> – Protect consumers and users of building, streets and public spaces.
<b>B</b> - To reduce pedestrian crowding levels	Shape outstanding environments	<b>9</b> – We are digitally and physically well-connected and responsive	<b>D</b> – Improve the experience of arriving in and moving through our spaces.
<b>C</b> - To improve air quality	Shape outstanding environments	<b>11</b> – We have clean air, land and water and a thriving and sustainable natural environment	<b>A</b> – Provide a clean environment and drive down the negative effects of our own activities.
<b>D</b> - To improve the perception of place as a place to spend	Shape outstanding environments	<b>12</b> – Our spaces are secure, resilient and well maintained	<b>A</b> – Maintain our buildings, streets and public spaces to high standards.

time in rather than to pass through.			
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Does the scope of those project include the processing of personal data? Yes  No

If yes, have you defined roles and responsibilities within your project specification? For more information visit [Designing Specifications under GDPR](#). You may include your Privacy Impact Assessment or other relevant report as an appendix to this PT form when submitting to Committee (for information).

### Customer Requirements

Target completion date	(design) Q1 2021	Target Contract award date	July 2019
<b>Are there any time constraints which need to be taken into consideration?</b>			
The aim is to complete construction by 2022 ahead of the London Underground capacity upgrade opening.			

<b>Efficiencies Target with supporting information</b>
<p>Process efficiencies may in the main be derived as follows (according to City of London Procurement Efficiency &amp; Savings Process Manual):</p> <ul style="list-style-type: none"> <li>• SE1 – Competitive price difference – difference in competitive prices received because of competition</li> <li>• SE18 – Cost to procure – cost of additional procurement opportunity cost avoided by virtue of the option to extend the appointment beyond concept design stage. COL would have the discretion to proceed to next stages if required.</li> <li>• Use of external frameworks to reduce opportunity cost on procurement and project resource in delivering procurement process.</li> </ul>

### City of London Initiatives

<b>How will the Project meet the City of London’s Obligation to Adhere to the Corporation Social Responsibility:</b>
<p>CSR matters will be considered in the selection and evaluation process to the extent advised by City Responsible Procurement provisions at the point of engaging with the market.</p> <p>Subsequently CSR matters will be considered as part of design development according to client project objectives and future instruction and can be expected to form part of a design brief to the project in due course.</p>
<b>Take into account the London Living Wage (LLW):</b>
<p>This is unlikely to be an issue with a direct impact on this contract opportunity given the nature of the business being contracted. LLW will be stipulated in the ITT.</p>
<b>Consideration for Small to Medium Enterprises (SME):</b>
<p>The City accepts applications to participate from SME’s.</p>
<b>Are there TUPE/Pension liabilities that need to be considered? NO</b>
<b>Other:</b>

### Procurement Strategy Options

<b>Option 1: Multiple Tender Process – Sub OJEU</b>
<p>Choosing multidisciplinary teams to deliver development has clear advantages. Procurement is simplified, and the right specialists can be brought together for a holistic project approach. Greater communication and established relationships within the team can lead to better solutions and a smoother process.</p>
<b>Disadvantages to this Option:</b>
<p>Depending on the project plan and timeframes ; this option could take up to 10 weeks and will need to be planned against current procurement activities.</p>

**Please highlight any possible risks associated with this option:**

**Option 2: Appoint via a framework supplier ( internal/ external )**

**Advantages to this Option:**

- Quicker engagement with the market.
- Pre-vetted suppliers on the framework.

**Disadvantages to this Option:**

- Considered less likely to engage with SME's
- City has experienced inconsistent levels of response from frameworks and which do not always offer the minimum of 3 tender returns required by City Procurement Rules.
- On occasion external framework terms aren't fit for purpose with CoL

**Option 3: Explore existing COL suppliers with capability and scope**

**Advantages to this Option:**

- Significantly reduce the procurement time required
- Shows greater partnership with existing suppliers

**Disadvantages to this Option:**

- If not market tested we may not be getting a competitive price

**Please highlight any possible risks associated with this option:**

Depending on existing contract that we may choose to use; financial limits on the contract may limit the award, and should we award CoL may be at risk of awarding a contract to a supplier that may have financial constraints in delivery of the work; or inability to absorb additional volume due to capacity .

**Procurement Strategy Recommendation**

**City Procurement team recommended option**

This will be determined once the project strategy has been approved and agreed; to ensure the best option is chosen

**Procurement Route Options**

*Make v buy to be considered; also indicate any discarded or radical options*

**Option 1: An existing compliant Framework Agreement**

**Advantages to this Option:**

- Faster route to market
- Less exposure to risk of legal challenge.
- Fees and margins are capped by framework
- Known proven vetted list of contractors
- Ability to use own ITT and terms and conditions
- TFL Framework is the preferred option (currently re-tendering process), but open to utilise other appropriate frameworks.

**Disadvantages to this Option:**

- Reliance on limited market place
- Contractors may have an already full order book and made commitments elsewhere giving rise to limited competition and reduced confidence in level of value for money realised by the procurement process
- Less engagement with SMEs

**Please highlight any possible risks associated with this option:**

**Option 2: Undertake an OJEU compliant tender**

**Advantages to this Option:**

- Established and compliant method/process.
- Established regulatory process aimed at securing a best and final offer at tender stage
- Allows to shortlist at first stage to avoid review of high-volume returns
- Allows us to engage with SME's as opposed to using a framework, which typically have larger suppliers appointed to them

**Disadvantages to this Option:**

- Tender submission in the first instance is on a best and final offer basis.
- Longer timeframes – selection stage and associated evaluation (Restricted)
- Many suppliers could respond resulting in a longer evaluation process (Open)

**Please highlight any possible risks associated with this option:**

- A high level of interest at SQ stage is expected and may place significant demand on project resources.

- Careful choice in of selection and evaluation criteria is required to ensure there is an effective and compliant mechanism for differentiating between stronger and weaker submissions.

**Option 3: Contract through the existing JB Riney Highways term maintenance contract**

**Advantages to this Option:**

- Known contractor with knowledge of COL procedures and processes.
- Compliant and quick route.

**Disadvantages to this Option:**

- Not going out to receive competitive tenders. Not the best possible offer may be received.
- Specialism may not cover all areas sought. Mainly sub-contract.
- Not testing the market.

**Please highlight any possible risks associated with this option:**

**Option 4: Deliver Using In-House Resource**

**Advantages to this Option:**

- Closer working relationship with the project team
- Efficiencies in delivery due to knowledge of how the City and it's processes
- Lower overall costs

**Disadvantages to this Option:**

- May not have the breadth of experience and expertise which an external supplier would have
- May be a long-term project with no guarantee of staff turnover.

**Please highlight any possible risks associated with this option:**

**Procurement Route Recommendation**

**City Procurement team recommended option**

**Framework Route** - There is consensus between project team and City Procurement that a multi-disciplinary framework is the preferred procedure in this instance. It offers an appropriate balance between time and a need to reduce the number of bidders to be invited to tender. The commercial and technical requirements are sufficiently defined to be capable of being appointed on a framework only basis. This is of course dependant on strategy outcome and approval

**Sign Off**

<b>Date of Report:</b>	11/01/2019
<b>Reviewed By:</b>	Gillian Howard
<b>Department:</b>	Built Environment
<b>Reviewed By:</b>	
<b>Department:</b>	<b>Chamberlain's Department</b>

<b>Committees:</b> <b>Streets and Walkways</b> <b>Projects Sub</b>	<b>Dates:</b> 22 <sup>d</sup> January 2019 20 <sup>th</sup> February 2019	
<b>Subject:</b> Greening Cheapside: St. Paul's Tube Station Area Improvements (Phase 1) Sunken Garden competition (Phase 1B) <b>Project UPI:</b> 10991	<b>Gateway 4+5</b> <b>Detailed Option appraisal + Authority to start work</b> <b>Regular</b>	<b>Public</b>
<b>Report of:</b> Director of the Built Environment <b>Report Author:</b> Na'amah Hagiladi		<b>For Decision</b>
<p><b><u>Summary</u></b></p> <p><b><u>Dashboard:</u></b></p> <ul style="list-style-type: none"> <li>(i) Project status: Green</li> <li>(ii) Timeline: Gateway 4/5</li> <li>(iii) Member approved budget: £154,000</li> <li>(iv) Total estimated cost: £380,154 (£360,154 Phase 1, £20,000 Phase 1B*)</li> <li>(v) Spent to date: £59,493</li> <li>(vi) Overall project risk: Low</li> <li>(vii) Gateway 1 and 2: Greening Cheapside Project. Committees: Projects Sub, Open Spaces &amp; City Gardens and Streets &amp; Walkways. Approval: April 2016.                      Gateway 3: Greening Cheapside Project, Committees: Projects Sub, Open Spaces &amp; City Gardens and Streets &amp; Walkways. Approval: October-November 2017</li> </ul> <p><small>*excludes the implementation cost of phase 1B to be funded from third party contributions.</small></p> <p><b><u>Progress to date:</u></b></p> <p>The Greening Cheapside project was identified as a high priority project within the Cheapside and Guildhall Area Enhancement Strategy (adopted by Members in 2015). A key objective of the strategy is to enhance the local environment and improve air quality particularly through new green spaces and tree planting and by supporting the objectives of the City's joint health and wellbeing strategy as well as pollution reduction initiatives. The project scope has been developed to support and complement adjacent project proposals (such as the St Paul's gyratory project and the Plastic Free City initiative) that support current corporate ambitions. In addition, the project's enhancement works would improve connections to Culture Mile from St Paul's underground station.</p> <p>This project was developed with the active support of the Cheapside Business Alliance (CBA) and the Diocese of London. They have been consulted throughout its development and are in support of the proposal outlined in this report. The CBA has also contributed financially to the project at Gateway 1 and 2 stage, and a further £100,000 contribution approved at Gateway 3 to deliver detailed designs for this stage has been secured. The vision for the project is to redesign the existing planters to help pedestrian movements in this high profile area close to St Paul's Cathedral, introduce more sustainable planting, and support the wellbeing</p>		

of its users by introducing new lighting and new seating (see details in the Project Coversheet in Appendix 1).

The Gateway 3 report, approved in November 2017, proposed public realm enhancements to be delivered in two phases (see location plan in Appendix 2):

- Phase 1 :St. Paul's station area
- Phase 2: St Peter Westcheap churchyard

As part of the "DBE Review of projects" report, approved by Members in December 2018, the total project budget was capped at £380,154. Officers have subsequently amended the project scope and now recommend progressing Phase 1 (St Paul's station area) to implementation. Phase 2 (St Peter Westcheap churchyard) was originally part of the Churchyard Enhancement Programme led by Open Spaces Department and will be progressed within the Churchyard Programme, subject to Open Spaces Department funding being available.

### **Phase 1 rescope:**

Officers have worked with the CBA, and the appointed landscape architect to develop a detailed design scheme which follows the objectives agreed at Gateway 3 (see Appendix 3) in accordance with the new budget.

To minimise ground works and avoid interference with the London Underground station structure, the proposed design is focussed on the footprint of the existing planters. The proposed changes in the design include the re-shaping of the planters to facilitate better pedestrian movement, support intuitive wayfinding and introduce two new trees. The new granite planters will provide additional accessible and informal seating (including measures to reduce the likelihood of skateboarding), the existing planting which requires high maintenance will be replaced by low maintenance and sustainable planting, and a new water refill point, funded through the Plastic Free initiative, will be installed (see design in Appendices 4, 5 and 6).

