



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

**Date:** TUESDAY, 11 DECEMBER 2012

**Time:** 11.00am

**Venue:** COMMITTEE ROOM - 2ND FLOOR WEST WING, GUILDHALL

**Members:** Jeremy Simons (Chairman) Alderman Robert Hall (Ex-Officio Member)  
Archie Galloway (Deputy Chairman) Brian Harris (Ex-Officio Member)  
Deputy John Barker Michael Hudson  
Martin Farr (Ex-Officio Member) Sylvia Moys  
Marianne Fredericks Deputy John Owen-Ward  
Alderman Alison Gowman (Ex-Officio Member) Deputy Michael Welbank (Ex-Officio Member)

**Enquiries:** Katie Odling  
tel. no.: 020 7332 3414  
katie.odling@cityoflondon.gov.uk

Lunch will be served in Guildhall Club at 1pm

John Barradell  
Town Clerk and Chief Executive

# AGENDA

## Part 1 - Public Agenda

1. **APOLOGIES FOR ABSENCE**
2. **MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**
3. **MINUTES**  
To agree the public minutes and summary of the meeting held on 19 November 2012.  

**For Decision**  
(Pages 1 - 4)
4. **REPORTS OF THE DIRECTOR OF THE BUILT ENVIRONMENT :-**
  - a) Mitre Street – Anti-Social Behaviour Noise Complaints A Highway Authority Response (Pages 5 - 30)
  - b) Options Appraisal and Authority to start work - Heron Plaza (Pages 31 - 62)
  - c) Issue Report – Mariner House Section 106 Improvement Works (Pages 63 - 74)
  - d) Cheapside Area Enhancement Strategy – Report on progress and proposed review (Pages 75 - 88)
  - e) Road Danger Reduction Plan 2013 (Pages 89 - 124)
  - f) Road Danger reduction in the Shoe Lane area - Stonecutter Street & Little New Street (Pages 125 - 164)
5. **RELOCATION OF DOROTHY ANNAN CERAMIC PANELS TO BARBICAN HIGHWALK AND TRANSFER OF OWNERSHIP TO CITY OF LONDON CORPORATION**  
Report of the City Surveyor.  

**For Decision**  
(Pages 165 - 168)
6. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**
7. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

8. **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**

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

10. **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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# Agenda Item 3

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

**Monday, 19 November 2012**

Minutes of the meeting of the Streets and Walkways Sub (Planning and Transportation) Committee held at Committee Room - 2nd Floor West Wing, Guildhall on Monday, 19 November 2012 at 11.00 am

### **Present**

#### **Members:**

Jeremy Simons (Chairman)  
Archie Galloway (Deputy Chairman)  
Deputy John Barker  
Martin Farr (Ex-Officio Member)  
Marianne Fredericks  
Alderman Robert Hall (Ex-Officio Member)  
Sylvia Moys  
Deputy John Owen-Ward  
Deputy Michael Welbank (Ex-Officio Member)

#### **Officers:**

Katie Odling	- Town Clerk's Department
Daniel Hooper	- Town Clerk's Department
Mark Paddon	- Chamberlain's Department
Steve Presland	- Department of the Built Environment
Victor Callister	- Department of the Built Environment
Ian Hughes	- Department of the Built Environment
Patrick Hegarty	- Open Spaces Department
Alan Rickwood	- City Police
Norma Collicott	-

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

Apologies for absence were received from Alderman Gowman, Brian Harris and Michael Hudson.

#### **2. DECLARATIONS BY MEMBERS OF ANY PERSONAL AND PREJUDICIAL INTERESTS IN RESPECT OF ITEMS ON THIS AGENDA**

There were no declarations of interest.

#### **3. MINUTES**

The Minutes of the meeting held on 15 October 2012, were approved as a correct record.

#### **MATTERS ARISING –**

Millennium Bridge approach – (Item 3) – Members were informed that repair and maintenance works was due to start on 20 November.

Pedestrian Crossing at Swan Lane (Item 3) – The Deputy Chairman advised that he had been unable to raise the matter at the previous London Council's meeting; however, he would endeavour to obtain information via an alternative source.

Trinity Square – (Item 6) – Members were advised that equipment was being sought to remove the road markings which were causing some confusion in the Trinity Square area.

The Chairman expressed thanks to officers for ensuring removal of the lamp post in front of the St Lawrence Jewry drinking fountain.

**4. CHEAPSIDE STAGE 4A - GRESHAM STREET OBJECTIONS REPORT**

Consideration was given to a report of the Director of the Built Environment relative to the objections received in relation to Cheapside Stage 4A (Gresham Street).

In response to a question raised, the Director advised that a final report containing firm details in relation to materials would be brought back to Committee for agreement.

Reference was also made to the taxi population in the city and the issues around enforcement which the Director undertook to ensure were fully considered in the final report.

RESOLVED – That,

- a) The making of Traffic Orders under Section 6 of the Road Traffic Regulation Act 1984 be agreed, so as to make the two-way operation at the Gresham Street junction with Aldersgate Street permanent;
- b) The Objectors be informed of the Committees decision; and
- c) A further report be brought back to the Committee at Gateway 4/5 stage.

**5. OUTCOME REPORT - CYCLE PARKING 2011-12**

Consideration was given to an outcome report of the Director of the Built Environment regarding Cycle Parking 2011/2012.

The Chairman complemented Officers on the success of the project.

RESOLVED – That,

- i) It be noted that the project was delivered with a high level of success in both of the measured criteria (number of spaces implemented and the initial use of those spaces); and
- ii) Authorisation be granted to close the project.

6. **OUTLINE OPTIONS APPRAISAL - LEADENHALL STREET PEDESTRIAN CROSSING IMPROVEMENTS**

Consideration was given to a report of the Director of the Built Environment which provided information regarding the Outline Options Appraisal for Leadenhall Street Pedestrian Crossing Improvements.

Members expressed their support to progress Option 3, acknowledging that the number of pedestrians was likely to increase in the area due to new office developments nearby; therefore it was important to move the project forward as a quickly as possible.

RESOLVED – That Option 3 (a large signalised junction) be progressed further for reasons described in Section 22 of the report.

7. **RIVERSIDE WALK ENHANCEMENT STRATEGY**

Consideration was given to a report of the Director of the Built Environment in respect of the Riverside Walk Enhancement Strategy (progress report and proposed review).

Members received a presentation from the Assistant Director (Environmental Enhancement).

Members expressed concern regarding the safety of pedestrians due to prohibited cycling on the Riverside Walk. The number of runners could also be a problem at times. Members were advised that details of further projects would be brought to the Sub-Committee at future meetings for full discussion. Members noted that the key point was to ensure the walkway accommodated the various types of users.

The Director agreed to clarify with the Comptroller and City Solicitor and the Remembrancer the position in respect of amendments to the respective powers for policing the walkway and provide a response to Members.

RESOLVED – That,

- i) the update information on the Strategy be received and actions noted; and
- ii) Officers be authorised to commence a review and update of the Strategy, with a view to the updated draft being approved by Members prior to public consultation in 2013

8. **8-10 MOORGATE AREA IMPROVEMENTS**

Consideration was given to a report of the Director of the Built Environment in respect of 8-10 Moorgate Area Improvements.

RESOLVED – That in line with Officers recommendation, Option 1 be progressed as follows:

- a) Improvements to Telegraph Street and Tokenhouse Yard, directly adjacent to the 8-10 Moorgate development.

9. **SPECIAL EVENTS ON THE PUBLIC HIGHWAY - RIDELONDON**

Consideration was given to a report of the Director of the Built Environment which allowed Members the opportunity to comment on the proposal and consider the appropriateness of the RideLondon event taking into account the nature, scale and impact on the City streets.

Members were informed that between now and August 2013, officers would be working on the detail of the plan for the events, with the Sunday set to be the larger of the two, however an interim report would be brought to the Committee in February 2013.

In response to a question, Officers agreed to liaise with the organisers to ensure that adequate public toilet facilities were available for event participants. Officers also agreed to communicate the events to cruise ships docking on the same day, as well as licensed establishments.

RESOLVED – That the RideLondon event on 3<sup>rd</sup> and 4<sup>th</sup> August 2013 be supported, and Officers in the Highways Division be requested to work closely with TfL and the event organisers on the proposed routes through the City.

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

There were no questions.

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

There were no items of urgent business.

12. **EXCLUSION OF THE PUBLIC**

**RESOLVED:** 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.

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

There were no questions.

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

There were no items of urgent business.

**The meeting ended at 12.35 pm**

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Chairman

**Contact Officer: Katie Odling**  
**tel. no.: 020 7332 3414**  
**katie.odling@cityoflondon.gov.uk**



<b>Committee(s):</b> Streets and Walkways Sub Committee	<b>Date(s):</b> 11 December 2012	
<b>Subject:</b> Mitre Street – Anti-Social Behaviour (Noise) Complaints: A Highway Authority Response	<b>Public</b>	
<b>Report of:</b> Director of Built Environment	<b>For Decision</b>	
<p style="text-align: center;"><b><u>Summary</u></b></p> <p>Residents in the Mitre Street area requested that Officers investigate the replacement of single yellow line parking on Mitre Street with double yellow lines. Residents hoped that this would address the occurrence of anti-social behaviour in the area associated with the night-time economy.</p> <p>However, following local public consultation, it was found that removal of parking after the hours of parking control, as requested by residents, will cause difficulties for other stakeholders such as the Sir John Cass’s Foundation Primary School and St Katherine Cree Church, and may not necessarily resolve the noise issue.</p> <p>It is considered that any response from the City of London in its capacity as Highway Authority will not offer a satisfactory solution to the noise issue at Mitre Street.</p> <p><b>Recommendations</b></p> <p>I recommend the Streets and Walkway Sub Committee retain the current waiting and loading restrictions at Mitre Street including the existing mixture of pay &amp; display, disabled and motorcycle bays (i.e. do nothing).</p>		

## **Main Report**

### **Introduction**

1. Residents in the Mitre Street area have complained of late-night noise disturbances resulting from the night-time economy for a number of years. There is an increasingly active night-time economy in the Leadenhall Street and Mitre Street area; an inspection of the immediate area on 18 May 2012 identified eight licensed premises as listed in Appendix 1.

### **Background**

2. Mitre Street is a local access road between Creechurch Lane and Aldgate, near Leadenhall Street, at the eastern end of the City of London. The location of Mitre Street can be viewed in Appendix 2.
3. The area consists of a mix of land uses including offices, bars, restaurants, pubs, cafes, a school (Sir John Cass’s Foundation Primary School), two places of worship (St Katherine Cree Church and the Bevis Marks Synagogue) and residential dwellings.
4. International House, located at 1 Mitre Square, has an approved planning application for a 37,655 sqm office redevelopment with a 297 sqm shop, café or restaurant. Demolition of the existing structure is due to commence shortly.

## **Current Position**

5. The area currently has a mixture of pay & display, disabled and motorcycle bays. There are “at any time” restrictions (ie double yellow lines) on some sections of the road to prevent obstructive parking but otherwise parking is unrestricted against single yellow lines after the hours of control.
6. It has been suggested that visitors to the night-time establishments often park in nearby Mitre Street and Creechurch Lane after the hours of parking control (7am to 7 pm, Monday to Friday), causing disturbances when arriving / leaving (e.g. congregating around parked cars playing loud music, talking / laughing loudly etc).
7. Residents suggested that implementing tighter parking restrictions on Mitre Street may discourage anti-social behaviour. Officers agreed to investigate the feasibility of replacing single yellow line parking on Mitre Street with double yellow lines.

## **Research and Investigation**

8. In order to establish the extent of the issue, data was gathered from three sources:
  - (a) A public consultation was conducted between 26 March to 15 April 2012 where 85 questionnaires were distributed to all residents and businesses in the area shown in Appendix 2. A copy of the questionnaire is also available in Appendix 2.
  - (b) A night-time parking survey was conducted over two Friday and Saturday nights by the City’s Parking Enforcement Team. These were undertaken over the weekends of 5-6 May and 11-12 May 2012. The detailed observations from these surveys are available in Appendix 3.
  - (c) Reported noise incidents were obtained from both the City’s Environmental Health (Noise Team) and the City of London Police. These were analysed and are presented in Appendix 4.
9. In addition to determining the validity and extent of the noise problem, the public consultation in March / April 2012 aimed to establish support for the removal of parking after the hours of parking control (7am to 7pm, Monday to Friday) by converting the single yellow line along Mitre Street to double yellow lines.
10. The proposed introduction of double yellow lines would mean that night-time economy visitors would have to park elsewhere. Equally, residents and their visitors would not be able to park here at any time.
11. However, loading and servicing would not be affected. These would continue to be permitted on both single and double yellow lines that are not governed by loading restrictions (single / double kerb blips).
12. The investigation of this issue and associated proposal was coordinated with the wider waiting and loading review of the City since treating Mitre Street in isolation could result in vehicles parked here being displaced to other nearby streets causing the problem to migrate elsewhere.
13. An area wide approach was employed to ensure that waiting restrictions at Mitre Street were reviewed concurrently with those at Creechurch Lane, Bury Street and Heneage Lane. This need was recognised by several respondents in the public consultation.

## **Summary of Results**

14. Detailed analyses of the data above are discussed in detail in Appendices 2, 3 and 4 respectively.
15. The public consultation clearly demonstrated an inherent conflict between residents and businesses in the area with regards to noise issues from the night-time economy. This can be explained by (a) the majority of businesses in the area are offices whose operation does not co-exist with the night-time economy and (b) certain businesses are part of the night-time economy and their patrons may be affected by any increase in parking restrictions.
16. All residents reported suffering from noise often or sometimes, as opposed to the majority of businesses who did not suffer from noise disturbances. Consequently, residents were more likely to think that increased parking restrictions will help address the situation, and are therefore more in favour of the proposal.
17. While the school and places of worship were sympathetic towards the plight of residents, they did not support the proposal for more stringent parking restrictions at Mitre Street in whole.
18. The night-time parking survey appears to support the notion of an active night-time economy in the area, particularly on “special occasions” such as Bank holiday weekends. There was also correlation between the night-time parking survey and a reported noise incident on the 7 May 2012.
19. The analysis of reported noise incidents shows that while noise complaints have been reducing over the years, noise disturbance remains a concern for residents in Mitre Street. Seventy five percent of noise complaints are attributed to a commercial or an entertainment nature.
20. Residents are frustrated that little is able to be done to help address this issue. Based on their discussions with officers, these frustrations are similarly echoed by the City’s Environmental Health (Noise) Team and the City of London Police.
21. One of the complications faced by the Environmental Health Team is the difficulty in establishing whether the noise threshold has been breached such that enforcement action can be considered. In addition, the nature of the noise (loud talking / laughing) is not enforceable under current legislations.
22. The only other recourse is therefore for the incidents to be reported to the City of London Police as anti-social behaviour. However, the City of London Police may not have the resources to attend site immediately due to other priorities (sometimes only able to follow-up with informant later in the day.)

### **Proposal**

23. The consultation shows that noise is a problem for residents. However, there is no overall support for the consulted proposal to convert single yellow lines to double yellow lines. Instead, any such response would create parking complications for other stakeholders particularly the Sir John Cass’s Foundation Primary School and St Katherine Cree Church whose parents or parishioners will no longer be able to park in Mitre Street in the evenings and at weekends.
24. It should also be noted that the consulted proposal may not be effective in reducing all noise unless parking controls are also introduced to prevent night time parking at pay & display, disabled and motorcycle bays that are currently in place.

25. Based on the above, it is therefore proposed that the current waiting and loading restrictions at Mitre Street (including the existing mixture of pay & display, disabled and motorcycle bays) be retained i.e. do nothing.

### **Corporate & Strategic Implications**

26. Issues relating to the night-time economy are recognised in the Core Strategy (page 16):

“The City is a safe place to live and work, but must recognise and address increasing concerns about global security. More locally, growth in the night-time economy is leading to concerns about anti-social behaviour. The challenge is to address these global and local concerns, whilst maintaining an attractive and accessible environment”.