### **Phase 1B:**

It is proposed to consider enhancements to the sunken garden located at the junction of New Change and Cheapside (see location plan in Appendix 2). This phase would be delivered as Greening Cheapside Phase 1B and takes advantage of the interest by the private sector in funding improvements to this space. This phase would only be realised subject to securing external funding and will be presented to Members as a separate Gateway report in due course. If it proceeds as expected Phase 1B would be implemented by summer 2020. The design proposal would be developed as a result of an architectural competition, which will form part of the London Festival of Architecture Programme in summer 2019.

### **Proposed way forward:**

This report presents detailed design information and costs for Phase 1 of the project, (see Appendices 4, 5 and 6).

The next steps will be:

#### **Phase 1:**

- A materials procurement process in February / March 2019

- Approving the construction package with the City's highway term contractor (JB Riney) to prepare for works to start on site in Summer 2019.

**Phase 1B:**

- Allocating £20,000 to support an architectural design competition to select a design proposal for the sunken garden area at New Change/Cheapside junction, and submit next Gateway report to Committees.

**Total Estimated cost:**

The total implementation budget for Phase 1 is £380,154 including £20,000 to progress Phase 1B to the next Gateway, funded through: £115,000 from the Cheapside Business Alliance, £45,000 from the 100 Cheapside Section 106; and an additional £220,154 from other Section 106s as mentioned in the DBE review of projects report. It is proposed that any underspend from the implementation of Phase 1 be allocated to Phase 1B or vice versa should phase 1B not go ahead.

**Recommendations**

**It is recommended that Members of Projects Sub and Streets & Walkways Committees:**

- Approve the proposed design and the total budget of Phase 1 and total city funding contribution to Phase 1B at an estimated cost of £380,154 funded from the sources described in Appendix 7, table 3 (including any related interest or indexation);
- Note that the £20,000 allocated to Phase 1B will only be utilised subject to the external funding for the implementation of Phase 1B of the project being secured; and
- Authorise delegation of budget adjustments between staff costs, works and fees, and between Phase 1 and Phase 1B to the Chief Officer in consultation with the Chamberlain Department.

**Appendices**

<b>Appendix 1</b>	Project Coversheet
<b>Appendix 2</b>	Location Plan
<b>Appendix 3</b>	Issues and Objectives / Assessment Criteria
<b>Appendix 4</b>	St. Paul's Tube Station Area: design scheme (general arrangement)
<b>Appendix 5</b>	St. Paul's Tube Station Area: Design details
<b>Appendix 6</b>	St. Paul's Tube Station Area: Planter 3 View
<b>Appendix 7</b>	Finance Tables

**Contact**

<b>Report Author</b>	Na'amah Hagiladi
<b>Email Address</b>	Na'amah.Hagiladi@cityoflondon.gov.uk
<b>Telephone Number</b>	020 7332 1134

## Main Report

<p><b>1. Design summary</b></p>	<p>The design aims to respond to the five objectives identified as part of the Gateway 3 (see Appendix 3):</p> <ul style="list-style-type: none"> <li>• poor wayfinding;</li> <li>• poor circulation with current planters obstructing the natural pedestrian flow;</li> <li>• lack of seating;</li> <li>• high maintenance planters;</li> <li>• lack of a ‘sense of place’.</li> </ul> <p>The revised scope maintains these principles by redesigning the three existing planters, and replacing them with new granite planters to provide new accessible and informal seating, two new trees, new Yorkstone paving within the boundary of the former planters area, lighting features and a water refill point.</p>
<p><b>2. Delivery team</b></p>	<ul style="list-style-type: none"> <li>• Project Management - City Public Realm team</li> <li>• Construction package, lighting and works supervision - City Highways team</li> <li>• Planting - City of London Open Spaces Department</li> <li>• Construction – JB Riney (under the City’s term contract), including sub-contractors for utilities works and any other specialist contractors or sub-contractors as required</li> </ul>
<p><b>3. Programme and key dates</b></p>	<p>Phase 1:</p> <ul style="list-style-type: none"> <li>• Materials procurement: Jan – June 2019</li> <li>• Construction on-site: Summer 2019</li> </ul> <p>Phase 1B</p> <ul style="list-style-type: none"> <li>• Design competition: completed Summer 2019</li> <li>• Onsite works: Starts summer 2020</li> </ul>
<p><b>4. Outstanding risks</b></p>	<p><i>1. Presence of sub-surface utilities impacts on the delivery of the scheme</i></p> <p>Surveys have been carried out to determine the location of sub-surface utilities, and the design has taken this into consideration.</p> <p><i>2. Presence of underground station within close proximity to the planters impact the design</i></p> <p>The design took into consideration the underground station layout and further consultation with TfL officers is to be continue along side the development of the construction package</p> <p><i>2. Insufficient funding impact the choice of materials and design</i></p> <p>Officers are monitoring closely the available budget and prioritise materials/design elements to meet these constraints</p>
<p><b>5. Budget</b></p>	<p>The total estimated cost of the scheme, including resources expended to date, is £360,154 with a further £20,000 allocated</p>

	to the design of Phase 1B. A detailed breakdown of the project finances is contained in Appendix 7.
<b>6. Success criteria</b>	<ol style="list-style-type: none"> <li>1. Deliver an enhanced public realm around St Paul's station area</li> <li>2. Reflect the objectives of the scheme as set up at Gateway 3</li> <li>3. Improve accessibility for all throughout the area.</li> </ol>
<b>7. Progress reporting</b>	Monthly updates to be provided via Project Vision and any project changes will be sought by exception via Issue Report to Spending and Projects Sub Committees

## Appendix 1: Project Coversheet

<b>[1] Ownership</b>		
<b>Unique Project Identifier:</b> 10991 <b>Report Date:</b> 22 <sup>d</sup> January 2019 <b>Core Project Name:</b> Greening Cheapside <b>Programme Affiliation</b> (if applicable): <b>Project Manager:</b> Na'amah Hagiladi <b>Next Gateway to be passed:</b> Gateway 4+5		
<b>[2] Project Brief</b>		
<b>Project Mission statement:</b> Enhance the local environment of St Paul's station and improve air quality through new green spaces and tree planting <b>Definition of need:</b> The environs of St. Paul's Tube station is currently congested with poor wayfinding and movement throughout the site, as well as a lack of seating within close vicinity of St. Paul's conservation area. The proposed changes include the re-shaping of the planters to facilitate an intuitive wayfinding with planters and seating to guide the desire lines of the site and encourage people to walk through. The new granite planters will provide additional accessible and informal seating (including measures to reduce the likelihood of skateboarding), low maintenance planting and two new trees. <b>Key measures of success:</b>		
1) Provide a high quality and sustainable public realm whilst complementing the City's heritage assets		
2) Ease pedestrians' congestion around the site,		
3) Enhance greening and improve wayfinding		
<b>[3] Highlights</b>		
<b>Finance:</b> <b>Total anticipated cost to deliver [£]:</b> £380,154 <b>Total anticipated on-going commitment post-delivery [£]:</b> none <b>Programme Affiliation [£]:</b> not applicable		
<b>[A] Budget Approved to Date*</b>	<b>[B] New Financial Requests</b>	<b>[C] New Budget Total (Post approval)</b>
£154,000	£226,154	£380,154
<b>[D] Previous Total Estimated Cost of Project</b>	<b>[E] New Total Estimated Cost of Project</b>	<b>[F] Variance in Total Estimated Cost of Project (since last report)</b>
£700 - £1,250K ** (* based on former scope)	£380,154	- £319,846 – -£869,846
<b>[G] Spend to Date</b>	<b>[H] Anticipated future budget requests</b>	
£59,492		

**Headline Financial changes:****Since 'Project Proposal' (G2) report:**

▲ ◀ ▶ ▼ The estimated cost at Gateway 2 was £300K - £750K. It focused on enhancement works within the St Peter Westcheap churchyard area and replacement to planters around St. Paul's station area.

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

▲ ◀ ▶ ▼ Estimated cost was £700 - £1,250K. It included 2 phases of work (St. Paul's station area and St Peter Westcheap churchyard)

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

▲ ◀ ▶ ▼

**Project Status:**

**Overall RAG rating:** Green

**Previous RAG rating:** Green

**[4] Member Decisions and Delegated Authority**

Not applicable

**[5] Narrative and change**

**Date and type of last report:** October 2017 (Gateway 3)

**Key headline updates and change since last report.**

The project started in 2015/16 following the adoption of the Cheapside and Guildhall Area Enhancement Strategy. Until GateWay 3 its scope encompassed the area near St Paul's station, including the junction (Phase 1), and the St Peter Westcheap churchyard at Wood street. Due to projects review within the DBE, the project was rescoped. This resulted in a reduced scope of phase 1 (St Paul's tube area), diverting phase 2 to the broader churchyard programme, and introducing a phase 1 B area for development. The rescoped Phase 1 is based on the existing three planters near St Paul's station. The design objectives followed those agreed at Gateway 3, as well as aligned with several other programmes such as the Plastic Free City and the Citywide Wayfinding.

**Headline Scope/Design changes, reasons why, impact of change:****Since 'Project Proposal' (G2) report:**

Two options were developed per each area and presented to the members

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

The project changed its focus: Phase 1 reduced to the current 3 planters, and phase 2 moved to the churchyards' enhancement programme. Additional area, phase 1B was identified for development as part of the London Festival of Architecture programme.

**Since 'Authority to Start Work' (G5) report:**

Not applicable

**Timetable and Milestones:**

**Expected timeframe for the project delivery:** July to October 2019

**Milestones:**

1) Finalizing Construction Package - March 2019

- 2) Commence work on site – July/August 2019
- 3) Completion of work on site – October 2019

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

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

**Risks and Issues**

**Top 3 risks:**

<i>Risk description</i>	<i>Delay in procurement process cause delays in receiving materials to site</i>
<i>Risk description</i>	<i>Presence of sub-surface utilities lead to increase in project cost</i>
<i>Risk description</i>	<i>Works on site conflict with TfL maintenance works</i>

See 'risk register template' for full explanation.