27. The results of this investigation suggest that reliance upon parking control alone as a means of mitigating the impacts of the night-time economy are unlikely to yield success.

### **Implications**

28. There are no financial, legal, property or human resource implications from the “do nothing” proposal.
29. A key risk associated with the proposal is that residents of Mitre Street may continue to suffer the effects of noise especially with the increasingly active night-time economy in and around the Mitre Street area.

### **Conclusion**

30. There is an inherent conflict between the needs of residents and businesses in the Mitre Street area on the issue of noise from the night-time economy.
31. Removal of parking after the hours of parking control, as requested by residents, will cause difficulties for other stakeholders such as the school and places of worship and is not recommended.

### **Appendices**

Appendix 1 Licensed Premises in the Leadenhall Street and Mitre Street Area

Appendix 2 Consultation Questionnaire

Appendix 3 Results of Night-Time Parking Survey

Appendix 4 An Analysis of Reported Noise Incidents

#### **Contact:**

*Christine Wong, Project Manager (Contract)*  
*christine.wong@cityoflondon.gov.uk | 020 7332 1511*

**Appendix 1 Licensed Premises in the Leadenhall Street and Mitre Street Area**

<b>No</b>	<b>Name</b>	<b>Address</b>	<b>Type</b>
1	Pause	80 - 84 Leadenhall Street EC3A 3DH	Bar & Restaurant
2	Saffron Red	78 - 79 Leadenhall Street EC3A 3DH	Bar & Restaurant
3	The Trident	29 - 31 Mitre Street EC3A 5BU	Bar & Restaurant
4	Jamie's Wine Bar & Restaurant	18 - 22 Creechurch Lane EC3A 5AY	Bar & Restaurant
5	Osteria Adriatico	12 Mitre Street EC3A 5HN	Bar & Restaurant
6	The Old Tea Warehouse	4-8 Creechurch Lane EC3A 5AY	Pub
7	Anokha Indian	2 Creechurch Lane EC3A 5AY	Bar & Restaurant
8	Dion	52 - 56 Leadenhall Street EC3A 2BJ	Bar & Restaurant

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## Appendix 2 Results of Public Consultation

- 1 A letter and questionnaire were sent to 85 affected properties in the area shown at the back of Appendix 2. The survey population consists of 43 residents, 39 businesses (excluding vacant premises at the time of the survey), two places of worship and one educational establishment.
- 2 The questionnaire, requesting responses to five questions, are also enclosed at the back of Appendix 2. The three-week consultation period occurred between 26 March and 15 April 2012.
- 3 Thirty three (33) completed questionnaires were received providing a response rate of about 39 percent. The results of this consultation are discussed below.

### Question 1

- 4 This question shows the composition of respondents being:

<b>Type</b>	<b>Numbers</b>	<b>Percentage</b>
Residents	11	33.3%
Business	19	57.6%
Both	1	3.0%
Other*	2	6.1%
<b>Total</b>	<b>33</b>	<b>100.0%</b>

\*Other includes places of worship and educational establishments.

- 5 It is noted that although there is a marginally larger resident population, most respondents were businesses.

Question 2

- 6 This question highlights the frequency of noise disturbances from the night-time economy. About 50 percent of respondents suffered from noise at varying frequencies, mostly on a weekly basis.

<b>Extent</b>	<b>Numbers</b>	<b>Percentages</b>
At least once a week (often)	11	33.3%
A couple of times a month (sometimes)	3	9.1%
Less frequently	2	6.1%
Never	17	51.5%
<b>Total</b>	<b>33</b>	<b>100.0%</b>

- 7 Unsurprisingly, all residents reported suffering from noise often or sometimes, as opposed to the majority of businesses who did not suffer from noise disturbances. This may be because the majority of businesses in the area are offices hence are less likely to be affected by the night-time economy.

<b>Type / Frequency</b>	<b>Often</b>	<b>Sometimes</b>	<b>Less Frequently</b>	<b>Never</b>
<b>Resident</b>	9	2		
<b>Business</b>		1	1	17
<b>Both</b>				1
<b>Other</b>	2			
<b>Total</b>	<b>11</b>	<b>3</b>	<b>1</b>	<b>18</b>

- 8 The results show that residents and businesses have conflicting views on this issue.



Question 3

9 This question seeks to establish whether removal of out-of-hours parking at Mitre Street will help address the noise issue. The majority of respondents do not believe removal of out-of-hours parking will improve the situation. However, one reason cited for this was the lack of enforcement late at night\* to support any such changes for it to be meaningful.

<b>Support</b>	<b>Numbers</b>	<b>Percentage</b>
Yes	11	33.3%
No	17	51.5%
Don't Know / Not Sure	5	15.2%
<b>Total</b>	<b>33</b>	<b>100.0%</b>

\*Parking enforcement is available until 6 pm Sunday, 10 pm Monday to Thursday and 24-hours Friday and Saturday.

10 Again, unsurprisingly, most residents think that increased parking restrictions will help address the noise issue but this view is not shared by most businesses.

<b>Type / Support</b>	<b>Yes</b>	<b>No</b>	<b>Don't Know / Not Sure</b>	<b>Total</b>
Residents	7	4		11
Business	3	11	5	19
Both		1		1
Other	1	1		2
<b>Total</b>	<b>11</b>	<b>17</b>	<b>5</b>	<b>33</b>

Question 4

11 This question determines support for the proposal to remove out-of-hours parking at Mitre Street by converting the single yellow line to double yellow lines. Again, it can be seen that support for (42.4 percent) and against (45.5 percent) this proposal is fairly evenly split.

<b>Support</b>	<b>Numbers</b>	<b>Percentage</b>
Yes	14	42.4%
No	15	45.5%
Don't Know / Not Sure	4	12.1%
<b>Total</b>	<b>33</b>	<b>100.0%</b>

12 Echoing the previous questions, most residents are in favour of increased parking restrictions but most businesses are not. Some businesses are concerned about losing the ability to load / unload. However, this proposal would not have an impact on loading restrictions.

<b>Type / Support</b>	<b>Yes</b>	<b>No</b>	<b>Don't Know / Not Sure</b>	<b>Total</b>
Residents	9	1	1	11
Business	4	12	3	19
Both		1		1
Other	1	1		2
<b>Total</b>	<b>14</b>	<b>15</b>	<b>4</b>	<b>33</b>

### Question 5

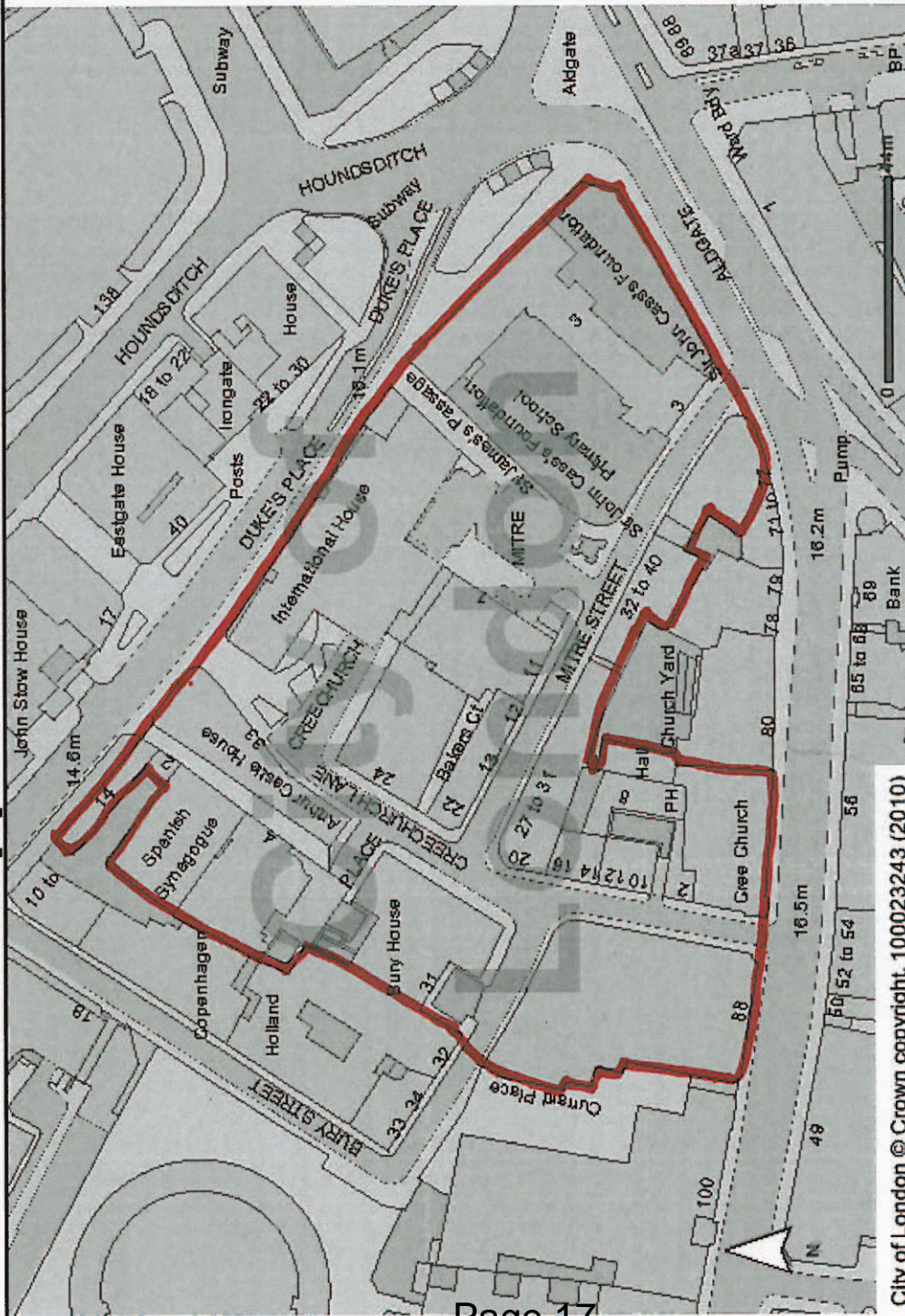
- 13 This question gives the respondent the opportunity to make any other comments on the proposal and to highlight any other parking & loading issues in the immediate area.
- 14 One of the recurring comments made was the need to extend any parking restrictions to adjacent streets, particularly Creechurch Lane and Bury Street, as part of an area wide approach. Treating Mitre Street in isolation can result in the problem being migrated elsewhere. Consequently, the decision was taken to consider and incorporate the City-wide waiting & loading review with that for Mitre Street.

### Summary

- 15 The public consultation clearly demonstrates an inherent conflict between residents and businesses in the area with regards to noise issues from the night-time economy. This can be explained by (a) the fact that the majority of businesses in the area are offices whose operation does not co-exist with the night-time economy and (b) certain businesses are part of the night-time economy and may be perpetrating the noise.
- 16 All residents reported suffering from noise often or sometimes, as opposed to the majority of businesses who did not suffer from noise disturbances. Consequently, residents are more likely to think that increased parking restrictions will help address the situation, and are therefore more in favour of the proposal.

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# Appendix 2 Consultation Area



**Legend**

	City Boundary
	Annotation
	Base Map
	Road or Track
	Footway
	Path
	Step
	General Feature
	General Surface
	Made Surface
	Glasshouse
	Historic Interest
	Water
	Landform
	Natural Environment
	Railway
	Structure
	Unclassified
	Building

**CONSULTATION AREA**



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**Department of the Built Environment**

Philip Everett, BSc, CEng, MICE  
Director of the Built Environment



Telephone 020 7332 1151

Email [iain.simmons@cityoflondon.gov.uk](mailto:iain.simmons@cityoflondon.gov.uk)

Date 23 March 2012

Dear Sir / Madam,

**Parking in Mitre Street**

The City of London is currently reviewing parking in Mitre Street. The review is in response to noise complaints received from local resident(s) on the night-time economy (such as late-night pubs, bars and restaurants).

It is proposed to convert the single yellow line at Mitre Street to double yellow lines to help address this issue. This means:

- Night-time economy visitors must park elsewhere.
- Equally, residents and their visitors will not be able to park here at any time.
- However, loading / unloading is still permitted at any time.

We would appreciate if you can let us know of your thoughts by completing the questionnaire overleaf and returning it in the attached pre-paid envelope by 15 April 2012.

If there is sufficient support for the proposal, it will be implemented later this year.

Thank you for your time.

Yours faithfully

Iain Simmons  
Assistant Director (City Transportation)  
Department of the Built Environment

**Please tick the appropriate answer**

1. Are you a resident / business?

- Resident
- Business
- Both

2. Have you been affected by noise from the night-time economy?

- At least once a week (often)
- A couple of times a month (sometimes)
- Less frequently
- Never

3. Will removing parking at Mitre Street by converting the single yellow line to double yellow lines help address this issue?

- Yes
- No

4. Do you support the proposal to remove parking at Mitre Street by converting the single yellow line to double yellow lines?

- Yes
- No

5. Do you have any other comments on the proposal or any other parking & loading issues in the immediate area you wish to highlight?

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**Please return this questionnaire in the pre-paid envelope by 15 April 2012.**

The City of London complies with the Data Protection Act 1998 in managing personal information. All contact details and responses to the consultation will be used for the purposes of this consultation and will feed into the processes required to undertake any changes in your area. Your personal information will not be passed to any third party for marketing purposes. Comments provided in response to the consultation may, however, be published or disclosed, for example in public Committee Reports presented to elected Members when considering the proposals or in response to requests for information from the public. However comments will normally not be attributed to individuals and personal contact details will be kept confidential. Your responses may be retained for up to four years in accordance with relevant retention requirements and policies. If you have any queries about how your personal information is managed by us, please write to Data Protection Officer, Department of the Built Environment, City of London, PO Box 270, Guildhall, London EC2P 2EJ.



### Appendix 3 Results of Night-Time Parking Survey

- 1 A night-time parking survey was conducted over two Friday and Saturday nights by the City’s Parking Enforcement Team. These were undertaken over the weekends of 5-6 May and 11-12 May 2012. The detailed observations from these surveys are available at the end of Appendix 3.
- 2 Overall, the results indicate parking on single yellow lines is well used outside of the hours of control, particularly in Creechurch Lane and Bury Street. It is encouraging to note no vehicles parked against double yellow lines on either weekend.
- 3 The total number of vehicles parked in Mitre Street and the surrounding streets of Creechurch Lane, Bury Street and Heaneage Lane are shown in the table below.

Time		Number of Parked Vehicles	
		Regular Weekend	Long Weekend
Friday night / Saturday morning	About 12 midnight	16	44
	About 3 am	6	44
Saturday night / Sunday morning	About 12 midnight	19	24
	About 3 am	11	16

- 4 On the regular weekend of 11-12 May 2012, a reasonable number of vehicles can be observed parked throughout the night in the area. Mitre Street is largely vacant of vehicles over this period except for a peak of 5 vehicles at 11.12 pm Saturday night, all of whom left by 2.42 am.
- 5 However over a long weekend (with Monday 7 May 2012 being a Bank Holiday), it is interesting to note a significant increase in the number of vehicles who remained parked at about 3 am Sunday 6 May in Creechurch Lane (15 vehicles), Bury Street (17 vehicles), Heneage Lane (1 vehicle) and Mitre Street (11 vehicles).

#### Summary

- 6 The night-time parking survey show there are significant fluctuations in the number of parked vehicles in Mitre Street and the surrounding streets of Creechurch Lane, Bury Street and Heneage Lane between a regular weekend and a long (Bank holiday) weekend.
- 7 This is particularly prominent during Friday night / Saturday morning where there were more than six times as many vehicles parked over a long weekend. This appears to support the notion of an active night-time economy in the area, particularly on “special occasions”, which contributes to the sporadic nature of noise issues at Mitre Street.