**Top 3 issues realised**

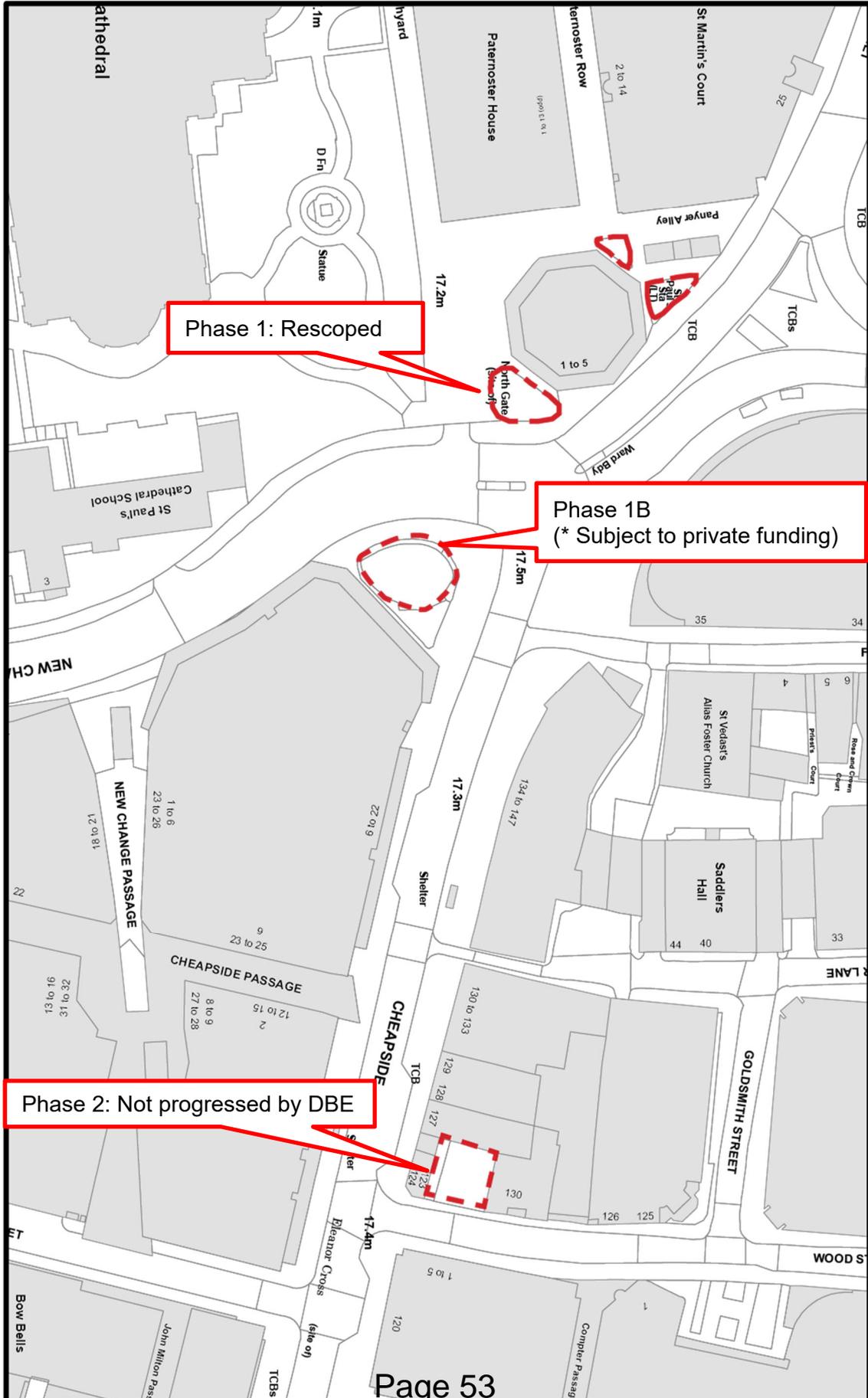
<i>Issue Description</i>	<i>Impact and action taken</i>	<i>Realised Cost</i>
Limited funds	The project was restructured and rescope to meet the budget constrains	Reduced cost
Works at middle planter are above TfL station	An AIP assessment process is taken place to make sure materials are only ordered once the design is approved	No additional cost
Objection from local occupiers	Public consultation process took place from 2016 to 2017 while the scope was still the entire area (phase 1). The present design within its reduced scope follows the public consultation agreed objectives.	No additional costs

**Has this project generated public or media impact and response which the City of London has needed to manage or is managing?** No

# Appendix 2: Location Plan

00.000006 0.012 0.018 0.024  
Miles

Legend



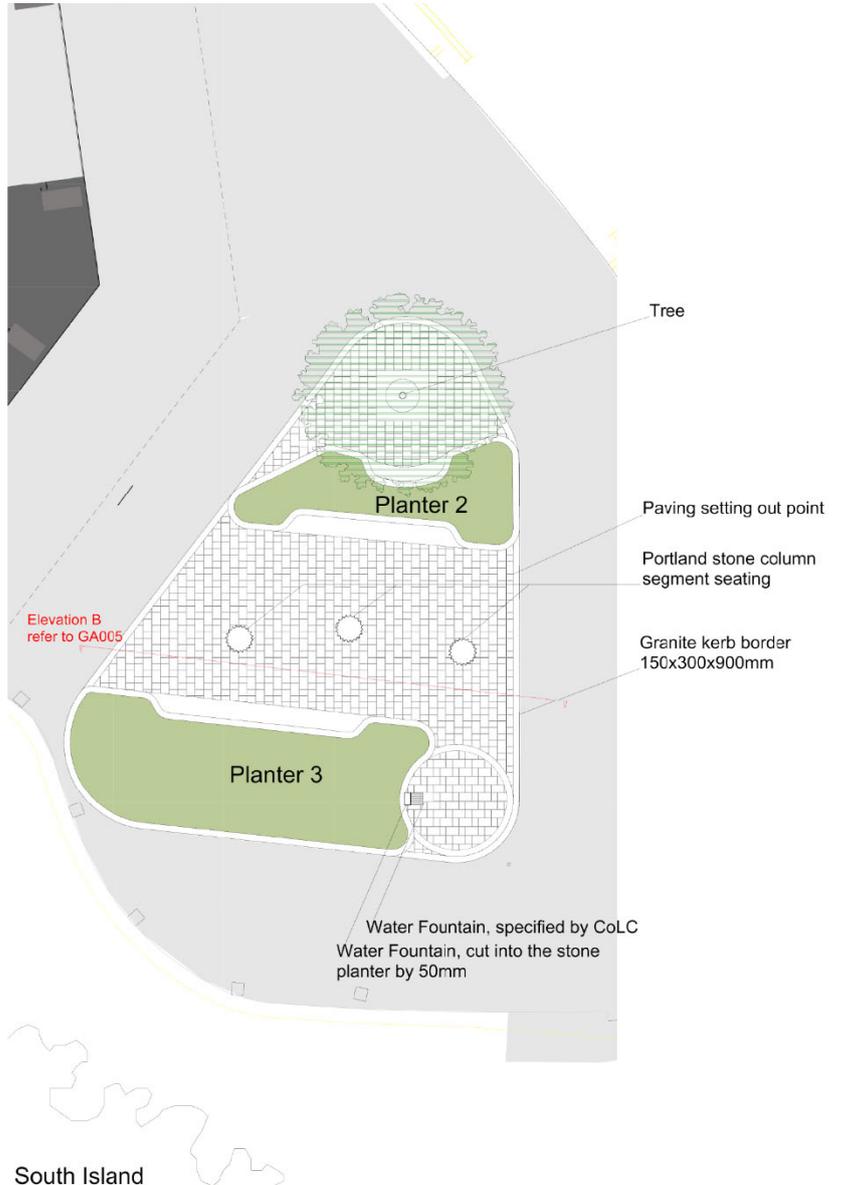
**Appendix 3: Issue and Objectives identified from stakeholders consultation  
St. Paul's Area Station**

Issues		Objectives
<b>Poor Wayfinding</b>	<ul style="list-style-type: none"> <li>• Difficult to navigate to St. Paul's Cathedral upon exiting Tube station</li> <li>• No indication of other landmarks</li> </ul>	<ul style="list-style-type: none"> <li>• Better wayfinding to help orientation</li> <li>• Design intuitive wayfinding with planters and seating to guide the desire lines of the site and encourage people to walk through</li> </ul>
<b>Poor Circulation</b>	<ul style="list-style-type: none"> <li>• Bulky planters obstructing what is normally large groups of tourists</li> <li>• Car dominated shared surface - single yellow line</li> <li>• Street furniture impeding pedestrian movement</li> </ul>	<ul style="list-style-type: none"> <li>• Planters to be broken up to improve flow and circulation</li> <li>• Look to make single yellow line double and shared surface</li> <li>• Remove unnecessary street furniture and replace with benches</li> </ul>
<b>Lack of Seating</b>	<ul style="list-style-type: none"> <li>• Lack of appropriate seating throughout site</li> <li>• Planter beds that are too low for seating, or unpleasant and exposed brick planter beds</li> <li>• Seating not friendly to larger groups</li> </ul>	<ul style="list-style-type: none"> <li>• Install different types of seating to optimise accessibility in area</li> <li>• Design accessible seating with integrated planters</li> <li>• Design layout to accommodate for large groups to sit, and potentially an amphitheatre style layout to enable a tourist guide to speak in front of them</li> </ul>
<b>High Maintenance Planters</b>	<ul style="list-style-type: none"> <li>• Planting that requires a reduced level of maintenance</li> </ul>	<ul style="list-style-type: none"> <li>• Look at sustainable planting that would provide better flower coverage all year long</li> </ul>
<b>Lack of Place</b>	<ul style="list-style-type: none"> <li>• Lack of sense of arrival</li> </ul>	<p>Create a paving pattern/line to reflect the former gateway and tell the history of the site</p>

**Appendix 4 – Phase 1:  
St. Paul's Tube Station Area: design scheme (general arrangement)**



# Appendix 5 - Phase 1: St. Paul's Tube Station Area: Design details



**Appendix 6 - Phase 1:  
St. Paul's Tube Station Area: Planter 3 View**

St. Paul's Planting Beds  
Perch and Sit  
English Oak Tree



## Appendix 7: Finance Tables:

<b>Table 1: Expenditure to date</b>			
<b>Description</b>	<b>Approved Budget (£)</b>	<b>Spend to Date (£)</b>	<b>Balance (£)</b>
Env Serv Staff Costs	11,000	7,224	3,776
P&T Staff Costs	56,000	25,523	30,477
Open Spaces Staff Costs	6,000	0	6,000
Fees	81,000	29,855 *	51,145
<b>Total</b>	<b>154,000</b>	<b>62,602</b>	<b>91,398</b>

\*includes commitments of £1,193

<b>Table 2: Summary table</b>			
<b>Description</b>	<b>Spend to date (£)</b>	<b>Additional Resources required to reach next Gateway (£)</b>	<b>Revised Budget to next Gateway (£)</b>
Env Serv Staff Costs	7,224	43,901	51,125
Open Spaces Staff Costs	-	5000	5,000
P&T Staff Costs	25,523	17,990	43,513
P&T Fees	29,855	12,400	42,255
Highway Works	-	181,761	181,761
Utilities	-	20,500	20,500
Open Spaces Works	-	16,000	16,000
P&T Fees (Phase 1B)	-	20,000	20,000
<b>TOTAL BUDGET</b>	<b>62,602</b>	<b>317,552</b>	<b>380,154</b>

<b>Table 3: Funding Sources</b>	
<b>Funding Source</b>	<b>Amount (£)</b>
Cheapside Business Alliance	15,000
Cheapside Business Alliance	100,000
04/00489/Cheapside 100	45,000
Various s106	220,154
<b>TOTAL</b>	<b>380,154</b>

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<b>Committee</b>	<b>Dated:</b>
Port Health and Environmental Services	15 <sup>th</sup> January 2019
Streets and Walkways Sub Committee	22 <sup>nd</sup> January 2019
<b>Subject:</b> Moor Lane: ultra-low emission vehicle access restriction	<b>Public</b>
<b>Report of:</b> Director of Markets and Consumer Protection	<b>For Decision</b>
<b>Report author:</b> Ruth Calderwood, Air Quality Manager	

## Summary

In July 2016 the Mayor of London awarded the City of London Corporation £990,000 over three years to implement a Low Emission Neighbourhood (LEN). The funding was designed to support a range of pilot measures to improve air quality locally. One of the pilot schemes in the LEN area is to introduce an ultra-low emission vehicle (ULEV) access only restriction at the southern section of Moor Lane in April 2019.