## Night Time Parking Survey on 5-6 May 2012

### Saturday morning 5 May 2012

00:06—Bury Street

16 vehicles on SYL

6 vehicles on P&D Bays

0 on DYL

00:12—Creechurch Lane

11 vehicles on SYL

7 vehicles on P&D Bays

0 on DYL

00:21—Mitre Street

2 vehicles on P&D Bays

0 on SYL

0 on DYL

00:28—Heneage Lane

2 vehicles on SYL

0 on P&D bays

0 on DYL

02:58—Bury Street

13 vehicles on SYL

4 vehicles on P&D bays

0 on DYL

03:03—Creechurch Lane

10 vehicles on SYL

5 vehicles on P&D Bays

0 on DYL

03:11—Heneage Lane

1 vehicle on SYL only

03:13—Mitre Street

9 vehicles on SYL

2 vehicles on P&D bays

0 on DYL

Sunday morning 6 May 2012

00:24—Bury Street

4 vehicles on P&D Bays only

00:27—Creechurch Lane

8 vehicles on SYL

7 vehicles on P&D Bays

0 on DYL

00:31—Mitre Street

4 vehicles on SYL

1 vehicle on P&D bay

0 on DYL

00:33—Heneage Lane

0 vehicles in street

02:54—Bury Street

3 vehicles parked on P&D Bays only

02:57—Creechurch Lane

6 vehicles parked on SYL

4 vehicles parked on P&D Bays

0 on DYL

03:00—Mitre Street

1 vehicle on SYL

2 vehicles on P&D bays

0 on DYL

03:02—Heneage Lane

0 vehicles in street

## **Night Time Parking Survey on 11-12 May 2012**

### Friday Night 11 May 2012

23:58—Bury Street

4 vehicles on SYL

3 vehicles on P&D Bays

0 on DYL

23:51—Creechurch Lane

4 vehicles on SYL

5 vehicles on P&D Bays

0 on DYL

23:56—Mitre Street

All clear

23:54—Heneage Lane

0 vehicles in street

### Saturday Morning 12 May 2012

03:27—Bury Street

2 vehicles on SYL

1 vehicle on P&D bays

0 on DYL

03:20—Creechurch Lane

1 vehicle on SYL

2 vehicles on P&D Bays

0 on DYL

03:25—Heneage Lane

All clear

03:29—Mitre Street

All clear

### Saturday Night 11 May 2012

23:08—Bury Street

4 vehicles on SYL

3 vehicles on P&D Bays

0 on DYL

Saturday Night 11 May 2012

23:02—Creechurch Lane

2 vehicles on SYL

5 vehicles on P&D Bays

0 on DYL

23:12—Mitre Street

1 vehicle on P&D Bays

4 on SYL

0 on DYL

23:06—Heneage Lane

0 vehicles in street

Sunday Morning 13 May 2012

02:44—Bury Street

2 vehicles on SYL

3 vehicles on P&D bays

0 on DYL

02:38—Creechurch Lane

4 vehicles on SYL

2 vehicles on P&D Bays

0 on DYL

02:41—Heneage Lane

All clear

02:42—Mitre Street

All clear

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## **Appendix 4 An Analysis of Reported Noise Incidents**

- 1 Reported noise incidents were obtained from both the City of London Police and the City's Environmental Health Team. These are presented at the end of Appendix 4.

### City of London Police Report

- 2 This report is not extensive as records are only readily available from when a new reporting system was introduced less than 12 months ago. However, the detail pertaining to each incident is comprehensive and descriptive.
- 3 There have been four reported noise incidents in Mitre Street since August 2011. Anecdotal evidence indicates that such noise disturbances occur more regularly than reported as evidenced by the following statements:
- 4 "This is the first time it has been reported, but has happened for the last two weekends." 6 August 2011
- 5 "... he often hears people at the weekends on the streets in the early hours, but apparently on this occasion it was particularly loud and for a long duration and kept him awake." 7 May 2012 (Bank Holiday)
- 6 It is worth noting that the statement made on 7 May 2012 above corresponds with a high number of parked cars in the Mitre Street area as captured in the parking night-time survey discussed in Appendix 3.
- 7 On almost all occasions, the perpetrators were congregating around parked vehicles, playing loud music, shouting and drinking. In the most recent incident, the informant also mentioned the tendency of visitors to congregate around benches in the Mitre Square area.

### The City's Environmental Health Team

- 8 This report shows there has been a total of 32 noise complaints in the last three years. Overall, the number of reported noise complaints has significantly reduced in the last 12 months i.e. only six complaints were recorded in the most recent 12 months.
- 9 The closure of a night club called Paradigm (78-79 Leadenhall Street) at the end of 2010 may have contributed significantly to this reduction in complaints.

- 10 There is also a possibility that residents have realised there is little the City's Environmental Health Team can do as it can be difficult to establish whether the noise threshold has been breached such that enforcement action can be taken. In addition, the nature of the noise (loud talking / laughing) is not enforceable under current noise legislations.
- 11 The only other recourse is therefore for the incidents to be reported to the City of London Police as anti-social behaviour. However, the City of London Police may not have the resources to attend site immediately due to other priorities (sometimes only able to follow-up with informant later in the day.)
- 12 The majority of noise complaints (75 percent) are attributed to a commercial or an entertainment nature.

### Summary

- 13 While noise complaints have been reducing over the years, noise disturbance remains a concern for residents in Mitre Street. Seventy five percent of noise complaints are attributed to a commercial or an entertainment nature. The current system of dealing with noise disturbances is not capable of providing a comprehensive long-term solution to the issue.



[REDACTED]

---

**From:** [REDACTED]  
**Sent:** 01 May 2012 15:24  
**To:** [REDACTED]  
**Subject:** RE: Mitre Street - Noise Complaints (NOT PROTECTIVELY MARKED)

NOT PROTECTIVELY MARKED

Here are the basic details for those complaints:

**MITRE STREET**

06/08/11 - CAD 11750

Informant is complaining of clubbers parking in his street and drinking before going to the club. They put the music on in their cars and disturb everyone. This happens at about 23:30 hours - midnight. The clubbers then return to the cars in the early hours of the morning. This is the first time it has been reported, but has happened for the last two weekends. Licencing informed.

08/01/12 - CAD 1662

Informant disturbed by a car parked close to where he lives, playing excessively loud music and occupants shouting. This had been going on since about 03:00hrs. Informant has had a problem in the past when patrons of a club caused trouble, but the club has since closed down. Advised to contact Environmental Health at Corporation to log complaints with them also and told to call police if it happens again and we will move the people on.

08/01/12 - 1721

Report of a vehicle parked with music on very loudly and occupants shouting. All quiet upon police arrival 10 minutes after call. Informant has been called, answers the phone, but when I ask to speak to [REDACTED] the phone is put down without any word the other end. Tried calling twice, same thing happened both times. There is no record of police being called by informant before.

-----Original Message-----

**From:** [REDACTED]  
**Sent:** 01 May 2012 08:37  
**To:** [REDACTED]  
**Subject:** Mitre Street - Noise Complaints

Hi [REDACTED]

My colleague [REDACTED] (Team Manager, Pollution Team) suggested I contact you. I called this morning but understand you were away from your desk for half an hour. I will try again shortly.

I am doing a parking review of the Mitre Street area in response to noise concerns expressed by resident(s) from visitors arriving / leaving the area.

Can you advise if your team has been in receipt of any noise complaints in the Mitre Street / Creechurch Lane / Creechurch Place area in the last three years?

I look forward to hearing from you soonest. Thank you in advance.

With kind regards,

[REDACTED]

[Redacted]

From: [Redacted]  
Sent: 09 May 2012 11:49  
To: [Redacted]  
Subject: Noise complaint - Mitre Square (NOT PROTECTIVELY MARKED)

NOT PROTECTIVELY MARKED

[Redacted]

I've spoken to the resident and he is more than happy for me to share his details with you. His name is [Redacted] and his number is [Redacted]

He says that he often hears people at the weekends on the streets in the early hours, but apparently on this occasion it was particularly loud and for a long duration and kept him awake. It went on from about midnight, and he called us at 02:43hrs on 7th May (Sunday night/Monday morning). He did mention that there are benches in Mitre Square which late night revellers are prone to hang about on or around.

He thinks a couple of neighbours also complained, he will get their details to me and I'll pass them on to you, although you may not get those in time for your report.

[Redacted]

City of London Police  
Safer City Wards

[Redacted]

<<http://www.cityoflondon.police.uk/CityPolice/SaferCityWards/YourCityWard/>>

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<b>Committee(s):</b>	<b>Date(s):</b>
Street and Walkways Sub Committee	11/Dec/2012
Projects Sub Committee	13/Dec/2012
<b>Subject:</b> Options Appraisal and Authority to Start Work (Gateway 3/4/5) – Heron Plaza S.278 (highway works)	<b>Public</b>
<b>Report of:</b> Director of the Department of the Built Environment	<b>For Decision</b>

## Summary

### Dashboard

- Project Status: Green
- The project is approximately 30% of the way through its six year programme
- Total Estimated Cost: Up to £810,103
- Spend to Date: £19,800
- Overall Project Risk: Green

### Context

On 11 January 2011 the Planning and Transportation Committee approved conditional planning permission to redevelop a site bounded by Houndsditch, Bishopsgate, Devonshire Row and Cavendish Court now referred to as Heron Plaza (previously Stone House and Staple Hall). The permitted development is a 43 storey hotel and residential tower. See Appendix 1 for the local area plan. At this meeting, Members instructed officers to complete any necessary agreements under Section 278 of the Highway Act 1980 (S278).

On 27 May 2011, the developer and the City signed an agreement under Section 106 of the Town and Country Planning Act 1990 (S.106) stating that changes to the public highway around the site are required to be incorporated into a S278 agreement. This S.278 agreement is required to be signed before construction of Heron Plaza is permitted to start.

This report is an Options Appraisal and Authority to Start Work report (Gateways 3/4/5). A project of this nature (i.e. S278 agreement which is fully funded by the developer) would normally proceed to Authority to Start Work (Gateway 5) stage, but the developer has requested non standard materials. Therefore, options have been included in this report.

The required changes to the public highway include the enhancement of Houndsditch between Outwich Street and Bishopsgate. These changes would have been delivered as part of the Heron Tower S.278(2) agreement for the adjacent development had it not been for Heron Plaza receiving planning permission. Heron Tower is immediately opposite the proposed Heron Plaza on Houndsditch (see appendix 2 for a flow chart detailing the relationship between the agreements for Heron Tower and Heron Plaza).

The developer, through the S.278 agreement, is required to pay the full cost of the project even if it is more than the estimated value of £810,103 (Option 3 estimated cost).

In addition, the S.278 agreement has provision for a deferred improvement works payment of £80,000 per year for the delaying of improvement works in Houndsditch. The developer was supposed to have implemented an improved Houndsditch in 2011, as required in the Heron Tower S.278(2), but the approval of the Heron Plaza development is delaying this. Approval from Members for the use of these funds will be progressed separately at a later date.

### Brief description of project

The project is to plan, design and implement a highways layout that accommodates the new building whilst conforming to the City's design standards. This will be funded via a S.278 agreement.

The key desired outcomes of the project are to:

- Ensure there is a sufficient space for vehicles to pass those dropping off and picking up passengers within close proximity to the entrance to the Heron Plaza hotel;
- Ensure pedestrian movement in the area is safe and convenient;
- Deliver the physical changes in time for the occupation of the development; and
- Deliver an improved Houndsditch by introducing trees, seats, lights and improved materials. The design is largely based on that proposed under the Heron Tower S.278(2) agreement and subsequently the Heron Tower 278(2) variation agreement. These designs mitigated the impact of the Heron Tower development. Appendix 3 shows the original (S.278(2)) and interim designs (S.278(2) variation) that were agreed.

### Options

The options estimated below are in regards to the choice of material for the carriageway of Houndsditch.

Table 1

<b>Description</b>	<b>Option 1 – Asphalt only (£)</b>	<b>Option 2 – Asphalt / Granite (£)</b>	<b>Option 3 – Granite only (£)</b>
Total Funding Requirement	660,718	720,327	810,103
Funding Strategy			
Developer (S.278)	660,718	720,327	810,103

Further financial details are provided in table 2 (paragraphs 8: resources expended to date), table 3 (paragraph 20: funding strategy) and Appendix 4 (full breakdown of the estimated costs).

The three options presented include the developers preferred option (option 3) which is to use granite as material on the carriageway of Houndsditch.

The developer has agreed to fund the full cost of the scheme including the maintenance costs.

Maintenance costs for the trees have been estimated for a period of 20 years (£20,402).

Maintenance costs for granite used on the pedestrian cross-over of the vehicle access (in both option 2 and option 3) and the carriageway (option 3 only) have been calculated as being equivalent in value to it being replaced once during the life of the development (£24,000 for option 2, £67,500 for option 3).

## **Recommendations**

### Option recommended:

Option 3 for the choice of materials is recommended. This option requires the:

- Houndsditch carriageway to be surfaced in granite for aesthetics; and.
- The area entering the new vehicle service entrance to also be surfaced in granite setts to provide a contrasting colour and texture to improve safety.

Option 3 provides the most benefits when assessed against economic, social/cultural and environmental sustainability subject to the inclusion of the maintenance costs being funded by the developer (providing greater economic sustainability for the City) and the granite being locally sourced (providing a better environmental sustainability outcome). The granite carriageway in option 3 provides a higher aesthetic appeal (social/cultural sustainability) and therefore sets this option as the preferred option under this assessment method (the same method as was used in the Review of Materials in December 2010).

This option:

- is strongly preferred by the developer;
- reflects a previously agreed decision by Members (albeit prior to the Review of Materials in December 2010);
- will best reflect the high quality nature of the development; and
- will have negligible impact on traffic during construction and maintenance (see street works implications in paragraph 10).

In addition, it is recommended that the surface of the Houndsditch carriageway, between Outwich Street and Bishopsgate, be constructed at the same level as the footways (Option A in paragraph 10). This will create an environment that allows easy movement for the high number of people that will cross Houndsditch informally.

Appendix 5 shows the general arrangement drawing of the proposed changes including the options.

### Next Steps

Should Members approve this scheme:

1. A Section 8 agreement (S.8) will be signed with Transport for London (TfL) permitting the City to implement the works on Bishopsgate, part of the Transport for London Road Network.
2. Prior to signing the S.278 agreement the following funds will be required from the developer:
  - The remainder of the evaluation and design payment (£44,704)
  - The deferred improvement works payments (£80,000 per year since summer 2011)
3. The S.278 agreement will be finalised (based on the approved option) and signed. Signing the agreement will remove one of the conditions necessary for the developer to commence construction. The S.278 agreement will include a statement that the City and TfL have a S.8 agreement in place.
4. Proposed changes to traffic orders (Houndsditch) will be advertised for public consultation. If objections are received, this will be reported to Members for

decision through an issues report.

5. The approved option for materials and carriageway surface level will be progressed into detailed design drawings and a new cost estimate will be undertaken prior to the requesting of the implementation funds from the developer.

#### Plans for consultation

There is a statutory requirement to consult in connection with the proposed change to traffic regulation orders on Houndsditch, and to consider consultation responses and other relevant considerations prior to making any orders.

#### Procurement strategy

The implementation works will be delivered by the City's highways term contractor.

#### Tolerances

A 20% cost tolerance has been included. All costs are to be funded by the developer including any in excess of the estimate should they be necessary. Therefore, it is recommended that the scheme should proceed with approval for budget variations above the 20% tolerance (and allowing for inflation) being delegated to the Chief Officer in consultation with the Chamberlain and Town Clerk. This will provide the City the best opportunity to deliver the project efficiently and meet the most important need of the developer, to ensure it is ready in time for occupation of the building.

The timing of the programme is the critical element of the project. The delivery of the scheme should not delay the opening and occupation of the building. The programme is very much aligned to the construction of the building and will need to fit with that programme. It is expected that should the timings of the highways work fall outside the acceptable programme for the occupation of the building then more resources (which add to the cost) will be made available to overcome this issue. Therefore it is proposed that, as long as the impacts of timeframes can be accommodated by the developer agreeing to necessary extra funds, the scheme will not be referred back to Members because of timeframe issues.