682 people replied to an online consultation survey about the proposal. Additional responses were received via email, letter, telephone and consultation meetings with taxi representatives, Barbican residents and businesses.

Most people who responded to the consultation were against the pilot scheme. The main issues cited were:

- Increased congestion on surrounding roads
- Increased air pollution on surrounding roads
- Confusion with the Ultra-Low Emission Zone (ULEZ) also starting in April 2019. The schemes have different emission criteria.
- Lack of electric vehicle charging on-street (taxis), in residential blocks (residents) discouraging vehicle changeover
- Insufficient funds and support to purchase ULEVs
- Lack of electric freight vehicles
- Increased difficulty and cost for people with mobility issues
- Increase in journey times
- Moor Lane considered to be too small an area to pilot the proposed scheme
- Perception that the scheme is discriminatory against the taxi trade and other drivers in the area

## **Recommendation**

It is recommended that introduction of the scheme is postponed for up to 6 months to avoid confusion with the Mayor of London Ultra-Low Emission Zone and provide additional time for drivers to upgrade vehicles.

Approval is sought:

1. from PHES Committee to purchase and install equipment before April 2019, and
2. from the S&W Sub Committee to make the experimental Traffic Management Order restricting access to ULEV only in 6 months' time

## **Main Report**

### **Background**

1. Air quality does not meet health-based standards in the City of London. Several measures are being implemented to improve air quality both locally and across the capital. This includes the Ultra-Low Emission Zone (ULEZ) being introduced by the Mayor of London from April 2019.
2. Despite this, it is anticipated that air quality will continue to remain an issue in the City until 2025 at the earliest. Further measures are therefore required to improve air quality in the Square Mile.
3. In July 2016 the Mayor of London awarded the City of London Corporation £990,000 over three years to implement a Low Emission Neighbourhood (LEN). The funding was designed to support a range of pilot measures to improve air quality locally. The most cost-effective measures could then be rolled out more widely.
4. One of the pilot schemes in the LEN area is to introduce an ultra-low emission vehicle (ULEV) access only restriction at the southern section of Moor Lane in April 2019.
5. A Gateway 1 and 2 project proposal was presented to Corporate Projects Board and Projects Sub (Policy and Resources) Committee in May /June 2018. This was for approval to undertake a feasibility study, consultation and awareness raising campaign. The intention was for the work to follow a light approval route, with the next report being Gateway 5 for officer approval only. Following this, work would commence to purchase and install cameras and implement the scheme by April 2019.
6. Given comments received during the consultation, and other relevant issues, it is considered prudent to agree a way forward with members of the Port Health and Environmental Services Committee and the Streets and Walkways Sub Committee.

### **The scheme**

7. The proposed pilot scheme would restrict access to ultra-low emission vehicles only at the southern section of Moor Lane. A ULEV is a motor vehicle that emits

less than 75g of CO<sub>2</sub>/km from the tailpipe and can operate in zero tailpipe emission mode. ULEVs range from pure electric vehicles, to some plug-in hybrids and 'range extended' electric vehicles, such as the new taxi for London. They are significantly cleaner than vehicles that meet the emission standards of the Mayor of London Ultra Low Emission Zone. The traffic controls would be managed by Automatic Number Plate Recognition (ANPR) cameras.

8. The benefits of the pilot are:

- to assess the cost of enforcement
- understand how to deliver effective signage that is widely understood
- understand the effectiveness of a ULEV only street in delivering local air quality improvements
- ascertain if the scheme would be suitable to roll out to other areas of the City in support of the City's forthcoming Transport Strategy
- assess the potential of a ULEV street to act as an incentive for the uptake of zero emission capable vehicles

### **The consultation**

9. A consultation was held from 1<sup>st</sup> Nov to 30<sup>th</sup> November. 682 people replied to an online survey. Additional responses were provided via email, letter, telephone conversations and consultation meetings with Taxi representatives, Barbican residents and businesses. A detailed summary of responses received during the consultation is provided in Appendix 1.

10. Most people who replied are against the scheme. Key issues cited:

- Increased congestion on surrounding roads
- Increased air pollution on surrounding roads
- Confusion with the Ultra-Low Emission Zone, also starting in April 2019. The schemes have different emission criteria.
- Lack of EV charging on-street (taxis), in residential blocks (residents) discouraging vehicle changeover
- Insufficient funds and support to purchase ULEVs
- Lack of EV freight-compatible technology
- Increased difficulty for people with mobility issues
- Increase in journey times
- Moor Lane is too small an area to pilot the proposed scheme
- Perception that the scheme is discriminatory against the taxi trade and other drivers in the area

11. TfL has been consulted over the modelled impact on congestion on Strategic Road Network (Aldersgate Street and Moorgate) and consider the impact to be minimal

12. The London Borough of Hackney introduced an ULEV scheme in September 2018. This is subject to a legal challenge. Non-ULEV taxis and Private Hire Vehicles have been allowed access as a result. The legal challenge is for:

- the impact on access to a hotel
- failure to carry out meaningful consultation
- aspects from consultation responses not being considered, including disabled access and crime
- impacts on air quality
- negative impacts on the reputation of a hotel

13. The Moor Lane ULEV differs from the London Borough of Hackney scheme:

- it does not prevent access to any point in Moor Lane by non ULEVs
- it is a pilot, with an experimental Traffic Management Order (TMO), which lasts a maximum 18 months. The first six month enables formal responses to be made.
- the only requirement for an experimental TMO is to provide notice of the experiment

## Options

14. It is proposed that the ULEV pilot operates 7am-11pm on weekdays and that the current barrier closure is maintained overnight and at weekends. This was the favoured option in the response to the consultation.

15. Given other issues raised during the consultation, the following options have been considered

- a. **Go ahead with ULEV scheme in April 2019, as originally planned.**

As the Mayor of London ultra-low emission vehicle scheme is being introduced in April 2019 this is not recommended due to the potential confusion. The two schemes have different emissions criteria.

- b. **Go ahead in April 2019, but provide a whitelist of vehicles that would be exempt from any penalty charge e.g. residents vehicles**

The main advantage is that the pilot would go ahead as planned, whilst reflecting comments received during consultation. The proportion of residential vehicles using Moor Lane is low. A whitelist of residents' vehicles could lead to residential support with ongoing air quality initiatives and further traffic management measures. The main disadvantages are that there could still be confusion with the ULEZ and the provision of a whitelist of vehicles would lead to a substantial increase in the time and cost of enforcement.

- c. **Postpone for defined time e.g. 6 months.**

The main advantage would be to avoid confusion with the Ultra-Low Emission Zone being introduced in April 2019. It would also allow for longer time period to publicise the scheme and additional time for drivers to move over to ULEVs. The main disadvantage is that the pilot scheme would be delayed.

**d. Postpone for a longer period to assess the market for ULEV availability**

The advantage of this would be to avoid confusion with the ULEZ and allow additional time for drivers to source vehicles that meet the ULEV criteria. This would be particularly beneficial for businesses that lease vehicles and are tied into a contract. It would also increase the likelihood of a high compliance rate with increased provision of electric charge points to support ULEVs in London. The main disadvantage is that the funding from the Low Emission Neighbourhood project would not be available to purchase and install enforcement cameras. The funding would have to be found elsewhere.

**Corporate & Strategic Implications**

16. This work supports the following outcomes from the new Corporate Plan 2018 to 2023. Outcome 11 'We have clean air, land and water and a thriving and sustainable natural environment'; Outcome 2 'People enjoy good health and wellbeing'.

**Conclusion**

17. The City Corporation has been piloting a range of measures to improve local air quality as part of the Low Emission Neighbourhood. This includes a proposal to implement an ultra-low emission vehicle access only restriction in the southern section of Moor Lane.

18. Overall, most people who responded to the consultation were against the scheme.

19. It is recommended that the introduction of the scheme is postponed for up to 6 months to reflect some of the comments received, and approval be granted from PHES Committee to purchase and install equipment before April 2019, and from the S&W Sub Committee to make the Experimental Traffic Order restricting access to ULEV only in 6 months' time

**Appendices**

**Appendix 1:** Summary of consultation responses

**Ruth Calderwood**  
Air Quality Manager

T: 020 7332 1162

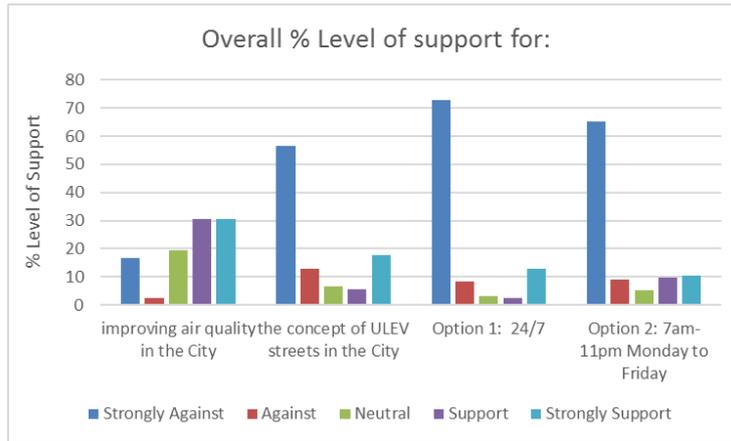
E: [ruth.calderwood@cityoflondon.gov.uk](mailto:ruth.calderwood@cityoflondon.gov.uk)

## Appendix 1: Summary of consultation responses

Held 1<sup>st</sup> Nov to 30<sup>th</sup> November. 682 responses were received to the online survey, with additional responses given via email, letter, telephone conversations and consultation meetings with Taxi representatives, Barbican Residents and Businesses.

Summary of online survey response:

- Breakdown of responses
  - 26% residents
  - 22% Taxi / PHV drivers
  - 15% Businesses
  - 7.5% Other drivers
  - The remaining 29% identified themselves in a variety of categories, including commuters, visitors, City workers and cyclists
  
- Understanding of the term 'Ultra Low Emission Vehicle'
  - 42% correctly defined ULEV as 'Vehicles which emit less than 75g of CO<sub>2</sub> per kilometre travelled'
  - 29% defined ULEV as 'electric vehicles only'
  - 22% incorrectly defined ULEV as inclusive of 'Euro 6 petrol/diesel vehicles'
  - 7% responders gave a range of answers, the most prominent being 2.5% who thought ULEV definition should include all taxis
  
- Additional information:
  - 64% own a fully petrol/diesel vehicle
  - 5% own a ULEV compliant vehicle, with a further 5% not sure if their vehicle is ULEV compliant
  - 26% don't own/drive a vehicle in London
  - 59% drive through the southern end of Moor Lane in both directions
  - 9% generally only drive north through the police checkpoint, while 3% generally only drive south through the police checkpoint
  - 5% of drivers on Moor Lane don't use the southern end at all
  - 24% don't drive through Moor Lane at all
  - Residents most strongly support the ULEV pilot



377 out of 682 survey responders also commented on the proposal. Comments received are detailed below

<b>Comments provided online</b>	
Regarding vehicle type:	
<ul style="list-style-type: none"> <li>- Be selective in banning certain vehicles (e.g. limit / restrict timings of delivery trucks and lorries for evenings)</li> <li>- Only close road closure at off peak time - average commuters (i.e. drivers) to be able to pass through from 7-9am &amp; 5-7pm to allow passage to work</li> <li>- Clarify that a PHEV must be in zero emissions mode to enter the zone. A penalty equal to that received by a non-compliant vehicle should be given if the PHEV is found to be operating on its internal combustion engine (ICE) or strengthen to scheme to become a pure zero emissions zone</li> </ul>	

Regarding pilot management:

- Make it clear how the pilot will be monitored & evaluated
- Make clear the success criteria of the project
- Have precise monitoring of air pollution to determine effectiveness of the scheme
- Obtain evidence of displaced emission (and congestion, noise pollution etc) to other routes as a result of the displaced journeys
- Trial morning and evening ULEV only before going to full time
- Should only be a northbound closure
- A system of sending warning notices for first offences should be in place with penalty charge notices for repeat offenders

#### **Other common comments**

##### **Arguments for Option 2 (keep current closures) – Preferred**

- Moor Lane being open 24/7 would have a negative impact on residents. Road closure at night helps reduce noise and air pollution which impact to resident's sleep
- Option 2 (keep current road closures) reduces traffic more than option 1 (ULEV 24/7), as there is a demand for PHV/taxis at night and these will soon switch to ULEV
- Need to retain current closure to provide comparison for results

##### **Arguments for Option 1 (24/7)**

- 24/7 would provide more incentive for drivers to switch to ULEV (considering majority of traffic in Moor Lane is taxi/PHV)

##### **There must be good communication around 'ULEV'**

- Confusion with the TfL Ultra-Low Emission Zone starting in April 2019
- Confusion for visitors / irregular drivers in the area about what is allowed in a 'ULEV' only area
- Must have adequate signage on approach roads to discourage vehicles inadvertently entering Wood and Fore Streets, only to have to exit via the same route to avoid the ULEV restrictions. Very short distance to 'catch' vehicles who are not expecting the closure (this behaviour already common as drivers discover the overnight barrier on Moor Lane)
- Current proposed signage is not clear

##### **Scheme is too small and not ambitious enough**

- Commonly considered that this proposal will have no (observable) impact on AQ in Moor Lane and it is too small an area to have a wider positive impact on AQ,

especially as the road is open from the North end. Therefore another larger location or a higher area of traffic (Beech Street) should be considered

- Moor Lane is too small an area to act as a reasonable test bed for a ULEV zone
- It's a token scheme to use up money and be seen to be doing something

#### **Traffic displacement concerns**

- This scheme will create worse congestion and pollution in surrounding roads
- Will cause an increase in journey times and therefore cost (to businesses for loss of working time / to customers if taking taxi /to resident's fuel costs)
- Will increase traffic on other residential roads causing a detrimental impact to their quality of life (increase in noise and air pollution)
- Extra congestion / pollution will be caused by delivery vehicles when all of them are coming via N of Moor Lane
- Should focus on reducing no. of vehicles not changing type of vehicle or restricting access. Many roads in the City are already shut /reduced access as a result of cycle lanes/gas works etc leading to high congestion. Roads need to be flowing to reduce AQ.
- Proposal will not aid reduction in congestion efforts in the long term, and there are concerns over traffic increase as people switch to ULEV
- Negative impact on emergency service response times by closing roads

#### **Affordability/availability of ULEV vehicles**

- Most people cannot afford to replace their cars at current ULEV prices and it is unfair to expect them to
- Unreasonable to force change to ULEV now when it will happen naturally over the next few years as they become cost effective - have a gradual ULEV roll out approach
- LA / Government should subsidise cost of ULEVs
- Not enough EV's on market to cover current demand
- No EV option for HGVs - provision needs to be made if this scheme is rolled out on a wider basis
- Not a comprehensive choice of EV vehicles for taxis, the electric taxi only became available in January 2018.
- Not enough cost effective EV choice for disabled drivers/passengers

#### **Availability of ULEV charging infrastructure**

- Currently no proper infrastructure in the City
- Need charging infrastructure before start limiting vehicles to ULEV only

#### **ULEV technology concerns**

- Long term worries about EV technology and the science behind it (given Diesel gate), especially for those who purchased Diesel vehicles on Government advice
- Lack of noise made by EV's is a safety risk
- Concerns that EV's are not actually capable of their purported range

#### **Risk to the City**

- Businesses will go elsewhere if congestion continues to get worse - People/goods need the ability to move around the City in order to remain productive and most vehicles on Moor Lane are commercial/taxis and therefore needed to keep the City successful
- Perception this is just a money-making opportunity
- Could result in taxi protest demos

#### **Thoroughness of consultation**

- Not considered a proper consultation as there was no 'do nothing' option

#### **Scheme considered discriminatory to:**

- the taxi trade - it restricts making a living as a taxi driver and is a 'restraint of trade' for those whose work is dependent on travelling through Moor Lane
- Disability groups

#### **Exemptions requested for:**

- **Taxis** - Licensed taxis are 100% wheelchair accessible and are a service to the public. They are part of public transport network and can act as an emergency service. As there is already a strategy for replacing older Taxis to ULEV set by TFL, all London taxis will be electric hybrid within 15 years (discounting natural wastage which will see a faster changeover). Some responses specifically state that they will support this scheme if taxis are exempt.
- **Delivery vehicles** – there is currently no EV option for HGVs and therefore provision needs to be made for their continued movement in the area if this scheme is rolled out. Trial also needs to make provision for servicing and deliveries to Barbican Estate and local businesses.
- **Residents** - Residential access is already frequently impeded by roadworks on Fore St/Wood St, and as resident vehicle movements make up an insignificant amount of the traffic movement on Moor Lane, they should not be penalised too. This proposal also conflicts with TfL's policy of allowing residents in the Congestion Charging area to continue to receive the residents discount until 2021.

- **Emergency trade vehicles** - e.g. emergency plumbers called out by residents or local businesses

Specific response from organisations replying to the online survey:

**Deutsche Bank**

We own the 21 Moorfields development site, which will become the new headquarters for Deutsche Bank. We support the move towards a cleaner and healthier City and are working with our supply chain and tenants to increase the use of electric vehicles and the increased use of consolidated deliveries. The construction logistics and the long term delivery strategy for the 21 Moorfields development requires access to the site from Ropemaker Street to the North so this closure of the southern access point will not impact our site. However, a future move towards a ULEV only Moor Lane could impact our ability to service our development if the transport and logistics industry has not moved far enough towards 100% ULEV. We, as Landsec, would like to be part of the debate.

**Citypoint**

Implementing this scheme on Moor Lane will severely impact deliveries to Citypoint as the Loading Bay is accessed via this route only. We have already been in contact with our service supply partners regarding electric vehicles and the technology for electric trucks/lorries/delivery vans/waste trucks is not feasible at present.

**Bike Taxi Ltd (Pedal Me)**

Response on behalf of Bike Taxi Limited - trading as Pedal Me Moor Lane is a useful route for cycling as part of Q11. Having quieter streets is beneficial for our company as it improves the speed at which we can deliver to other businesses in the City. It also provides a safer environment for our bike taxi service. However, our concern is that a modal filter that still allows ULEV through will become less and less useful over time as more vehicles become compliant with ULEV rules. Our preference would be a modal filter that removes all motor vehicles from Moor Lane.

**RAC**

I am responding on behalf of RAC Motoring Services, which provides roadside assistance to members in the City of London. We have 2 points we wish to raise in relation to this proposal and the principle of an ultra-low emission street: - Access for roadside assistance vehicles operated by organisations that qualify for a congestion charge 100% discount should have access from either end of Moor Lane. Broken down vehicles cause congestion and therefore attendance times should be minimised for the safety of our members and to prevent congestion. In this instance, it does not make sense to require such vehicles to take a circuitous route to access Moor Lane from the Ropemaker Street end. - We would encourage the City of London to enforce the new ULES with a warning letter for first time offenders. City of London are unlikely to be able to afford a sufficiently high profile communications programme to ensure that all drivers are aware of the restriction and complex messages are difficult and dangerous to communicate via signage in an area as busy as the City of London. It will also be the case that the definition of an ultra-low emission vehicle may well cause confusion for drivers. We would recommend that ANPR be installed to facilitate this.

- Other methods of engagement in the consultation resulted in a further 28 emailed responses from residents and interested parties, which contained a mixture of support for and railing against the proposed ULEV scheme. The following responses from groups/organisations:
  
- Two consultation sessions held at the Barbican Estate resulted in the attendance of 9 people (8 residents and a representative from Land Securities). The key comments:
  - Overwhelming concern over the long-term vision for Moor Lane behind this experimental scheme e.g. will the entire Lane go ULEV only at the conclusion of the 12-18 month trial?
  - Consider the long-term visions' impacts on residents and inform each resident with a vehicle (via the carparking lists)
  - Consider the uptake issues regarding residents' financial ability to afford new ULEV vehicles
  - Proposal for resident's exemption or an 'allowed number of passes through the checkpoint'
  - Scheme may be considered discriminatory against disabled persons
  - Road signs are too loaded with information to be clear
  - Changes/roadworks etc on the wider road network will cause problems in re-routing to avoid the Southern end of Moor Lane
  - Proposal that new resident rental agreements for car parking spaces are available only for ULEV vehicles
  - One-month bedding in period is not enough to reduce confusion, especially given the elderly population on the Barbican Estate

## **Response to the City's Ultra Low Emission Vehicle Only Street consultation from the Barbican Association**

The Barbican Association represents the 4000 or so residents of the Barbican Estate.

The BA supports the trial of a ULEV-only Street as proposed in Moor Lane. Some residents will clearly be inconvenienced by the restriction at the south end of Moor Lane to ultra low emissions vehicles only, but residents in general strongly support the move to have cleaner air and less air pollution. So we welcome this trial.

We also have a very strong preference for option 2. We understand the advantages in terms of simplicity of signage of Option 1, but it has a major disadvantage for the residents who live on Moor Lane or close to the south junction with Moor Lane. Add that to the disadvantage that the pilot will have for residents with non-compliant cars in Moor Lane and Fore Street, and Option 2 would result in severe detriment to residents.

The reason that the barrier was installed, with its closure overnight and at weekends, was to protect residential amenity and in particular residents' night time sleep. Moor Lane is overlooked by 100s of bedrooms, and against a generally quiet night-time environment, vehicle noise in the night can be very disruptive and disturbing of sleep.

The barrier provides an important protection to night-time quiet for these residents, and we do not want to see that protection diminished.

We acknowledge that the intention is that non-compliant vehicles would still not be able to come through the junction at night or at weekends. But instead of a physical barrier, option 1 would offer only the prospect of a fine to stop such vehicles. So the vehicle owner may get a fine, but that is small consolation to a resident who has been woken up in the small hours by a careless vehicle screeching round the corner.

Moreover, compliant low emission vehicles would be allowed through at any time, but their engines may not be quiet, and nor might their passengers. Disturbance can come from noise inside the car, banging doors etc.

On behalf of Barbican Residents, we hope that you will opt for Option 2 and keep the barrier closed at night.