The quality and scope of the scheme is the component of the project that may need to be referred back to Members for a decision. This will occur if there are necessary material changes to the design of the scheme such that the scheme no longer provides the benefits to the public that are expected for this area.

#### Progress Reporting

Progress reporting on the project will reflect the streamlined route that this project is following by reporting to the Chief Officer. This will occur every 12 months prior to construction and then every 6 months.

## Overview

<p><b>1. Evidence of Need</b></p>	<p>The proposed development of Heron Plaza requires changes to the public highway to accommodate the development.</p>
<p><b>2. Success Criteria</b></p>	<p>This project will:</p> <ol style="list-style-type: none"> <li>1. Deliver the highway works in time for the occupation of the buildings.</li> <li>2. Deliver a highway that is designed and implemented to a standard that the City is happy to adopt and maintain.</li> <li>3. Deliver the above without financial impact on the City.</li> </ol>
<p><b>3. Project Scope and Exclusions</b></p>	<p>The works will be entirely on the public highway. This project does not include any works on the private land.</p> <p>The scope of the works is also constrained by the fact that there was previous approval for a scheme on Houndsditch for the Heron Tower development. There is an expectation that the outputs for this project should be broadly consistent with that agreed for the Heron Tower scheme in order to fit in with the improvements on the south side of Houndsditch.</p> <p>The project is considered separate from the Heron Plaza Security scheme which is still to be designed and if combined at this stage would delay the construction of the development. The outcomes of the Heron Plaza Security scheme are not clear yet, but will ideally be implemented at the same time as this scheme.</p>
<p><b>4. Link to Strategic Aims</b></p>	<p>It will help provide modern, efficient, and high quality local services and policing within the Square Mile for workers, residents and visitors with a view to delivering sustainable outcomes. This will be achieved by enhancing the area around the new development in such a way as to ensure the development can function as it needs to.</p> <p>This project will help to support the City as the world leader in international finance and business services by facilitating the construction of the new hotel and residences that many businesses will be able to benefit from.</p>
<p><b>5. Within which category does the project fit</b></p>	<p>4. Fully reimbursable</p>
<p><b>6. What is the priority of the project?</b></p>	<p>A. Essential</p>
<p><b>7. Governance arrangements</b></p>	<p>Experience from other projects of this nature is that a senior responsible officer, rather than a project board, is considered the most appropriate form of governance for this project.</p>

<p><b>8. Resources Expended To Date</b></p>	<p>The projected spend by the Committee meeting date is expected to be approximately:</p> <p><u>Table 2</u></p> <table border="1" data-bbox="528 324 1452 1025"> <thead> <tr> <th></th> <th>Budget (£)</th> <th>Spend (£)</th> <th>Remaining (£)</th> </tr> </thead> <tbody> <tr> <td>Transportation &amp; Public Realm Staff costs (For project management and design)</td> <td>24,100</td> <td>18,200</td> <td>5,900</td> </tr> <tr> <td>Highways Staff costs (Cost estimates and design)</td> <td>2,000</td> <td>500</td> <td>1,500</td> </tr> <tr> <td>Open Spaces Staff costs (Trees costs and design)</td> <td>400</td> <td>100</td> <td>300</td> </tr> <tr> <td>TfL (for S8 agreement)</td> <td>2,000</td> <td>1,000</td> <td>1,000</td> </tr> <tr> <td><b>Total</b></td> <td><b>28,500</b></td> <td><b>19,800</b></td> <td><b>8,700</b></td> </tr> </tbody> </table> <p>The City has received an initial payment for £28,500 as part of evaluation and design payment. It is estimated that the total evaluation and design costs will be £73,204. The remainder of the evaluation and design payment (£44,704) is required to be provided prior to signing the S.278 agreement.</p> <p>If any funds remain from the evaluation and design payment, they will be applied towards the costs required to progress the scheme.</p>		Budget (£)	Spend (£)	Remaining (£)	Transportation & Public Realm Staff costs (For project management and design)	24,100	18,200	5,900	Highways Staff costs (Cost estimates and design)	2,000	500	1,500	Open Spaces Staff costs (Trees costs and design)	400	100	300	TfL (for S8 agreement)	2,000	1,000	1,000	<b>Total</b>	<b>28,500</b>	<b>19,800</b>	<b>8,700</b>
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<b>Total</b>	<b>28,500</b>	<b>19,800</b>	<b>8,700</b>																						
<p><b>9. Results of stakeholder consultation to date</b></p>	<p>The access team have provided initial feedback stating that the ability for taxis to set down and pick up where there is a kerb makes it easier for wheelchair users to exit the vehicle. Therefore, to achieve this it would require a kerb either immediately outside the hotel entrance and/or the length of Houndsditch where such infrequent occurrences could still occur in close proximity to the Hotel entrance.</p> <p>The developer has expressed a clear preference to have the carriageway paved with granite (options 3).</p> <p>The developer has expressed a slight preference for a kerbed carriageway on Houndsditch.</p> <p>TfL have given in-principle approval for the relocation of the pedestrian crossing on Outwich Street.</p>																								
<p><b>10. Commentary on the options considered</b></p>	<p>The main design options are:</p> <ul style="list-style-type: none"> <li>• Carriageway materials; and</li> <li>• Carriageway level.</li> </ul> <p>With regards to the carriageway materials, the three options are:</p>																								



**Option 1:** Entirely asphalt.

Reasons: Asphalt is quicker to lay and maintain than granite.

**Option 2:** Asphalt for the Houndsditch carriageway. Granite for the entry to the vehicle servicing area.

Reasons: improved pedestrian safety at the entry to the vehicle servicing area due to colour and texture contrast.

**Option 3:** Entirely granite.

Reasons: requested by the developer to reflect high quality nature of the building and the clientele they are likely to attract, such as domestic and foreign dignitaries.

Granite was approved as part of the previously approved Heron Tower scheme, albeit prior to the Review of Materials in December 2010.

Appendix 6 assesses options 1-3 for economic, environmental and social/cultural sustainability which were the basis for the Review of Materials.

With regards to the carriageway level on Houndsditch, the two options are:

**Option A:**

Houndsditch carriageway and footways at the same level (i.e. level surface) between Outwich Street and Bishopsgate. There will be a kerb level difference immediately outside the hotel entrance to allow easy deployment and use of a wheelchair ramp from black cabs.

Reason: it will create an environment that allows easy movement across Houndsditch where many people will cross informally.

**Option B:**

The footway immediately outside the hotel to be level with the carriageway, with the rest of the carriageway and footway having a kerb level difference (i.e. kerbed).

Reason: it will allow the footway immediately outside the hotel to be level with the carriageway, thus being more convenient for hotel patrons.

The necessity to relocate the pedestrian crossing on Outwich Street means that many more people will cross Houndsditch informally when travelling between the pedestrian crossing and Liverpool Street Station. The low number of vehicles that will use Houndsditch will mean that the environment is conducive to pedestrians crossing informally.

It is recommended that the carriageway be level with the footway (Option A). This will benefit significantly more people, who will cross Houndsditch, compared to the small number of people that will access the hotel by motor vehicle. This recommended option is not the preference of the developer, who quite understandably would prefer an arrangement that prioritises the hotel patrons (Option B).

	<p>The decision on this element of the design is considered very straight forward and therefore no further analysis of these are necessary.</p> <p>All options include the following:</p> <ol style="list-style-type: none"> <li>1. Vehicle access into the service entrance.</li> <li>2. A wider section of carriageway outside the hotel entrance that will allow vehicles to move past any that are dropping off and picking up. CCTV will be in place to ensure that vehicles are not parking in this area.</li> <li>3. Relocate the pedestrian crossing on Outwich Street.</li> <li>4. Change the traffic order on Houndsditch to be one way with contraflow cycling permitted. Members had previously approved it to be a no motor vehicle zone (7am-7pm) with contraflow cycling permitted. The change will allow motor vehicles to use Houndsditch anytime, which is needed when dropping off and picking up passengers from the hotel.</li> <li>5. Seven additional trees on Houndsditch.</li> <li>6. Additional on-street cycle parking.</li> <li>7. York stone footways. This project is within the Bishopsgate conservation area.</li> </ol> <p>Appendix 5 shows the general arrangement drawing with the proposed changes, including the options.</p> <p><b>Street works implications:</b></p> <p>In order to implement the works Houndsditch will need to be closed. This will impact only a very small number of vehicles because the one way network of streets means that only vehicles accessing Heron Tower and Heron Plaza have any reason to use the affected section of Houndsditch.</p> <p>The existence of a pipe subway containing all the utilities equipment under Houndsditch will significantly reduce any potential of utilities companies needing to work on the highway.</p>
<p><b>11. Consequences if project not approved</b></p>	<p>The development cannot start to be constructed without a S.278 agreement in place. The City's reputation will be damaged if we are seen as holding up the development.</p>

**Information Common to All Options**

<p><b>12. Key benefits</b></p>	<p>The options will provide the necessary changes to the highway to accommodate the Heron Plaza development and ensure that pedestrian movement continues to be safe and convenient. Improving Houndsditch to be a high quality area will help mitigate the large scale and nature of the adjacent developments.</p>
<p><b>13. Programme and key dates</b></p>	<p>The programme is dependent on the construction of the</p>

	<p>development and has broad milestones of:</p> <ul style="list-style-type: none"> <li>• Construction of the development commences 2013/2014;</li> <li>• Highway works commence in summer 2015;</li> <li>• Highway works and development completed in late 2016; and</li> <li>• Project closure in 2017/18 financial year.</li> </ul>
<p><b>14. Constraints and assumptions</b></p>	<p>The programme is based on the developer's intention to start construction of the development in 2013/2014 and for it to take two years to construct. There is a need to implement the works in time for the completion and occupation of the development, which is currently anticipated to be in late 2016.</p> <p>Should the programme for construction and occupation of the development change, the programme for the S.278 works will be adjusted accordingly.</p>
<p><b>15. Risk implications</b></p>	<p>The options are rated as low risk.</p> <p>Key risks:</p> <ol style="list-style-type: none"> <li>1. There are also reputational risks if the implementation of the public highway work delays the occupation of the building. This has been mitigated by the inclusion of some out of hours working costs in the estimate to ensure that a quick delivery of the scheme can be undertaken if necessary.</li> <li>2. Costs risks to the City are considered low because the developer is paying the full cost of the project. There is also an "excess" clause in the S.278 agreement.</li> <li>3. There are reputational risks if the project increases in costs. These are being mitigated through good communication with the developer about costs including the assumptions used to get to the estimated costs and what they are made up of. For example, it is already stated in the drafted S.278 agreement that the inflation between now and the delivery of the project (at least two years) has not been included in the cost estimates and that the "excess" clause may be needed for this.</li> <li>4. There is always a low risk that the developer will change the development in such a way that it requires changes to the agreed design for the public highway. This has been noted and if this was to occur, then a re-evaluation of the reduced benefit to the public should take place, similar to that undertaken for the Heron Tower S.278(2) variation agreement.</li> </ol>
<p><b>16. Stakeholders and consultees</b></p>	<p>External stakeholders:</p> <ul style="list-style-type: none"> <li>• The developer - Heron</li> </ul>

	<ul style="list-style-type: none"> <li>• General public (for traffic order changes)</li> </ul> <p>Internal stakeholders:</p> <ul style="list-style-type: none"> <li>• Highways in Dept of the Built Environment (DBE) – design and implementation</li> <li>• Environmental Enhancement (DBE) - design</li> <li>• Open Spaces Department - trees</li> <li>• Road Safety Team – road safety audits</li> <li>• Access Team – design</li> </ul>
<p><b>17. Legal implications</b></p>	<p>Section 278 of the Highways Act 1980 empowers a highway authority, if they are satisfied it will be of benefit to the public, enter into an agreement with a third party for the execution of works to the public highway at the third party's cost including maintenance.</p> <p>The City has general powers to improve the highway under Section 62 of the Highways Act 1980. In carrying out its highway and traffic functions the City must have regard (inter alia) to its duty to assert and protect the rights of the public to use and enjoyment of the highway (S.130 Highways Act 1980); its duty to secure the expeditious, convenient and safe movement of traffic (having regard to the effect on amenities)(S.122 Road Traffic Regulation Act 1984); its duty to secure the efficient use of the road network avoiding congestion and disruption (S.16 Traffic Management Act 2004); and its duty in respect of the co-ordination of street works (S.91 New Roads and Street Works Act 1991).</p>
<p><b>18. HR implications</b></p>	<p>none</p>
<p><b>19. Benchmarks or comparative data</b></p>	<p>The works will be carried out by our term contractor (Riney) at competitively tendered rates.</p>
<p><b>20. Funding strategy</b></p>	<p>The funds will be provided to the City in advance of them being needed. Due to the works not needing to be undertaken for a number of years, the payments will be in at least two phases:</p> <ul style="list-style-type: none"> <li>• Evaluation &amp; Design – Due prior to signing the S.278</li> <li>• Implementation &amp; Maintenance – due within 21 days from request.</li> </ul> <p>The developer has already provided the City with £28,500 towards the evaluation and design of this scheme. Prior to the S.278 agreement being signed the remainder of the evaluation and design payment (£44,704) will be required to be paid to the City to bring it to the £73,204 budget required. These funds will allow the work on the detailed design to take place.</p> <p>The developer has agreed to fund the full cost of the scheme including both the capital costs as well as the projected maintenance costs for the trees and granite.</p>

	Using July 2012 rates, these have been estimated as: <b>Table 3</b>																								
	<table border="1"> <thead> <tr> <th></th> <th><b>Option 1</b> – asphalt only (£)</th> <th><b>Option 2</b> – asphalt /granite (£)</th> <th><b>Option 3</b> – granite only (£)</th> </tr> </thead> <tbody> <tr> <td>Evaluation &amp; Design</td> <td>73,204</td> <td>73,204</td> <td>73,204</td> </tr> <tr> <td>Implementation</td> <td>567,112</td> <td>602,721</td> <td>648,997</td> </tr> <tr> <td><b>Sub Total</b></td> <td><b>640,316</b></td> <td><b>675,925</b></td> <td><b>722,201</b></td> </tr> <tr> <td>Maintenance</td> <td>20,402</td> <td>44,402</td> <td>87,902</td> </tr> <tr> <td><b>Grand Total</b></td> <td><b>660,718</b></td> <td><b>720,327</b></td> <td><b>810,103</b></td> </tr> </tbody> </table> <p>Maintenance costs for the trees have been estimated for a period of 20 years (£20,402).</p> <p>Maintenance costs for granite used on the pedestrian cross-over of the vehicle access (in both option 2 and option 3) and the carriageway (option 3 only) have been calculated as being equivalent in value to it being replaced once during the life of the development (£24,000 for option 2, £67,500 for option 3).</p> <p>Further details of the above figures can be seen in appendix 4.</p>		<b>Option 1</b> – asphalt only (£)	<b>Option 2</b> – asphalt /granite (£)	<b>Option 3</b> – granite only (£)	Evaluation & Design	73,204	73,204	73,204	Implementation	567,112	602,721	648,997	<b>Sub Total</b>	<b>640,316</b>	<b>675,925</b>	<b>722,201</b>	Maintenance	20,402	44,402	87,902	<b>Grand Total</b>	<b>660,718</b>	<b>720,327</b>	<b>810,103</b>
	<b>Option 1</b> – asphalt only (£)	<b>Option 2</b> – asphalt /granite (£)	<b>Option 3</b> – granite only (£)																						
Evaluation & Design	73,204	73,204	73,204																						
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Maintenance	20,402	44,402	87,902																						
<b>Grand Total</b>	<b>660,718</b>	<b>720,327</b>	<b>810,103</b>																						
<b>21. Affordability</b>	The project will be fully funded by the developer.																								
<b>22. Procurement approach</b>	The highways term contractor will be used to deliver the works.																								

**Options Appraisal Matrix**

See separate document.