Chair, Barbican Association

I write on behalf of the Barbican Association and the residents.

The members of the BA discussed the Moor Lane ULEV proposition at the November meeting and we understand the need for the project and are supportive of the Pilot Scheme. However, we strongly object to Option 1 in which the gate would in effect be removed at the corner of Fore Street and Moor Lane.

We are also aware of some residents who need to use their cars because of mobility issues and who will find their journeys more difficult with long detours. (Willoughby House car park to drive south for instance) They will write to you I am sure but as a group we do wonder if there is a more suitable road junction in the City that is not affecting so many residential properties.

We choose Option 2 that retains the overnight and weekend road closure, something that was hard won and does not need to be lost just because the signage may be more difficult. The gated road was debated after much consultation. The reasons for the restriction to the traffic at weekends and after 11pm were very good and road users in the area are used to it.

There are some 300 bedrooms facing Fore Street and Moor Lane, both are narrow roads and there are the 6 servicing and delivery areas - Moor Place, Moor House, London Wall Place, City Point with 21 Moorfields and Tenter House soon to be added. There are also bars and restaurants on Moor Lane and within the City Point area. Option 1 that introduces a through route will cause an increase in traffic with resulting road noise and disturbance.

I would be grateful for a confirmation from you that this comment is added to the list of responses to your consultation.

Chair BA Planning Sub-committee  
Deputy Chair BA

### **Consultation meeting with Taxi trade representatives**

- Impact of displaced traffic in the surrounding areas
- Possible increase costs of travel particularly to wheelchair users
- Impact on drivers – extra pressure from passengers
- Increased journey times
- Concerns over measurement criteria for the Pilot – there must be broader measurement of the pilots success or not then the increase in ULEV vehicles
- Favour Option 1 (scheme operates 24/7) as it is clearer and would be easier to communicate to drivers



The Licensed Taxi Drivers' Association  
Taxi House  
Woodfield Road  
London  
W9 2BA  
November 2018

To whom it may concern,

### **LTDA Moor Lane ULEV Scheme Consultation Response**

We are writing to you in response to the public consultation on the Moor Lane Ultra Low Emission Vehicle Pilot Scheme. The Licensed Taxi Drivers' Association is the professional and authoritative voice of London taxi drivers, representing over 10,500 members. We are committed to ensuring that our member's voices are heard and to maintaining the high professional standards that have become synonymous with London taxi drivers.

We fully commend in principle the City of London's commitment to improving air quality in London, by encouraging the uptake of fully electric and compliant hybrid vehicles, which will reduce CO2 and NOx levels. Taxi drivers are some of the worst impacted by poor air quality, as they are exposed to dangerous levels of air pollution every day whilst driving across our city. London's taxi trade is already leading the way in efforts to clean up London's air and transition to zero emission vehicles and from January 2018 all new taxis licensed in London have been Zero Emission Capable.

However, in the interim, it remains imperative that taxis are allowed maximum possible access to all roads. Mayor Sadiq Khan's planned London-wide Ultra Low Emission Zone exempts taxis in recognition of the action the trade is already taking to combat poor air. Local policies, such as the Moor Lane pilot scheme, should mirror this approach. Taxis are also relied upon by thousands of passengers of limited mobility. All black cabs are wheelchair accessible, with a subsidised 'taxicard' ride scheme operating for disabled passengers. For those who struggle with walking or cycling, accessing the area Moor Lane will be more difficult without the option of a taxi.

Most importantly, whilst we welcome clean air measures, it is more vital that the City of London focuses on delivering the electric vehicle charging infrastructure that is greatly required to encourage more to transition to ZEC vehicles, instead of restricting taxi access to

roads. Our members need to be assured that widespread accessible, affordable and dependable rapid electric charging points are in place. Currently, the nearest fast-charging point to Moor Lane is on Banner Street, EC1Y 8QE, and with only one port. This is 0.8miles away. If similar ULEV-only schemes are to be piloted across the City of London, there needs to be the infrastructure in place to support a greater number of electric vehicles on London's roads.

**To conclude, we would support the measures if they were to include an exemption to allow taxis continued access to Moor Lane.**

Please do let me know if you would like to discuss the concerns we raise in any further detail, or if you have any questions. You can get in touch at your earliest convenience by contacting Toby North by e-mail ([tobynorth@newingtoncomms.co.uk](mailto:tobynorth@newingtoncomms.co.uk)) or by telephone (020 7234 3338).

Yours sincerely,

Chairman of the Licensed Taxi Drivers' Association

## **City of London Moor Lane Ultra Low Emission Vehicle (ULEV) Pilot Consultation**

November 2018

### **Summary of FTA View**

- FTA is opposed to an Ultra-Low Emission Vehicle zone which includes HGVs and vans.
- The Association has concerns about access for commercial vehicles making deliveries to customers in the area.
- The introduction of the scheme only weeks prior to the Ultra-Low Emission Zone in Central London, and operating to different emission standards, is unhelpful for industry.
- There are no diesel vans with emissions lower than 75g CO<sub>2</sub>/km currently available on the market, and HGVs are not measured in the same way as cars and vans for CO<sub>2</sub>. Therefore, this is effectively an HGV ban.

### **Background**

The Freight Transport Association (FTA) is one of Britain's largest trade associations, and uniquely provides a voice for the entirety of the UK's logistics sector. Its role, on behalf of over 17,000 members, is to enhance the safety, efficiency and sustainability of freight movement across the supply chain, regardless of transport mode. FTA members operate over 200,000 goods vehicles - almost half the UK fleet - and some one million liveried vans. In addition, they consign over 90 per cent of the freight moved by rail and over 70 per cent of sea and air freight.

FTA's mission is to make logistics safer, cleaner and more efficient. We seek to ensure that our members can supply our towns and cities with the goods they require every day, whilst reducing any social impacts – including air pollution. As information about the health impacts of some atmospheric pollutants has grown, the issue of lowering local air quality emissions has risen in its importance. The logistics industry accepts that emissions need to reduce compared to their historic levels.

### **FTA response:**

FTA has concerns about access for commercial vehicles making deliveries to customers in the area and therefore is opposed to an Ultra-Low Emission Vehicle zone which includes HGVs and vans.

The logistics industry recognises the importance of tackling poor air quality and has been working hard to upgrade its fleet. In London, operators are already working towards the introduction of the Ultra-Low Emission Zone in April 2019, making significant investments to upgrade their fleets to Euro VI/6 standards.

The Moor Lane Ultra Low Emission Vehicle Zone works to different emission standards and is being introduced a matter of weeks before the launch of the ULEZ, which is unhelpful for industry and does not allow sufficient time for them to make the necessary adjustments to their fleets and operations.

Whilst there is a wide range of electric cars currently on the market, the same cannot be said for commercial vehicles. Indeed, electric van supply is severely limited, as is model choice and there are currently no electric trucks on sale, neither are we expecting there to be in the short-medium term. It is far too soon to be introducing restrictive schemes such as this on commercial vehicles. Instead, operators need support such as refuelling and recharging infrastructure and financial incentives to enable them to start to switch their fleet to zero and ultra-low emission technology.

There are no diesel vans with emissions lower than 75g CO<sub>2</sub>/km currently available on the market, and HGVs are not measured in the same way as cars and vans for CO<sub>2</sub> – the main measurement cited for compliance for the pilot scheme. It is also unclear what the position is for zero-emission capable vehicles.

Non-compliant vehicles will need to make longer journeys to access the area from other roads, which is likely to add to congestion in surrounding roads and increase emissions. For truck operators, this will be their only option as there are no Ultra-Low Emission Trucks (ULETs) currently on the market. The Department of Transport in their Road to Zero strategy has committed to creating a definition of a ULET and work will be shortly underway on this. FTA would urge the City to follow progress on this and to postpone the inclusion of commercial vehicles until there is a clear definition and sufficient vehicle supply.

If commercial vehicles were to be included in the scheme, it would effectively be a lorry ban or a tax on commercial vehicles wishing to supply goods and services to their customers based in the zone.

Neither of the two options offered in the consultation (24 hours a day, seven days a week, or 7am to 11pm on weekdays) are helpful to operators, given the restrictions across London that apply regarding night time deliveries.

30 November 2018

Policy Manager – Vans and Urban  
Freight Transport Association

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Air Quality Team  
City of London Corporation  
Port Health and Public Protection  
Department of Markets and Consumer Protection  
Guildhall, Gresham Street  
London EC2V 7HH

16 November 2018

Dear Sirs,

**Re: Moor Lane – ULEV Strategy Consultation Feedback on behalf of the Barbican Centre**

Overall, the Barbican is extremely pleased with and supportive of the improvement strategies proposed for the 'Ultra Low Emissions Vehicle' only restrictions for Moor Lane. We believe this will make for a cleaner and safer environment for our visitors, our staff and local residents. We do however seek clarification on the wider scheme and an understanding of the alignment with other schemes that are in progress or are being considered by the City of London Corporation.

**Re: Vehicular Access to the Barbican for Deliveries & Impact on Other Proposed Strategies**

Whilst this current strategy is concentrating in Moor Lane access, Barbican event activities are serviced via Silk Street and Beech Street. Please can we be reassured that this will not impact further on these key highway arteries that provide access to our loading bays. Any restrictions to access these roads will impact on our ability to maintain adequate vehicular access to the Barbican, which is paramount for both our arts and commercial programmes. Without this provision the Barbican would not be able to deliver its core activities. It would impact the quality and artistic integrity of the programming at the Barbican and there would also be a negative impact in terms of revenue.

Can we also be assured that this will not adversely affect the amount of vehicle traffic that uses Silk Street, therefore increasing the risk for pedestrians using the different crossing points on Silk Street and Beech Street, which are already very busy junctions, particularly at peak times.

Yours faithfully,

  
**Director of Buildings and Operations**  
**Barbican Centre and Guildhall School of Music & Drama**

**barbican**



NOBLE & ASSOCIATES

RECEIVED

15 NOV 2018

1 Fore Street  
London  
EC2Y 9DT  
UK

9<sup>th</sup> November 2018

Mr David A H McG Smith, CBE  
Director of Markets and Consumer Protection  
City of London  
PO Box 270  
Guildhall  
London EC2P 2EJ

Dear Mr Smith,

**Re: Consultation on Moor Lane Ultra Low Emission Vehicle only access proposal**

Thank you for your letter of 7<sup>th</sup> November and the information leaflet giving notification of this 'pilot'. Before being able to give an informed response to the consultation (both as a Barbican resident and working nearby), I would be grateful if you could provide answers to the following questions I have:

1. You state that the aim of the pilot scheme is, "... to encourage the uptake of fully electric and compliant hybrid vehicles ...". What is the data or evidence on which this assumption has been based?
2. Given the above stated 'aim' of the trial, how will you measure the extent to which it has been achieved as you have not enquired whether or not my ULEV compliant vehicle which will be driven through the Moor Lane barrier was acquired before the trial or as a result of the trial? Do you intend to question all ULEV compliant vehicles that pass through the barrier, 'when and why' they purchased their vehicle?
3. If you DO NOT have a valid means of measuring the success of the pilot on whether or not the 'aim' has been achieved, what is the point of the pilot? Virtue signalling? .... PR? .... distraction from the substantial reduction of road space over many years which has slowed traffic and contributed to pollution?
4. If you DO have a valid means of measuring success on this basis how many people will have to have exchange their non-compliant ULEV vehicle for one that is compliant, in order for the Corporation to conclude that the aim of the pilot has been achieved? 1, 2, 50...?
5. Although 'reducing pollution' is not stated as being a specific goal of the trial (simply that it is being undertaken as 'part of the Low Emission Neighbourhood project'), I assume that it will be a failure if, rather than reducing pollution, it results in adding to pollution in and around the area of the Barbican? Please confirm whether or not this assumption is correct.
6. If it is, then please identify the location of the test equipment that you will be installing in London Wall, Fore Street, Wood Street, Silk Street, Aldersgate Street, Beech Street or other adjacent roads, that will accurately measure whether or not there is an increase in pollution during the period of the trial caused by non ULEV vehicles re-rerouting to avoid the barrier?
7. When will this equipment be installed, so that you can be sure of having valid 'before and after' data?
8. You state that '...Moor Lane has been identified as a suitable location' for this pilot scheme. Who was responsible for making this determination and what were the criteria used?