**Appendices**

<b>Appendix 1</b>	Local Area Plan
<b>Appendix 2</b>	Relationship with Heron Tower funds and design
<b>Appendix 3</b>	Original and Interim Houndsditch Designs
<b>Appendix 4</b>	Estimated Costs
<b>Appendix 5</b>	General Arrangement Plan Including Options
<b>Appendix 6</b>	Options assessment against sustainability criteria

**Contact**

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<b>Telephone Number</b>	020 7332 3580

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## Heron Plaza S278 Highway Works - Options Appraisal Matrix

	<i>Option 1</i>	<i>Option 2</i>	<i>Option 3</i>
<b>23. Brief description</b>	Entirely Asphalt	Asphalt / Granite	Entirely Granite
<b>24. Scope and Exclusions (where different to section 3)</b>	N/A		
<b>25. Benefits and strategy for achievement (where different to section 12)</b>	See Appendix 6 Overall rating of 7	See Appendix 6 Overall rating of 8	See Appendix 6 Overall rating of 9
<b>26. Programme (where different to section 13)</b>	N/A		
<b>27. Constraints and assumptions (where different to section 14)</b>	N/A		
<b>28. Risk implications (where different to section 15)</b>	Very low risk of disruption to carriageway. Asphalt is quicker to lay and repair.	Low risk of disruption to carriageway. The one way network of streets mean that only vehicles accessing the adjacent buildings have any reason to use this street. The existence of a pipe subway containing all the utilities equipment under Houndsditch will significantly reduce any potential of utilities companies needing to work on the highway.	Low risk of disruption to carriageway. The one way network of streets mean that only vehicles accessing the adjacent buildings have any reason to use this street. The existence of a pipe subway containing all the utilities equipment under Houndsditch will significantly reduce any potential of utilities companies needing to work on the highway.
<b>29. Stakeholders and consultees (where different to section 16)</b>	N/A		
<b>30. Legal implications (where different to section 17)</b>	N/A		
<b>31. HR implications (where different to section 18)</b>	N/A		
<b>32. Benchmarks or comparative data (where different to section 19)</b>	N/A		

<b>Financial Implications</b>	<b>Option 1 - asphalt</b>	<b>Option 2 – asphalt / granite</b>	<b>Option 3 - granite</b>
<b>33. Total Estimated Cost (£)</b>	£660,718	£720,327	£810,103
<b>34. Anticipated source(s) of project funding (where different to section 20)</b>	N/A		
<b>35. Anticipated phasing of capital expenditure</b>	2012/13 – £73,204 2013/14 – £8,775 2014/15 - £8,775 2015/16 – £207,312 2016/17 – £332,415 2017/18 – £9,835 <b>Total – £640,316</b>	2012/13 – £73,204 2013/14 – £9,171 2014/15 - £9,171 2015/16 – £220,896 2016/17 – £353,253 2017/18 – £10,230 <b>Total – £675,925</b>	2012/13 – £73,204 2013/14 – £9,685 2014/15 - £9,685 2015/16 – £238,549 2016/17 – £380,333 2017/18 – £10,745 <b>Total – £722,201</b>
<b>36. Estimated capital value/return (£)</b>	N/A		
<b>37. Fund/budget to be credited with capital return</b>	N/A		
<b>38. Estimated ongoing revenue implications (£)</b>	Tree maintenance – £20,402	Tree maintenance – £20,402 Granite maintenance – £24,000 <b>Total – £44,402</b>	Tree maintenance – £20,402 Granite maintenance – £67,500 <b>Total – £87,902</b>
<b>39. Source of ongoing revenue funding</b>	The developer	The developer	The developer
<b>40. Fund/budget to be credited with income/savings</b>	n/a		
<b>41. Anticipated life</b>	20+ years	20+ years	20+ years



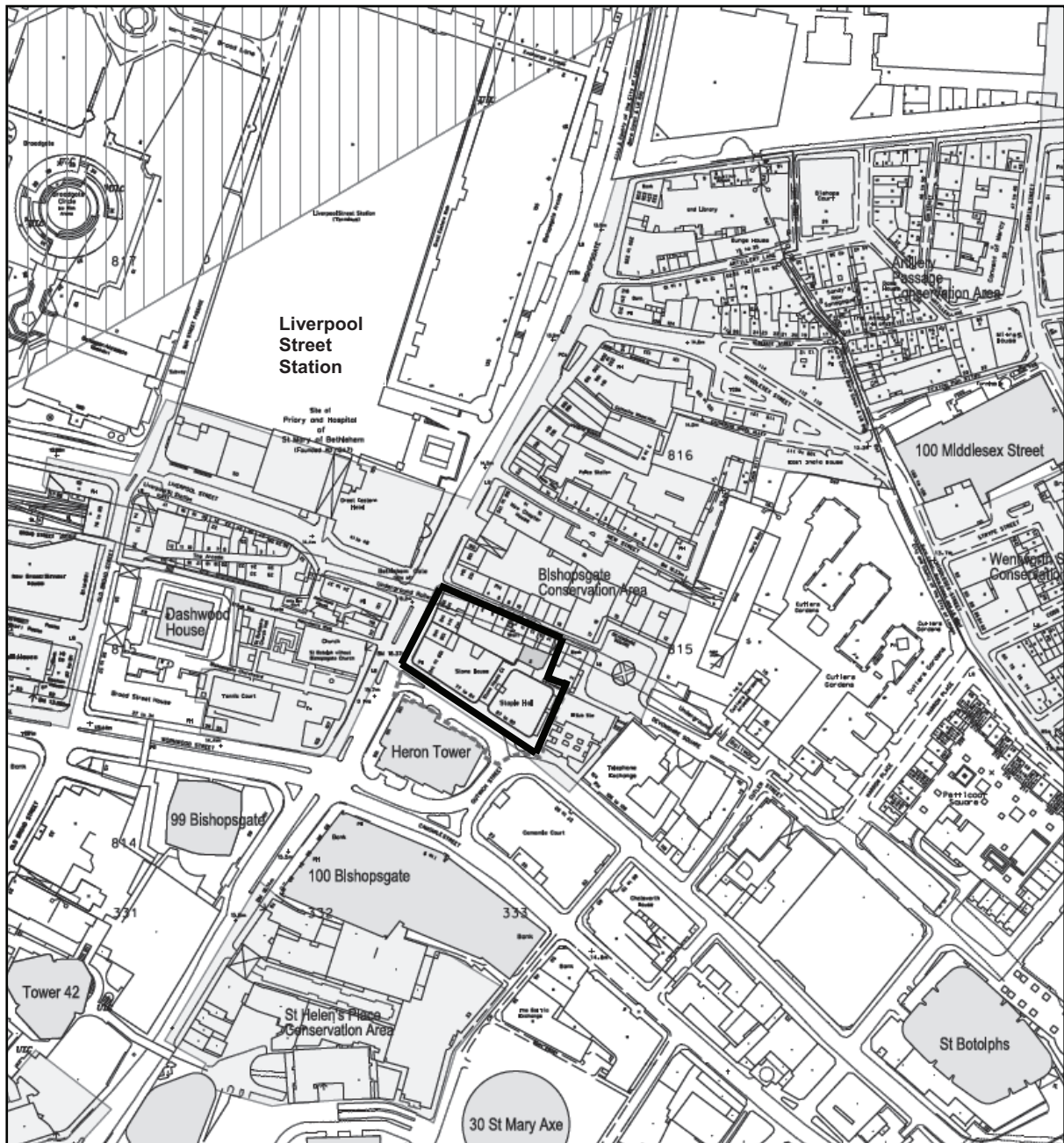
<b>42. Investment Appraisal</b>	N/A		
<b>43. Affordability (where different to section 21)</b>	N/A		
<b>44. Proposed procurement approach (where different to section 22)</b>	N/A		



<b>45. Recommendation</b>	<i>Not recommended</i>	<i>Not recommended</i>	<i>Recommended</i>
<b>46. Reasons</b>	This option will not be as aesthetically pleasing as option 3.	This option will not be as aesthetically pleasing as option 3.	This option is the best overall when assessed against the social/cultural, environmental and financial sustainability criteria. This provides the design that best enhances the City's cultural/social aspect by utilising the aesthetically pleasing granite on the carriageway. The potential environmental impacts are negated by locally sourcing the granite. This option is also preferred by the developer and is as per the previously agreed design for Heron Tower.

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# Appendix 1:

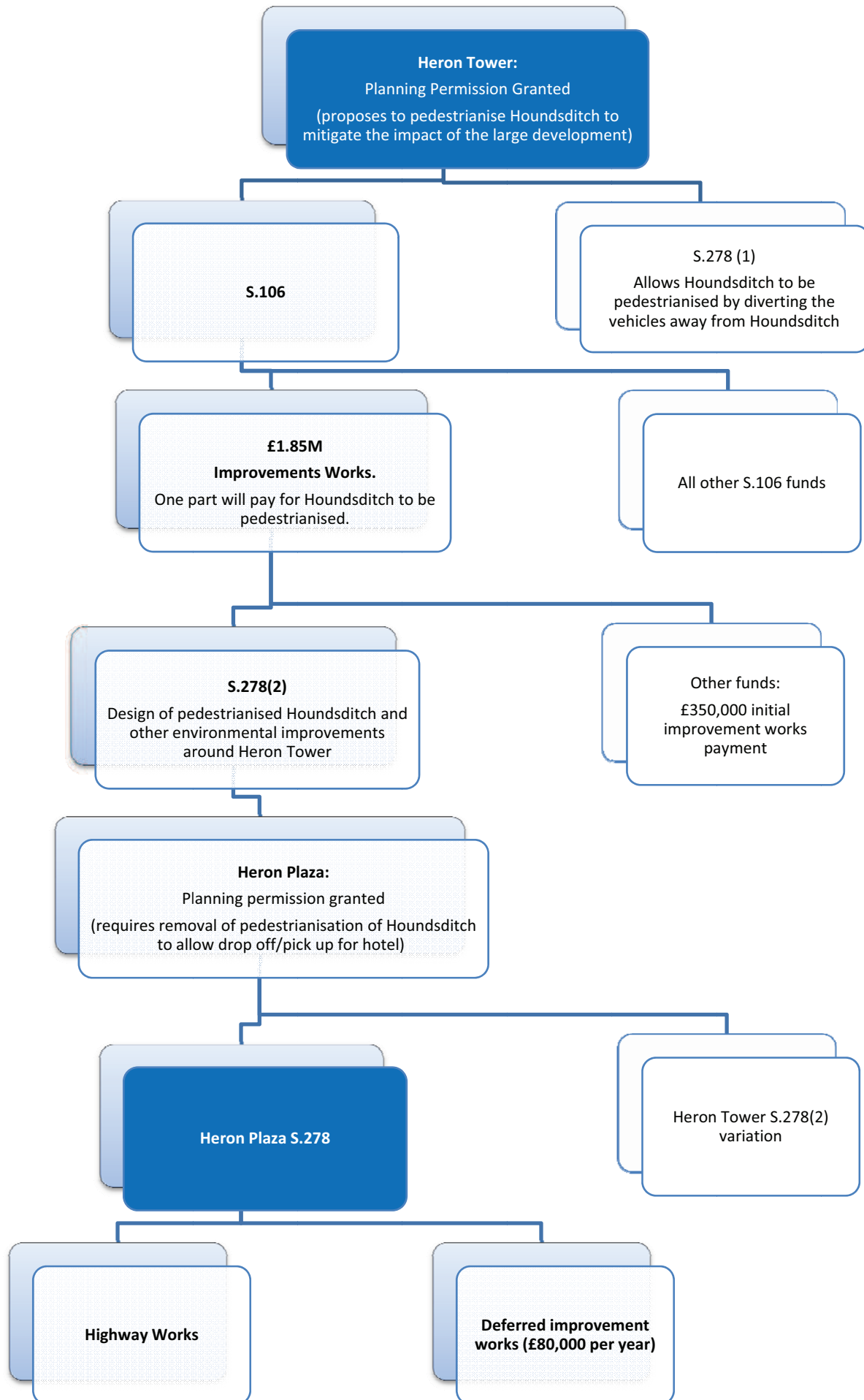
## Heron Plaza Local Area



-  Development Site
-  Conservation area

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**Appendix 2 – Heron Tower / Heron Plaza relationship**



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Rev No.	Date	Description	By
		Revision	

**TITLE**  
Heron Tower S278 (2)  
Original Design

**TITLE**  
General Arrangement

**CLIENT**  
**HIGHWAY DESIGN AND CONSTRUCTION**  
DEPARTMENT OF ENVIRONMENTAL SERVICES  
PO BOX 270  
GUILDHALL  
LONDON  
EC2P 2EJ  
TEL: 020 7606 3030

**CITY OF LONDON**

**DATE**  
August 2012

**DESIGNED BY**  
KM

**CHECKED BY**  
BM

**SCALE & DRAWING SIZE**  
1:200

**DRIVING THE**  
COL/000/1


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Area in Abeyance

<b>CLIENT:</b>	<b>HIGHWAY DESIGN AND CONSTRUCTION</b> DEPARTMENT OF ENVIRONMENTAL SERVICES PO BOX 270 GUILDHALL LONDON EC2P 2EJ TEL: 020 7606 3030	 <b>CITY OF LONDON</b>	<p><b>THIS MAP IS REPRODUCED FROM ORDINANCE SURVEY MATERIAL WITH THE PERMISSION OF THE CONTROLLER OF HER MAJESTY'S STATIONERY OFFICE © CROWN COPYRIGHT 2006. ALL RIGHTS RESERVED. ALL INFRINGEMENTS OF CROWN COPYRIGHT AND ANY LEAD TO PROSECUTION OR CIVIL PROCEEDINGS. CITY OF LONDON 100023243 2008.</b></p> <p>Scale &amp; Drawing Size: 1:200          Drawing No: COL/000/1</p>
<b>DATE:</b>	August 2012		
<b>DESIGNED BY:</b>	KM		
<b>CHECKED BY:</b>	BM		
<b>TITLE:</b>	<b>Heron Tower S278 (2)          Variation Design</b>		
<b>TITLE:</b>	<b>General Arrangement</b>		
<b>Rev No.</b>	<b>Date</b>	<b>Description</b>	<b>By</b>
		Revision	

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## Appendix 4: Estimated Costs (July 2012)