Thank you for your attention and once I have received your reply, I will be able to offer you my view on the trial.

Yours sincerely

Director

cc The Editor, City Matters

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**BREWERY LOGISTICS GROUP RESPONSE TO CoL MOOR LANE  
PILOT**

***Background to Brewery Logistics Group (BLG)***

The BLG is a trade assc representing the key logistics firms servicing pubs, restaurants and bars in London . We sit on a number of groups and forums in the Capital and are core members of the CLFQP

The BLG currently represents 12 members who cover over 1200 vehicle days per week in London accounting for approx. 75% of all beer deliveries within the M25

***Response to the proposals outlined in the information and consultation document***

The cost and availability to logistics companies has to be taken into account when reviewing anything that is involved with the vehicles being used

The Mayor has already set his aims to reduce air pollution in his Transport Strategy as follows

Clearly stating that freight must adhere to Euro 6 wef April 2019 (this has been brought forward from September 2020 when most operators were planning their new fleets)

Why has the City of London decided to use a different standard for ULEVs which are not available in any quantity?

You are using the following to set the standard for your ULEV

“The vehicle must emit less than 75g of CO2 per kilometre travelled”

This is even harder to understand when the EU is aiming at” 95g of CO2 per kilometre travelled”

Shouldn't the City of London take a step back and make sure it is setting standard that the Mayor wants and that the vehicle manufacturers are being guided to

Boroughs going off on their own and setting different areas of “clean air” is certainly not conducive to achieving the bottom line, as most one of schemes might have benefits in the close area involved and then it all goes pear shaped in surrounding areas leading to increased emission , more congestion ,less productivity and therefore the need for more vehicles not less

***Points of concern from your document***

- How is the pilot scheme going to help inform whether it is suitable for the City of London?
- By closing one end and offering alternative access don't you think that this will cause more congestion and emissions than before you put in this scheme
- Who are the advantages and disadvantages aimed at?

***conclusion***

This scheme should be shelved until the basis of use is cleared by TfL and a standard for all boroughs is agreed across London

Regards

Chairman BLG

# **The John Lewis Partnership**

***Response to: The City Of London Moor Lane (ULEV) Pilot***

***Dated 6<sup>th</sup> December 2018***

The John Lewis Partnership welcomes the opportunity to respond to the proposals outlined in the City of London Ultra Low Emission Vehicle pilot.

The Partnership operate a number of stores within London for both John Lewis and Waitrose, and these require a number of both scheduled and un scheduled daily deliveries, from both the Partnership and third party vehicle fleets.

Home delivery also plays an important part in supporting these stores, with hundreds of on line orders being fulfilled through van deliveries within London on a daily basis and around the proposed area of change.

## **About the John Lewis Partnership**

The John Lewis Partnership is the UK's largest employee-owned business, where all 84,000 Partners are co-owners. The Partnership is one of the UK's largest retailers, forming both John Lewis and Waitrose stores located throughout the UK.

The principles of the Partnership model and our written Constitution underpin how we do business and define our role in society and in the community. This includes commitments to:

- Contribute to the wellbeing of the communities where we operate
- Deal honestly with our customers and secure their loyalty and trust by providing outstanding choice, value and service
- Conduct all of our business relationships with integrity and courtesy

As a business, we work hard to reduce our overall environmental impact and in transport, are committed to distributing our goods in the most resourceful way, encouraging innovation as we do this. For example, last year, Waitrose became the first company in Europe to use lorries which are run entirely on biomethane gas generated from food waste.

### **Response to the proposals:**

The Partnership welcomes any initiatives to improve the air quality in and around London and the uptake and use of cleaner, quieter vehicles.

Option number two: ULEV incorporating the existing road closure is considered a more acceptable proposal however there are concerns with both options 1&2, and the further proposal of a fine being levied for failure to comply.

This road closure appears to offer a limited solution, as access can be gained via other routes, does this proposal add value?

The Mayor of London in his strategy has set the Ultra Low Emission Zone using the Euro standards for both petrol and Diesel vehicles (this incorporates low emission vehicles), therefore why is the City of London proposing to set a standard at a lower level than this, (75g CO<sub>2</sub> per kilometre travelled , electric vehicles and some hybrids) as this standard is not yet attainable for many delivery vehicles due to manufacturing and availability restrictions.

It is very important for successful delivery and serving in London that street access is maintained, and vehicle speeds/journey times are not reduced and congestion is kept to a minimum to assist journey times whilst contributing to reducing pollution.

### **Conclusions:**

The John Lewis Partnership fully supports the requirement to ensure the Capitals streets are safer and that vehicle emissions are reduced to acceptable levels.

Concern is expressed to the fact that the Capital has already been given a transport strategy as produced by the Mayors Office, which vehicle operators and others, are prepared to work with to help improve safety and emissions, to introduce a smaller scheme as proposed will cause confusion, and further concern is given to how effective this will be ?

The Partnership, and no doubt other fleet operators would be happy to engage with the City of London, to discuss the proposed changes within their transport strategy.

## **About the London Cycling Campaign**

London Cycling Campaign (LCC) is a charity with more than 20,000 supporters of whom over 11,000 are fully paid-up members. We speak up on behalf of everyone who cycles or wants to cycle in Greater London; and we speak up for a greener, healthier, happier and better-connected capital.

This response was developed with input from LCC's borough groups.

### **General comments on this scheme:**

The scheme to restrict motor traffic to only "Ultra Low Emission Vehicles" (ULEVs) on the southern end of Moor Lane is opposed.

The small size of trial site is unlikely to yield meaningful results about traffic redistribution and/or evaporation, or the use of ULEVs in the City (that can't be gathered by other means) etc.

On top of that, given the high-end nature of many private hire and private motor vehicles, as well as the trajectory for new taxis and emissions, it is unlikely that even in the short to medium term excluding higher emissions cars on streets in the City will have much impact on motorised traffic levels. Other methods of restricting and reducing motor traffic, such as physical modal filters, are likely to yield far better results than this proposal.

### **Specific points on this scheme:**

- The current proposal does not cover a significant area or even a street with significant problems.
- ULEVs do not reduce emissions or pollutions to zero – such vehicles simply shift emissions from the highway to the point of power generation, and the evidence is that use of braking systems, tyres and other moving motor vehicle systems are a significant source of dangerous particulate pollution even when there are no fuel-derived emissions. ULEVs also do not reduce congestion, or increase activity levels in themselves. As such, while schemes such as this could encourage shift from heavily-polluting vehicles to cleaner ones, they are not likely to encourage or enable mode shift to healthier and more sustainable forms of transport, such as walking, cycling and public transport. In other words, a street used heavily by ULEVs will be no better for cycling and little better for walking than a street used heavily by motor vehicles with higher emissions.
- This is particularly likely to be true in the City where private car use is low, and where many private cars are at the higher end of the market, including those used by private hire vehicles. Given this, introducing ULEV-only streets and zones in the City is very unlikely to significantly reduce motor vehicle traffic.
- For these reasons, enabling more sustainable modes, including for deliveries, servicing, construction etc., is more important than cutting out higher emission motor vehicles from individual streets or areas. And providing and enabling genuine alternatives to driving for as many journeys as possible will be increasingly vital to keep the City moving. It is important then to ensure the overall transport strategy does not end up favouring and/or incentivising ULEVs above more sustainable and active forms of travel.

- For the many reasons listed in the above points, a pilot of a full-time, permanent modal filter here, instead of a ULEV section of street, would be of greater use than this proposal.
- Given the physical filtering of Moor Lane at certain hours at present offers a far more useful facility for those cycling (and walking) by restricting all motor traffic, retaining the existing “road closure” in Option 2 is a preferred option. In either case, concerns about signage being “complex and less easy to understand” in Option 2 seem unrealistic, as outside of ULEV pilot operational hours, there will be a physical barrier stopping motor vehicles accessing the space.

### **General points about infrastructure schemes:**

- LCC requires infrastructure schemes to be designed to accommodate growth in cycling. Providing space for cycling is a more efficient use of road space than providing space for driving private motor vehicles, particularly for journeys of 5km or less. In terms of providing maximum efficiency for space and energy use, walking, cycling, then public transport are key.
- As demonstrated by the success of recent Cycle Superhighways and mini-Holland projects etc., people cycle when they feel safe. For cycling to become mainstream, a network of high-quality, direct routes separate from high volumes and/or speeds of motor vehicle traffic is required to/from all key destinations and residential areas in an area. Schemes should be planned, designed and implemented to maximise potential to increase journeys – with links to nearby amenities, residential centres, transport hubs considered from the outset.
- Spending money on cycling infrastructure has been shown to dramatically boost health outcomes in an area. Spending on cycling schemes outranks all other transport modes for return on investment according to a DfT study. Schemes which promote cycling meet TfL’s “Healthy Streets” checklist. A healthy street is one where people choose to cycle.
- All schemes should be designed to enable people of all ages and abilities to cycle, including disabled people.
- LCC wants, as a condition of funding, all highway development designed to London Cycling Design Standards (LCDS), with a Cycling Level of Service (CLOS) rating of 70 or above, with all “critical issues” eliminated.

**London Cycling Campaign**

[www.lcc.org.uk](http://www.lcc.org.uk)

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# Agenda Item 8

<b>Committee(s)</b>	<b>Dated:</b>
Streets & Walkways Sub Committee Police Committee Policy & Resources Committee	<b>22 January 2019</b> <b>24 January 2019</b> <b>21 February 2019</b>
<b>Subject:</b> Anti-Terrorism Traffic Regulation Order: 2018 Review	<b>Public</b>
<b>Report of:</b> Director of the Built Environment	<b>For Information</b>
<b>Report Author:</b> Ian Hughes, Assistant Director (Highways)	

## Summary

This report reviews the use of the City's permanent Anti-Terrorism Traffic Regulation Order (ATTRO) which was used only once in 2018, namely for the New Year's Eve celebrations as part of the Metropolitan Police-led operation.

The ATTRO authorises the City Police to potentially control the movement of pedestrians and vehicles on City streets, and was originally requested as part of a package of measures aimed at both improving the security of people in crowded places & preventing damage to buildings from a potential terrorist attack.

Members approved the ATTRO in 2016 on the basis that the City Corporation's area was particularly vulnerable to terrorism due to its highly dense nature and the concentration of high profile, historic, prestigious and financial targets that can be found throughout the Square Mile.

Matters since would suggest this assessment has not changed, albeit the use of the ATTRO to control traffic and pedestrians for anti-terrorist purposes has been limited to a small number of high-profile special events since 2016. In that context, its continued limited use would suggest it has been used to the minimum extent necessary in order for the Commissioner to better protect the City community.

## Recommendation(s)

Members are recommended to receive this report.

## Main Report

### Background

1. In September and October 2016, the Planning & Transportation Committee (for decision), the Police Committee (for information) and the Policy & Resources

Committee (for decision) discussed and agreed to the creation of an Anti-Terrorism Traffic Regulation Order (ATTRO) in the City Corporation area.

2. This was in response to a request from the Commissioner of the City Police in July 2015 to introduce such an order, and followed a statutory public consultation.
3. The Commissioner's request was informed by advice received from his counter-terrorism security advisors, including the Centre for the Protection of National Infrastructure (CPNI). The advice related to the whole administrative area of the City, and was in the context of the potential impact of terrorism due to the City's intensely crowded nature and its role as a high-profile world centre of economic activity.
4. The ATTRO is a counter terrorism measure pursuant to the provisions of the Civil Contingencies Act 2004, which allows traffic orders to be written by the Traffic Authority under s6, s22C and s22D of the Road Traffic Regulation Act 1984. These orders can only be made on the recommendation of the Commissioner of Police, and are for the purposes of:
  - Avoiding or reducing the likelihood of, or danger connected with, terrorism, or;
  - Preventing or reducing damage connected with terrorism.
5. On the basis of a security assessment or an intelligence threat, the ATTRO gives a City Police Inspector or above the discretion to restrict traffic and / or pedestrians to all or part of any street in the City. That discretion must be exercised in accordance with an agreed protocol so that any interference is proportionate, and that such restrictions are in place for the minimum extent and time necessary.
6. The Commissioner requested the ATTRO be put in place on a permanent basis, but that its use be contingent on it only being used as a proportional counter terrorism response to the needs of an event, incident or item of intelligence.
7. The permanent ATTRO allows the controls to be activated at any time, albeit in accordance with an agreed protocol that reflects the statutory requirements for making such an order. Nevertheless, its permanent nature enables speedier activation of security measures to meet operational requirements given the unpredictability of the current terrorist threat.
8. Members agreed to making the ATTRO on two key conditions, namely that an annual review be presented to Members, and as part of that review, confirm that the ATTRO had been used in a proportionate matter.

### **Current Position**

9. The protocol established for using the ATTRO allowed for two main types of scenario, namely for intelligence-based Police led urgent situations, and secondly for pre-planned special events. In the latter case, the ATTRO would be used by the Police to supplement the City Corporation's event planning process, which

would typically have a separate pre-advertised temporary traffic regulation order (TTRO) granted to the organiser to close roads just to facilitate the event. In such circumstances, the ATTRO could be used to authorise additional protective security measures and / or additional road closures that might be determined nearer the event.

10. During 2017, the Town Clerk was requested by Commissioner of Police to authorise the use of the permanent ATTRO on six separate occasions, each in relation to a particular special event. These were reported to your respective Committees in July last year, and in summary were:
  - The 2016 New Year's Eve celebration
  - The funeral of PC Keith Palmer at Southwark Cathedral (11 April)
  - The IAAF Marathon event (6 August)
  - The 2017 Lord Mayor's Show & Fireworks (11 November)
  - Grenfell Tower Memorial Service at St Paul's Cathedral (14 December)
  - The 2017 New Year's Eve celebration
11. However, in 2018, only one such request was made, namely for New Year's Eve as part of the Metropolitan Police-led operation and in parallel to their request for similar measures outside the Square Mile. In contrast to 2017, an ATTRO was not requested for the Lord Mayor's Show, nor for the Commonwealth Heads of Government Visit, where the City Corporation TTRO was deemed sufficient to authorise the appropriate road closures.
12. As described above, the ATTRO potentially gave the City Police the authority to control traffic and pedestrians for counter terrorism purposes for New Year's Eve, but in practice, these powers were used sparingly, and in general had no noticeable impact on the public. The overarching City Corporation and Transport for London TTRO's in place to facilitate the event allowed the restriction of traffic and was in keeping with the advance warning notices about the extent of the event footprint.
13. This single request in 2018 and its limited consequential impact would suggest the ATTRO powers continue to be used proportionately, and that a fair balance is being struck between the public interest and an individual's rights.
14. In accordance with the agreed protocol, use of the ATTRO did not exceed 48 hours, which would otherwise have triggered a review by the Town Clerk & Commissioner.
15. In addition, the Department of the Built Environment (who is responsible for both writing the ATTRO and for authorising on-street special events) did not receive, nor was made aware of, any complaints, traffic disruption or human rights infringements specifically deriving from the use of the ATTRO for New Year's Eve.
16. Finally, to reiterate, the permanent City ATTRO was not used at any point in 2018 to implement controls as a result of intelligence-based Police led urgent situations. Its use was carefully balanced with the need to facilitate public events,

and to give the City of London Police the ability to respond quickly to an emerging terrorist threat, providing enhanced protection (if needed) and reassurance to the public.

## **Corporate & Strategic Implications**

17. Counter Terrorism is a tier one threat against our country as per the National Strategic Policing Requirements. Nationally and locally, there is quite rightly a strong expectation that the threat against terrorism is met by an appropriate and proportionate response by the police and our partners.
18. The Government's Contest Strategy aims to reduce the risk to the UK and its interests overseas from terrorism, so people can go about their daily lives freely and with confidence. The City of London Police, part of the London counter terrorism region, supports the Contest Strategy through the four P's approach of Pursue, Prevent, Protect and Prepare. Protective Security as a theme, and therefore the ATTRO, fits firmly under Protect element of the Government's Contest Strategy.
19. The City of London Policing Plan for 2017-20 has a mission statement aiming to 'maintain the City of London as one of the safest places in the country'. The plan states 'the threat from extremism remains high and is becoming more diverse and complex in how it is manifested'. In addition, the Corporation of London's Corporate Plan 2018-2023 states an ambition that 'people are safe and feel safe'.
20. The City of London's historical, cultural and economic importance means it will always be an attractive target for those who are intent on causing high profile disruption. By continuing to protect the City of London from terrorism we will continue to protect the UK's interests as a whole. In terms of prevention, the City of London Police plan states 'we will continue to develop different ways to engage and work with partners in a coordinated way to deter, detect and disrupt terrorist activity'.
21. The City of London Local Plan 2015 aims to ensure that the City remains a safe place to live, work and visit. Core Strategic Policy CS3 makes specific provision for implementing measures to enhance the collective security of the City against terrorist threats, applying measures to broad areas, including the City as a whole. The Policy also encourages the development of area-based approaches to implementing security measures.
22. Finally, the risk of terrorist attack remains at the top of the current Corporate Strategic Risk Register because of the City's concentration of high profile, historic, prestigious and financial targets.
23. Otherwise, the legal implications on the use of the ATTRO remain unchanged from the original 2016 report and are repeated in Appendix 1 for reference.

## **Conclusion**

24. Due to the exceptional environment of the Square Mile, the City of London remains particularly vulnerable to terrorist attack. As a result, the City's permanent ATTRO was approved in 2016 as an appropriate measure to enable the Commissioner of Police to more readily and better protect the City community.
25. Given the single occasions the ATTRO was used in 2018, and the limited extent to which the police used it to prohibit the movement of traffic and / or pedestrians, the evidence would suggest the ATTRO powers were used proportionately and to the minimum extent necessary in accordance with both the statutory requirements and Members' wishes.

## **Appendices**

### **Appendix 1 – ATTRO Legal Considerations Appendix 2 – ATTRO Uses in 2018**

Ian Hughes  
Assistant Director (Highways)  
Department of the Built Environment

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## **Appendix 1: ATTRO Legal Considerations**

1. Statutory power to make the ATTRO – Sections 6, 22C and 22D of the Road Traffic Regulation Act 1984 (as amended by the Civil Contingencies Act 2004) enables traffic orders to be put in place by the traffic authority for the purposes of avoiding or reducing the likelihood of danger connected with terrorism, or preventing or reducing damage connected with terrorism.
2. Statutory duties of traffic authority - As traffic and highway authority, the City Corporation has the duty to secure the expeditious, convenient and safe movement of traffic (having regard to the effect on amenities) (S122 Road Traffic Regulation Act 1984) and the duty to secure the efficient use of the road network avoiding congestion and disruption (S16 Traffic Management Act 2004). The Schedule to the ATTRO sets out requirements aimed at meeting these duties by ensuring that any restrictions will be the minimum necessary to remove or reduce the danger and are consistent with the statutory requirements for making such Orders. In implementing the ATTRO the traffic impacts of restricting or prohibiting traffic to roads within the City, including, potentially, pedestrian traffic, should be considered. In the event of a threat, the disruption to traffic flow would also have to be weighed against the threat of more severe disruption and greater risk being caused due to failure to prevent an incident.
3. Further controls - The Schedule to the draft ATTRO requires that in most cases at least seven days' notice of any restrictions must be given to persons likely to be affected (unless this is not possible due to urgency or where the giving of notice might itself undermine the reason for activating the ATTRO), and notice must also in any event be given to the City, TfL and other affected traffic authorities.
4. Human Rights and Proportionality - In considering the request for the ATTRO, there is a duty to act in accordance with the European Convention on Human Rights. In relation to possible restriction of access to property, any interference with Article 1 rights to enjoyment of property must be justified. Interference may be regarded as justified where it is lawful, pursues a legitimate purpose, is not discriminatory, and is necessary. It must also strike a fair balance between the public interest and private rights affected (i.e. be proportionate). It is considered that the public interest in being protected by the existence and operation of the ATTRO can outweigh interference with private rights which is likely to occur when restrictions are in operation. The scope of restrictions must be proportionate and should only last until the likelihood of danger or damage is removed or reduced sufficiently in the judgment of a senior police officer. The Schedule to the ATTRO sets out arrangements (further expanded in the Protocol) for ensuring that any interference is proportionate. Given the risks to life and property which could arise if an incident occurred, and the opportunity provided by the ATTRO to remove or reduce the threat of and/or impacts of incidents, it is considered that the ATTRO can be justified and any resulting interference legitimate.

## Appendix 2 – ATTRO Uses in 2018

<b>Date</b>	<b>Event</b>	<b>Justification</b>	<b>Impact</b>
31 Dec / 1 Jan	New Year's Eve celebrations	New Year's Eve celebrations impact both the City of London and the wider London area, policed by all three London police forces. The overall command for the New Year's Eve event in London is the responsibility of the Metropolitan Police Service (MPS), with the City of London taking geographical command. The celebrations in London attract well over 100,000 people, all descending on specific, predictable locations. This report has already highlighted the threat from terrorism and New Year's Eve is a high profile, crowded event. The MPS requested the use of the ATTRO for New Year's Eve to protect the public by ensuring stronger controls were in place to prevent vehicles entering crowded areas. This was not based on specific intelligence but on the current national threat from terrorism, highlighted further by a number of attacks in the UK during 2017.	The ATTRO still facilitated the event and the movement of people and therefore it can be concluded that it had little impact on the members of the public who attended.

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