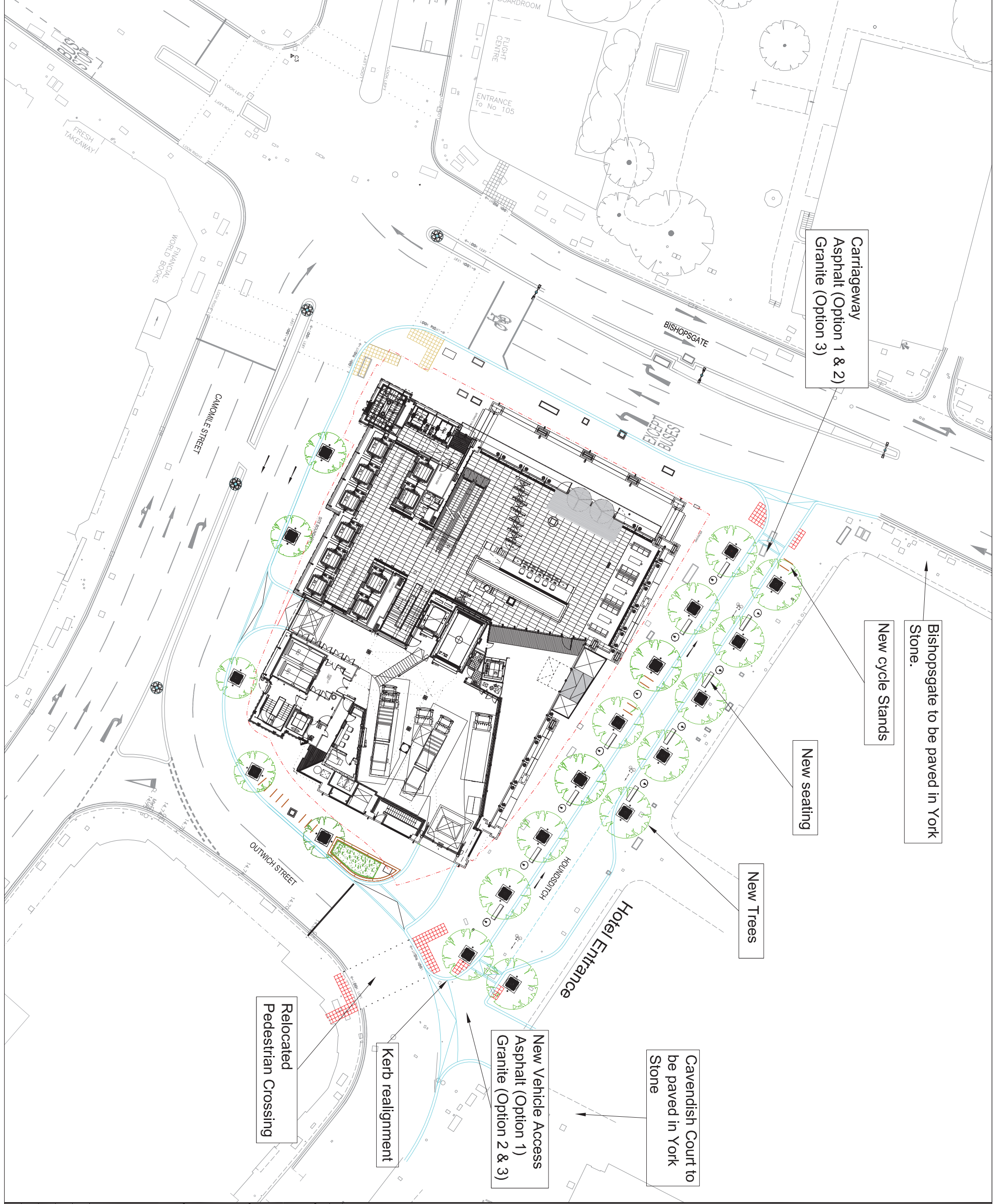
**Table 4: Evaluation and Design Estimated Cost - All Options**

	<b>Cost (£)</b>
Transportation and Public Realm Staff Costs (project management and design)	28,754
Highways Staff Costs (cost estimates, design and construction package)	29,000
Open Spaces Staff Costs (trees costs and design recommendations)	800
City Surveyor Staff Costs (structural approval of design around the pipe subway)	2,000
Fees (traffic order consultation, surveys, safety audit)	8,650
TfL (S8 agreement and S278 requirements)	4,000
<b>Total</b>	<b>73,204</b>

**Table 5: Implementation and Maintenance Estimated Costs**

	Option 1 Asphalt (£)	Option 2 Asphalt/Granite (£)	Option 3 Granite (£)
<b>Works:</b>			
Irrigation (Fountainneers)	3,000	3,000	3,000
Trees - including liners (Open Spaces)	45,239	45,239	45,239
Utilities covers and connections	23,000	23,000	23,000
Signals (TfL)	18,089	18,089	18,089
All other works (Rineys)	307,746	334,123	368,402
<b>Works Total</b>	<b>397,074</b>	<b>423,451</b>	<b>457,730</b>
Fees	5,300	5,300	5,300
<b>Staff Costs:</b>			
Highways	56,825	60,781	65,923
Transportation and Public Realm	30,923	30,923	30,923
<b>Staff Costs Total</b>	<b>87,748</b>	<b>91,704</b>	<b>96,846</b>
Contingency (20% tolerance)	76,990	82,266	89,121
<b>Implementation Total</b>	<b>567,112</b>	<b>602,721</b>	<b>648,997</b>
<b>Maintenance:</b>			
Trees	20,402	20,402	20,402
Granites	-	24,000	67,500
<b>Maintenance Total</b>	<b>20,402</b>	<b>44,402</b>	<b>87,902</b>
<b>Total</b>	<b>587,514</b>	<b>647,123</b>	<b>736,899</b>

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Carriageway  
Asphalt (Option 1 & 2)  
Granite (Option 3)

Bishopsgate to be paved in York  
Stone.  
New cycle Stands

New seating

New Trees

Cavendish Court to  
be paved in York  
Stone

New Vehicle Access  
Asphalt (Option 1)  
Granite (Option 2 & 3)

Kerb realignment

Relocated  
Pedestrian Crossing

<p><b>CLIENT:</b> <b>HIGHWAY DESIGN AND CONSTRUCTION</b> DEPARTMENT OF ENVIRONMENTAL SERVICES PO BOX 270 GUILDHALL LONDON EC2P 2EJ TEL: 020 7606 3030</p>		<p><b>CITY OF LONDON</b></p>	
<p><b>TITLE:</b> Heron Plaza S278 Highway Work General Arrangement</p>		<p><b>Options Appraisal Authority to start Works Appendix 5</b></p>	
<p><b>Rev No.</b></p>	<p><b>Date</b></p>	<p><b>Description</b></p>	<p><b>By</b></p>
<p><b>Scale &amp; Drawing Size:</b> 1:200</p>			
<p><b>Drawn by:</b> COL/000/1</p>			
<p><b>Scale:</b> SHEET 1 of 1</p>			
<p><b>DATE:</b> August 2012</p>			
<p><b>DESIGNED BY:</b> KM</p>			
<p><b>CHECKED BY:</b> BM</p>			
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**Appendix 6:  
Options assessment against sustainability criteria**

**Summary**

1. The following table summarises the comparative ratings of options 1-3 against the three elements of sustainability (economic, cultural/social and environmental). The explanation for each rating follows the table in paragraphs 2-16.

	<b>Option 1- asphalt (score)</b>	<b>Option 2 – asphalt / granite (score)</b>	<b>Option 3 – granite (score)</b>
Economic sustainability	High(3)	High(3)*	High(3)*
Cultural / social sustainability (aesthetics)	Low(1)	Medium(2)	High(3)
Environmental sustainability	High(3)	High(3)**	High(3)**
Total score	7	8	9

\* the rating is subject to maintenance costs also being funded by the developer. Without it: Option 2 = medium(2), Option 3 = low(1). See paragraph 2-4 below.

\*\*the rating is dependent on locally sourced granite which has a higher cost. Without it: Option 2 = medium(2), Option 3 = low(1). See paragraph 11-16 below.

**Economic Sustainability**

2. The economic sustainability of the materials options are rated as:
  - Option 1 - asphalt: high
  - Option 2 – asphalt/granite: high (medium if maintenance not funded)
  - Option 3 - granite: high (low if maintenance not funded)
  
3. The Review of Material (December 2010) stated that the cost to maintain granite reduces the economic sustainability. However, in the context of this project being fully funded by the developer, including the maintenance costs, the economic sustainability of the three options is considered equal. The funding of the project by the developer includes:
  - implementation costs
  - maintenance costs for the trees for a period of 20 years
  - maintenance costs for granite used on the pedestrian cross-over of the vehicle access (option 2 and option 3) and the carriageway (option 3)

4. The cost of maintaining any granite used has been calculated as being equivalent in value to it being replaced once during the life of the development. This is considered less frequent than might otherwise be the case for granite because the street is rated as having the lowest possible rating for risk of excavation for two reasons:
  - Houndsditch, in this location, and the vehicle access will be used by only a small number of vehicles.
  - There is a utilities piped subway underneath Houndsditch in this location which means that there is little likelihood of the carriageway being dug up by utility companies.

### **Social / cultural sustainability**

5. The social / cultural sustainability of the materials options are rated as:
  - Option 1: low
  - Option 2: medium
  - Option 3: high
6. The use of granite on the carriageway (option 3) on Houndsditch is considered an aesthetic improvement and will positively impact on the social / cultural sustainability of the area which falls in the Liverpool Street conservation area.
7. The use of asphalt surfacing on the pedestrian cross over (option 1) is not rated as highly as the granite (option 2) because of the small benefit to safety that the contrasting coloured granite provides.
8. The use of granite in this location is quite possibly the most appropriate location for its use on the carriageway in the City for the following reasons:
  - It is part of a conservation area and therefore adds to the historic and culture of the area.
  - It is located on a street that is considered the lowest risk of excavation, which would otherwise be costly and be disruptive when maintenance is required.
  - Carriageway works will have a negligible impact on vehicle movements. This is due to the one way nature and compulsory turns of the streets in the immediate area. Houndsditch is a street that effectively serves only the immediate two buildings (Heron Tower and Heron Plaza) on each side.
9. The developer has stated their preference for Option 3 (granite) because of the high aesthetic appearance.
10. It is also worth noting that the scheme approved under the Heron Tower project included the use of granite setts on the carriageway in this location.



## Environmental Sustainability

11. The environmental sustainability of the materials options are rated as:
  - Option 1: high
  - Option 2: high (medium if not sourcing granite locally)
  - Option 3: high (low if not sourcing granite locally)
12. The review of materials (December 2010) stated that the use of granite on the carriageway had a high environmental impact due to the the transportation of the material from China.
13. The ratings for environmental impact are effectively based on the amount of granite that is used if that material would need to travel significant distances.
14. Option 3 uses the most, while Option 1 uses the least and is rated highest if the granite is to be sourced from the City's historically usual location of China. The significant distance the granite travels from China contributes to the potential lower environmental rating of options 2 and 3.
15. By using granite from places such as Portugal (or Cornwall), the environmental impact from the transportation of it is reduced by about 90% and the rating is considered equal across the three options. There are cost implications of locally sourcing granite.
16. The developer has agreed to provide the extra funds in order for the granite to be sourced locally and therefore significantly reduce the environmental impact of the use of the granite. This has been factored into the costs of the options stated in this report.

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<b>Committee(s):</b> Streets and Walkways sub Projects Sub	<b>Date(s):</b> 11 <sup>th</sup> December 2012 13 <sup>th</sup> December 2012	
<b>Subject:</b> Issue Report – Mariner House Section 106 Improvement Works		<b>Public</b>
<b>Report of:</b> The Director of the Built Environment		<b>For Decision</b>
<b><u>Summary</u></b>		
<u>Dashboard</u>		
Project Status	Green	
Timeline indicating the stage at which the project is	The main works have been completed	
Total Approved Budget	£644,120 (Inclusive of £585,303 – Implementation £58,817 – pre-evaluation)	
Spend to Date	£437,578 (Inclusive of £378,885 for Implementatio £58,693 for pre-evaluation)	
Overall project risk	Low	
<u>Brief description of project</u>		
<p>Improvements to the streets surrounding the Mariner House redevelopment at a total cost of £644,120, funded from the Section106 (S106) contribution were approved by Committees in July 2009. The S106 agreement stipulates that the funds can only be spent within a few streets surrounding the site (see map of the S106 Area is in Appendix A). All Phase 1 works set out in the report have now been substantially completed and the remaining contingency elements (Phase 2) that were approved by Committees are currently being implemented. However, a predicted under-spend of approximately £152,800, has been identified.</p> <p>The completed works include the pedestrianisation of the northern section of Savage Gardens to create a linear public space with trees and seating, lighting improvements under the railway bridge and the widening of a narrow section of the Crutched Friars northern footway to improve the pedestrian experience. (See Appendix C showing images of completed works).</p> <p>On 20<sup>th</sup> June 2012 City officers met with Local Ward Members on site to consider the potential for other enhancements in the S106 area. Members identified areas with potential for further improvement and the proposals set out in this report have emerged from their observations and requests. It is proposed to utilise part of the underspend (£135,000) to carry out these additional enhancements as Phase 3.</p>		
<b>Recommendations</b>		
It is recommended that Members:		
<ul style="list-style-type: none"> <li>i) Approve the additional improvement works (Phase 3) at a total estimated cost of £135,000, funded from the Mariner House Section 106, as set out in this report;</li> <li>ii) Agree that the completion of the detailed design be delegated to the Director of the Built Environment and Authority to Start Work be sought from the Town Clerk in accordance with the 'streamlined' procedure;</li> <li>iii) Members approve the revised budget for Phase 2 works as outlined in Appendix B. Table 3C</li> </ul>		

## Overview

<b>1. Success Criteria</b>	<ul style="list-style-type: none"> <li>• The creation of a more pleasant street environment, with more space for pedestrians, enhanced greenery and places to rest</li> <li>• Improved accessibility in the area</li> <li>• Improved way finding and associated signage</li> <li>• Improved safety through better lighting of covered sections of the streets and improved crossings</li> <li>• De-cluttering</li> </ul>
<b>2. Project Scope and Exclusions</b>	A plan of the project area is included in Appendix A
<b>3. Link to Strategic Aims</b>	<p>This project has links to the following strategic aim:</p> <ul style="list-style-type: none"> <li>• To provide modern, efficient and high quality local services and policing within the Square Mile for workers, residents and visitors with a view to delivering sustainable outcomes</li> </ul> <p>This scheme will deliver improvements to an area which has seen a substantial increase in the number of hotel and residential developments in recent years.</p>
<b>4. Within which category does the project fit</b>	Fully reimbursable
<b>5. What is the priority of the project?</b>	Desirable
<b>6. Governance arrangements</b>	Regular meetings with Senior Responsible Officer and officers from other departments. Consultation with local stakeholders and Ward Members
<b>7. Resources Expended To Date</b>	£437,578 (inclusive of evaluation, works, fees and staff costs) have been spent on environmental improvement works. See Appendix B:
<b>8. Last Gateway Approval</b>	A project report was approved in July 2009, prior to the introduction of the Gateway Approval process.

## Issue

<b>9. Issue Description</b>	Following the substantial completion of (Phase 1) environmental improvement works related to the redevelopment of Mariner House, an under-spend of approximately £152,800 has been
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identified. See Appendix B.

The under-spend on works is principally due to:

- Reduced drainage costs, as less intensive works were required than originally anticipated;
- Reduced paving costs as a result of materials and works costing less than originally estimated as well as savings from the new term contractor;
- Planting costs being lower than originally estimated;

The Section 106 specifies a restricted number of streets around the development where the funds can be spent (see Appendix A).

Officers have met with local Ward Members to discuss the need for further enhancements in the area. Members have identified several potential improvements and areas of need. Following this meeting, a list of proposed improvement works with estimated costs was drawn up by officers and circulated to Local Ward Members for their consideration.

Of the eleven items identified by Local Ward Members six items were either already part of contingency works (Phase 2) approved as part of the original Committee approval and planned to be implemented, or part of works related to the forthcoming 10 Trinity Square redevelopment (Trees on Pepys Street). These items are summarised below:

**Table 1: Remaining works that are already approved (Phase 2)**

	<b>Item</b>	<b>Description</b>
1	Upgrade Tree Surrounds on -Coopers Row	Replace poor quality and damaged tree surrounds with standard City Specification
2	Seating	Install seats close to hotel (away from residential areas – locations to be confirmed).
3	Removal and Rationalisation of bollards on Coopers Row, remove unnecessary posts and affix signs to buildings where possible	De-clutter streets to enhance street environment
4	Lighting Coopers Row Fenchurch Street Railway Arches	Improved lighting to enhance safety at night.
5	Trees on Pepys Street	Street trees to enhance the street environment – to be undertaken as part obligations associated with the 10 Trinity Square redevelopment
6	Node Sign: Crutched Friars/Coopers Row	Way-finding sign

	The remaining five items identified by Local Ward Members are captured in Table 2 in the Options section below.
<b>10. Last Approved Limit</b>	£585,303 (July 2009 Planning and Transportation Committee)
<b>11. Tolerance Granted</b>	A 20% contingency was approved in 2009 which, if not required as contingency, was to be used for specified works (Phase 2).
<b>12. Cause</b>	The cause of this issue is a predicted underspend on the project.
<b>13. Consequences</b>	If funds are not utilised they will need to be returned to the developer in accordance with the terms of the S106 Agreement.
<b>14. Options</b>	<p>The area where the S106 funds can be spent is limited to a few streets around the development (see plan in Appendix A). These streets were assessed for potential improvements as part of a site visit with Ward Members in June 2012 when a list of proposals was formulated (set out in Table 2 below).</p> <p>Another option would be to seek a variation to the S106 with the Developer to enable the funds to be spent in a wider area. However, the developer is not obliged to vary the agreement and may prefer to see the remaining funds returned to them. This option represents a higher risk and is not recommended to be pursued given that further improvements in the area have been identified with Ward Members. This option is further complicated by the fact that the ownership of the hotel development has changed hands and a variation may not be agreed by the new owners.</p>

**TABLE 2 Cost Estimate: Proposed improvement works as requested by Ward Members (Phase 3)**

Item No.	Items Identified	Estimate (£)	Notes
1	Coopers Row Footway Widening	25,000	Approximately 0.9m wider on western footway to provide more space for pedestrians
2	Pigeons prevention measures – in the local area	3,000	Pigeon droppings are corrosive and cause damage – possible use of a Hawk to force local pigeon population to go
3	Steam Clean Brick Work Fenchurch Street Arches	10,000	To improve the local environment and brighten up the street. May require approval of Network Rail
4	Seething Lane - Resurface a section of mastic asphalt footway outside St Olave's Churchyard	25,000	Currently mastic asphalt outside a Grade I Listed Building. The setting of the building would be enhanced by the introduction of York stone
5	St Olave's Churchyard (Seething Lane)	35,000	Landscaping to enhance the Churchyard which has public access
	<b>Works - subtotal</b>	<b>98,000</b>	
	Fees	10,000	
	Staff Costs Planning	14,000	Including: Communication Programming, Programme Management, Risk Management Design, Monitoring and Construction Management
	Staff Costs Open Spaces	7,000	
	Staff Cost Highways	6,000	
	<b>Fees and Staff Costs – sub total</b>	<b>37,000</b>	
	<b>TOTAL</b>	<b>135,000</b>	

**15. Recommendation**

## Recommendations

It is recommended that Members:

- i) Approve the additional improvement works (Phase 3) at a total estimated cost of £135,000, funded from the Mariner House Section 106, as set out in this report;
- ii) Agree that the completion of the detailed design be delegated to the Director of the Built Environment and Authority to Start Work be sought from the Town Clerk in accordance with the 'streamlined' procedure
- iii) Members approve the proposed revised budget for Phase 2 works as outlined in Appendix B, Table 3C

**16. Lessons**

- Ensure in future that estimates are suitably qualified where there is uncertainty about the likely extent of elements of the works.
- The S106 boundary is very tight and restricts where funds can be spent.

## **Appendices**

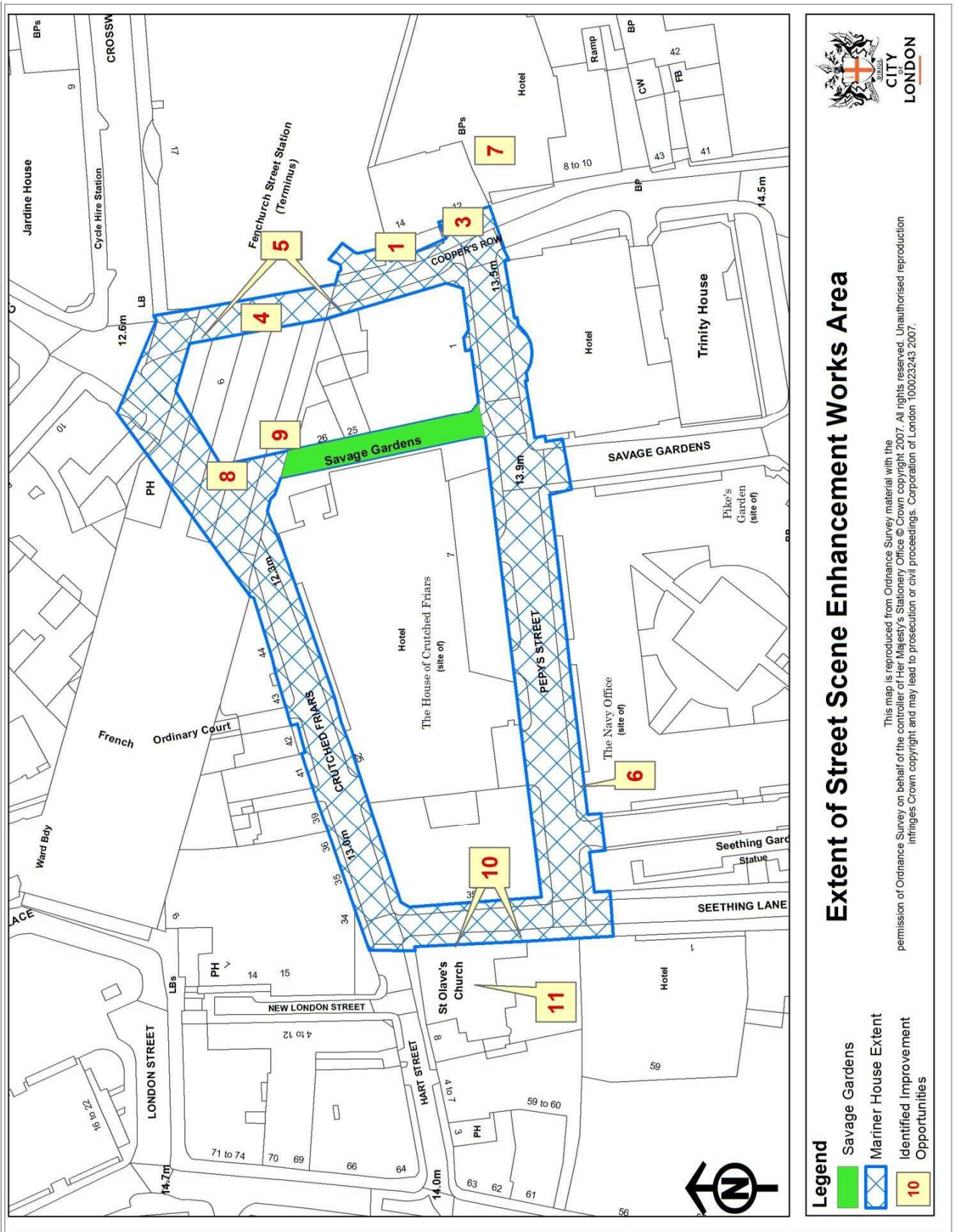
<b>Appendix A:</b>	The S106 map and proposals identified by Ward Members
<b>Appendix B:</b>	Financial Summary tables of Phases 1 and 2
<b>Appendix C:</b>	Images of Completed Environmental Enhancement Works

## **Contact**

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# Appendix A



<b>Appendix A - Key</b>		
<b>Item No.</b>	<b>Items Identified 20th June 2012 (walkabout)</b>	<b>Notes</b>
1 ***	Upgrade Tree Surround on Coopers Row	Replace poor quality and damaged tree surrounds with standard City Specification
2 ***	Seating	Install Seats close to hotel (away from Residential Areas – locations to be confirmed)
3***	Removal and Rationalisation of bollards on Coopers Row, remove unnecessary posts and affix signs to buildings where possible	De-clutter streets to enhance street environment
4***	Lighting Coopers Row Fenchurch Street Railway Arches	Improved lighting to enhance safety at night.
5 ***	Trees on Pepys Street	Street trees to enhance the street environment – to be undertaken as part obligations associated with the 10 Trinity Square redevelopment
6***	Node Sign: Crutched Friars/Coopers Row	
7	Seething Lane - Resurface a section of mastic footway outside St Olave's Churchyard in York Stone	Currently mastic asphalt outside a Grade I Listed Building. The setting of the building would be enhanced by the introduction of York stone
8	Coopers Row Footway Widening	Approximately 0.9m wider on western footway
9	St Olave's Churchyard (Seething Lane)	Landscaping to enhance the Churchyard which has public access
10	Pigeons prevention measures – in the local area	Pigeon droppings are corrosive and cause damage – possible use of a Hawk to force local pigeon population to go
11	Steam Clean Brick Work Fenchurch Street Arches	May requires approval of Network Rail

\*\*\* Some items have already been captured as part of approved Contingency works or an undertaking in a separate project

## Appendix B

**Table 3A – Evaluation Costs**

Evaluation Costs	Approved Budget - Committee July 2009 (£)	Spend to date (£)	Difference (£)
Evaluation Fees	21,739	21,739	0
Evaluation Staff Costs	37,078	36,954	-124
<b>Evaluation Total</b>	<b>58,817</b>	<b>58,693</b>	<b>-124</b>

**Table 3B – Phase 1 and 2 Costs**

Mariner House S106 Works	Approved Budget - Committee July 2009 (£)	Spend / Commitments to date (£)	Difference (Approved Budget v Spend to Date) (£)
Site clearance/preparation	30,865	30,805	-60
Provide and lay new York stone, drainage, kerbs and granite paving, lighting, bollards	265,365	128,629	-136,736
Planters and Planting	14,326	7,458	-6,868
Seating	10,000	6,706	-3,294
Traffic orders, signing and lining	5,200	5,200	0
<b>Works Sub-Total</b>	<b>325,756</b>	<b>178,798.00</b>	<b>-146,958</b>
Design Fees	19,425	34,855	15,430
Planning & Transportation staff costs	37,000	43,000	6,000
Open Spaces staff costs (including labour)	15,100	1,758	-13,342
DES staff costs	37,000	23,334	-13,666
<b>Fees &amp; Staff Costs Sub-Total</b>	<b>108,525</b>	<b>102,947</b>	<b>-5,578</b>
Open spaces maintenance fees (5 years)	12,712	12,712	0
Cleansing maintenance (5 years)	16,250	16,250	0
Lighting maintenance (5 years)	5,000	5,000	0
<b>Maintenance Sub-Total</b>	<b>33,962</b>	<b>33,962</b>	<b>0</b>
<b>Main Works (Phase 1) TOTAL</b>	<b>468,243</b>	<b>315,707</b>	<b>-152,536</b>
<b>Contingency (Phase 2) Works TOTAL</b>	<b>117,060</b>	<b>63,442</b>	<b>-53,618</b>

<b>GRAND TOTAL</b>	<b>585,303</b>	<b>379,149</b>	<b>-206,154</b>
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**Table 3C - Phase 2 Costs (Proposed Variation)**

<b>Phase 2 - Contingency Works</b>	<b>Approved Budget (2009) (£)</b>	<b>Proposed Budget (£)</b>	<b>Variance (£)</b>
Works	75,060	87,060	12,000
Drainage	12,000	0	-12,000
Street Furniture	20,000	20,000	0
<b>Works Total</b>	<b>107,060</b>	<b>107,060</b>	<b>0</b>
Fees	10,000	8,800	-1,200
Staff Costs (Planning)	0	15,000	15,000
Staff Costs (Highways)	0	4,000	4,000
<b>Fees &amp; Staff Costs Total</b>	<b>10,000</b>	<b>27,800</b>	<b>17,800</b>
<b>Total</b>	<b>117,060</b>	<b>*134,860</b>	<b>*17,800</b>

\*Additional costs to be funded from the works underspend



**Savage Gardens Prior to Environmental Improvement Works**



**Savage Gardens Following Environmental Improvement Works**



Savage Gardens viewed from the upper floor of the completed hotel development

<b>Committees:</b> Streets and Walkways Sub-Committee	<b>Dates:</b> 11 December 2012	
<b>Subject:</b> Cheapside Area Enhancement Strategy – Report on progress and proposed review		<b>Public</b>
<b>Report of:</b> The Director of the Built Environment		<b>For Decision</b>
<b>Summary</b>		
<p>This report provides an update on the implementation of the Cheapside Area Enhancement Strategy and proposes a review and update of the strategy.</p> <p>Since the strategy was approved in 2008 most of the Phase 1 and 2 projects have been successfully implemented. The enhancement schemes that have been completed are: Bow lane, Bow Churchyard, Foster Lane, Milk Street Area, Wood Street, Gresham Street Central, Gresham Street East and Cheapside stages 1 – 3. Cheapside stage 4 is substantially complete and stage 4a is planned.</p> <p>The Cheapside area has been transformed by the implementation of the strategy. The main successes are as follows:</p> <ul style="list-style-type: none"> <li>• More space has been created for pedestrians and junctions and crossings have been improved and made safer;</li> <li>• The retail environment has been enhanced and the new streetscape supports a successful retail centre that is open 7 days a week;</li> <li>• The streets and spaces in the area are greener, more comfortable and more accessible;</li> <li>• The street environment now has a consistently high standard and joined-up feel with the use of a limited palette of materials.</li> </ul> <p>The Cheapside initiative has also had a considerable amount of success in promoting the retail offer and has run several successful events, including traffic free Christmas shopping days. The Initiative has recently commissioned a study on 'Greening Cheapside' which identifies several potential projects in the area. It is proposed to carry out an options appraisal of these projects in order to further enhance the Cheapside area.</p> <p>The Strategy is now more than four years old and a review and update of the document is proposed to ensure that it meets the changing needs of the area. In particular, the feasibility of removing the gyratory at St Martins Le Grand/Newgate Street is currently being assessed and there is a long-standing desire to improve pedestrian connections to Cheapside so that it is better linked to other visitor attractions such as the Museum of London, the Barbican, St Paul's and the Millennium Bridge. This would also bring the area strategy in line with the City's Core Strategy (2011) and the Cultural Strategy 2012-17, as well as the City's emerging Visitor Strategy (2013-18) which looks at how weekends and the retail offer can be promoted to visitors. It is proposed that</p>		

the amended document be reported back to Committees, before being consulted upon with the public and subsequently adopted as a revised strategy for the area.

**Recommendation:** It is recommend that:

- (i) The update information on the strategy is received and actions noted;
- (ii) Options for the further greening of the Cheapside area be developed at an estimated cost of £25,000, funded from the interest accrued on the 120 Cheapside Section 106 agreement, subject to the agreement of the developer and a Gateway 1 and 2 report to be submitted for approval;
- (iii) A revised strategy is prepared at an estimated cost of £45,000, funded from the interest accrued on the 120 Cheapside Section 106 Agreement, subject to the agreement of the developer, with the revised strategy presented to Members in advance of public consultation in 2013.

### **Background**

1. The Cheapside Area Enhancement Strategy was developed in 2008 to coordinate the delivery of environmental enhancements, leisure and cultural opportunities in the Cheapside Area. The key vision of the strategy is to create a high quality comfortable street environment that adequately reflects the status of Cheapside as a world-class retail and leisure destination. The preparation of the strategy was inspired by the tremendous growth and change that was happening in Cheapside at the time and the formation of the Cheapside Initiative. The construction of One New Change and numerous other developments has seen the retail offer in the area grow to a size that rivals other centres across London. The shopping facilities are particularly well-used by City workers.
2. The strategy and the framework for its implementation were approved by Committees in 2008. Projects in the strategy are divided into Phases with Phase One covering the side streets and spaces and Phase Two relating to Cheapside itself. Phase Three refers to ongoing events and cultural opportunities that are primarily promoted by the Cheapside Initiative.

### **Completed Projects**

3. To date, all of the Phase One projects have been completed and most of Phase Two is also complete. Completed Phase One projects are listed in Table 1 below:



**Table 1: Phase One projects**

Project	Description
Bow Lane	Re-paving the lane to create a more robust and improved environment, together with planters. Completed 2008.
Bow Churchyard	Re-landscaping the space to create a refreshed public square with a better connection to surrounding buildings and retail units and an enhanced space for people to rest. Completed 2011.
Foster Lane	Significant widening of footways and re-surfacing to create more space for pedestrians and improve access. Completed 2009.
Milk Street Area	Creation of a pocket space at the southern end of the street with tree planting and seating, together with lighting and access enhancements to form a more comfortable walking route. The lighting in Honey Lane was not able to be installed due to the demolition of the neighbouring building. Completed 2012.
Wood Street	Re-paving and access improvements to better link the street to Cheapside. Completed 2010.
Gresham Street Central	A raised pedestrian table and footway widening to form an enhanced and more accessible street environment. Completed 2010.
Gresham Street East	Widening and re-surfacing the footways to provide a more comfortable street environment. Completed 2011

4. The public realm of the area has been significantly enhanced through the implementation of the above projects. As a result, the objectives of the strategy are being realised, with a more comfortable and greener environment emerging. Of particular note is the high standard and consistency of materials and design which has led to a better connected street environment for the benefit of all users.
5. All Phase One projects have been completed within approved budgets, with several having underspends. Financial summaries are set out in Appendix A. Outcome reports on these projects are planned for 2013. Officers will also develop options for the use of any underspends which may include opportunities for road danger reduction measures in the area.

## **Phase Two - Cheapside**

6. This major street enhancement project is divided into four stages:
  - Stage 1 included footway widening and re-paving works around One New Change. These works were completed in October 2010 and have provided an enhanced environment around the new shopping centre with clear connections to the surrounding streets.
  - Stage 2 involved the re-modelling of the junction of New Change and Cheapside to remove the guard-railing and form simple straight-across crossings with a neutral impact on traffic, together with the widening of footways. This element of the works was completed December 2010 and has been a significant success with greatly enhanced pedestrian comfort and safety.
  - Stage 3 included widening the footways by 3 metres on each side of the street, re-paving, tree planting and other improvements along the main section of Cheapside between One New Change and Queen Street. The sunken garden on the corner of Cheapside and New Change was also re-landscaped and step-free access was incorporated. The scheme was completed in July 2011 and has created an enhanced and more comfortable shopping street with trees for added shade and pollution mitigation.
  - Stage 4 involved improvements to Poultry and included widened footways, raised pedestrian tables and re-paving. The works were substantially completed in June 2012.
  - Stage 4a is currently under development and involves improvements to the junction of Gresham Street and St Martins Le Grand.
7. A financial summary is set out in Appendix A. The success of the scheme and final outturn costs will be fully assessed in an outcome report on Phase Two that is planned for 2013. This will include an evaluation of the scheme against the success criteria, surveys, feedback from stakeholders and lessons learnt.

## **Phase Three**

8. Phase Three includes a range of programmes and events, primarily led by the Cheapside Initiative to develop the culture and leisure product for a wider audience as part of the retail promotion strategy for the area.
9. The Cheapside Initiative is a voluntary partnership that includes stakeholders and occupiers from the area as well as the City of London Corporation. It is also active in promoting the 7 days a week retail offer in the area.

10. The Cheapside Initiative has established several areas of activity, delivering a number of projects under each key theme. Key initiatives / activities include:

- **Community Safety:** Links have been made with the City of London Police to investigate a more joined up approach to developing a Business Continuity Management Forum, promoting business continuity practices to the industry recognised standards.
- **Retail Club:** Quarterly symposium meetings are held with the retail sector providing them with a collective voice. The meetings cover a range of issues from public realm improvements through to policing of the area. As a result the retailers club has been developed with a following of over 40 retail businesses.
- **Events:** The Cheapside Initiative has had an active presence at a number of local events with a view to raising the profile of the Cheapside area and the work of the Initiative. The events include:
  - City of London Festival - City of London Festival Opening Procession in Cheapside June 2009 involving over 1,000 school children and community groups was supported by the Cheapside Initiative.
  - Lord Mayor's Show - Following on from successful involvement in the Lord Mayors Show in 2009, the Cheapside Initiative also ran a float in the 2012 show.
  - Working with the City Corporation, the Cheapside Initiative was also a major player in the creation of *Celebrate the City: four days in the Square Mile*, held from 21-24 June, 2012. This one-off event, funded by the City Corporation, City Bridge Trust and Diocese of London celebrated the City's offer in the year of the Jubilee and the Games and brought together the many City partners who were putting on events and activities as part of the summer's celebrations. The focus was the Cheapside Fayre on the Saturday, which brought 27,500 visitors to Cheapside (of which nearly 8,000 visited a market hosted in Guildhall Yard). As with many large-scale public events, shop takings were down (more so in One New Change than in Cheapside where the action all took place). That said, the sales for restaurateurs, bars and coffee shops were up by as much as 15% and both shops and restaurateurs expressed a positive view about the value of the event in promoting the Cheapside area as a shopping destination to an essentially new audience (who may make a return visit). The local attractions saw record audiences for their

events on the day and significant positive feedback was received from participants and visitors.

- Traffic Free Christmas Shopping – Cheapside held its first traffic free shopping day in the run up to Christmas in 2011 with over 3,000 people passing through the area. A range of events and activities and promotions were made available on the day. Overall the response from retailers was very positive and saw the benefit with a good increase in footfall and sales within a number of stores. The event will run again in 2012 with a market made available in Guildhall Yard, adding to the offer.

### **Greening Cheapside**

11. The Cheapside Initiative has recently commissioned a green infrastructure audit and study into 'Greening Cheapside' that was funded by the Cross River Partnership. This study sets out the benefits of green infrastructure including adaptation to climate change, improved biodiversity, improvements to air quality and an enhanced environment supporting the visitor economy and commercial footfall.
12. The study has identified numerous opportunities for greening throughout the area. A number of these projects are on public highway or open space land and it is proposed that officers take some of these forward as a new project. The main opportunity areas that have been identified are as follows:
  - Wood Street Garden (the churchyard of St Peter Westcheap)– this is a public open space adjacent to no.130 Wood Street that does not have step-free access and is in need of enhancement. Proposals would include access improvements, new planting and street furniture. The ramp proposal would have to be assessed in terms of their archaeological impact due to the need to adjust the levels on the site;
  - There are various planters in the area on public highway that currently contain bedding plantings. It is proposed to evaluate whether more drought-resistant planting or meadow planting would be suitable for these planters. This would enable lower maintenance planting to be introduced;
  - There are several streets in the area where more street trees could be planted including St Martins Le Grand, New Change and Cannon Street;
  - There are opportunities across the area for creating 'rain gardens'. These are areas of green space which are designed to collect and absorb rain water from surface run-off and are a form of sustainable drainage.

13. It is proposed that the 'Greening Cheapside' proposals are further developed as a new project of the strategy. Images of proposals are set out in Appendix C.

### **Proposed Review and Update of the Strategy**

14. The implementation of the strategy has made the area more accessible and comfortable for pedestrians and better connected. The retail environment has also been greatly enhanced with a high standard and consistent public realm.

15. The area has changed significantly since the strategy was adopted in 2008 and a review and update of the strategy is now proposed that will bring the document up-to date with current policy, including the recently adopted Core Strategy, to ensure that it meets the changing needs of the area.

16. The Strategy review and update will include:

- Updating the document so that it aligns with the Core Strategy (2011) and the emerging City Local Plan, the City's Sustainability Policy, the revised City's Cultural Strategy (2012-2017), the City's emerging Visitor Strategy (2013-18) and references the Bow Lane Conservation Area SPD;
- Improving walking routes, connections and signage between Cheapside and other visitor attractions including the Museum of London, the Barbican, St Paul's, the City Information Centre and the Millennium bridge;
- Including schemes for Greening Cheapside that are proposed to be developed as a new project;
- Incorporating the assessment of the feasibility of the removal of the gyratory at St Martins Le Grand/Newgate Street. This would include improved crossings and enhanced road safety;
- Developing options for improved and safer streets and public spaces in the south of the area that were not addressed in the original strategy;
- Assessing how best to ensure the future vitality and visitor attraction of the area through a programme of events and activities in partnership with the Cheapside Initiative and other local partners.

17. It is proposed that the amended document be reported back to Committees, before being consulted upon with the public in 2013 and subsequently adopted as a revised enhancement strategy for the area.

### **Financial implications**

18. Most of the Phase One and Two projects from the Strategy have been externally funded through Section 106 obligations and Transport for London. Parts of Phase Two (Cheapside) have also been funded from the

City's on-street parking meter reserve. Details of costs and funding for projects are set out in Table 3 in the Appendix.

19. The new 'Greening Cheapside' project design development and options appraisal has an estimated cost of £25,000 (staff costs and fees). It is proposed that this work is funded from the accrued interest on the 120 Cheapside Section 106, subject to the agreement of the developer. The cost of implementation has not yet been determined and will be explored at the next reporting stage.
20. The proposed Strategy review and update has an estimated cost of £45,000 (staff costs and fees). It is proposed that this is also funded from the interest accrued on the 120 Cheapside Section 106, subject to the agreement of the developer.
21. The developer of 120 Cheapside has indicated that they are content for the remaining interest funds to be used for these purposes and support the further improvement of the Cheapside area in the vicinity of their development.

**Table 2: Estimated cost of Greening Cheapside options appraisal and Area Strategy review and update**

Item	Estimated Cost (£'s)
<b>Greening Cheapside Options Appraisal</b>	
Staff costs	15,000
fees	10,000
<b>Sub Total</b>	<b>25,000</b>
<b>Strategy Review and Update</b>	
Staff costs	30,000
fees	15,000
<b>Sub Total</b>	<b>45,000</b>
<b>TOTAL</b>	<b>70,000</b>

### Strategic Implications

#### **Corporate Plan:**

22. The Strategy helps achieve Strategic Aim: 'To provide modern, efficient and high quality local services and policing within the square mile for workers, residents and visitors whilst delivering sustainable outcomes.' by providing an enhanced environment that supports the local retail and leisure offer.

#### **Core Strategy**

23. The Cheapside and St Paul's area has been identified as a 'Key City Place' in the City's Core Strategy (adopted 2011). The key aims for the area are to develop it as the City's 'high street' and key visitor destination.

Policy CS6 further expands upon these aims as follows:

"To develop the Cheapside and St Paul's area as the City's 'high street' and key visitor destination, increasing the amount of high quality retailing, promoting the City's unique cultural and leisure activities and heritage and improving the pedestrian environment, by:

1. Increasing the overall amount of retail floorspace across the Cheapside and St Paul's area by over 41% between 2010 and 2017.
2. Prioritising A1 floorspace fronting Cheapside, Poultry and Bow Lane, resulting in an increase in total floorspace in the Cheapside Principal Shopping Centre from 21,000m<sup>2</sup> in 2010 to 43,000m<sup>2</sup> by 2017.
3. Encouraging a mix of retail unit sizes, including large units fronting onto Cheapside and facilitating the development of smaller retail units in surrounding streets, particularly in the Guildhall and Bow Lane Conservation Areas.
4. Enhancing pedestrian links:
  - (i) from the Millennium Bridge to St Paul's and Cheapside and onwards to the Museum of London and the Barbican Complex;
  - (ii) to and from residential and employment clusters and leisure and recreation areas.
5. Promoting visitor attractions in and around Cheapside, including museums and art galleries such as the Guildhall Art Gallery, churches and other heritage assets, cultural events, including the Lord Mayor's Show and exploring the potential for street markets.
6. Improving visitor information, including use of the Visitor Information Centre, signage and the "square miler" volunteers.
7. Permitting hotel development that supports the primary business function of the City and enhances the attractiveness of the area as a visitor destination.
8. Enhancing the environment for pedestrians, shoppers, public transport users and, where appropriate, motor vehicle users. Improving safety, accessibility and inclusivity through the development of area-based improvement strategies.
9. Maintaining and improving on the current low levels of crime and antisocial behaviour."

## **Conclusion**

24. Most of the Phase One and Two projects from the Cheapside area strategy have now been completed, resulting in significant enhancements to the area. The 'Greening Cheapside' study, commissioned by the Cheapside Initiative sets out a range of green infrastructure projects that are planned to be taken forward as a new project. A proposed review and update of the strategy will bring the document up-to date with current policy and ensure that it meets the changing needs of the area. The amended document be reported back to committees, before being consulted upon with the public and subsequently adopted as a revised strategy for the area.

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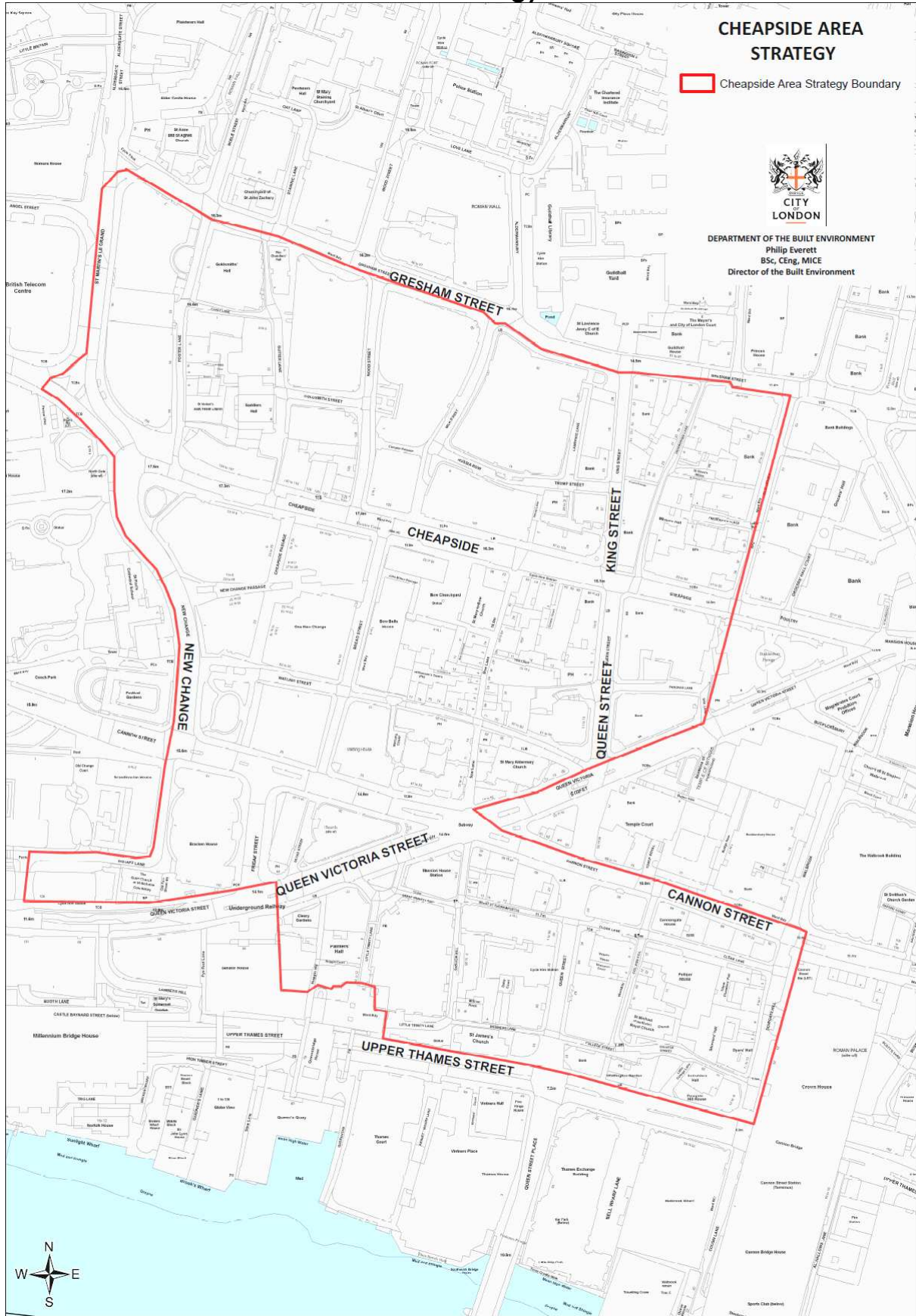
## Appendix A

**Table 3: Funding Summary (as at October 2012)**

Project	Approved Budget (£)	Expenditure & Commitments to date (£)	Variance (£)	Funding Source	Comments
<b>Phase One</b>					
Bow Lane	209,626	209,626	0	S106	Complete
Bow Churchyard	365,860	352,827	-13,033	S106	Complete
Foster Lane	252,255	247,208	-5,047	S106	Complete
Milk Street Area	481,404	388,603	-92,801	S106	Complete – However, lighting in Honey Lane unable to be installed due to demolition of neighbouring building
Wood Street highway works	361,167	282,068	-79,099	S106	Complete
Gresham Street Central	405,328	392,703	-12,625	S106	Complete
Gresham Street East	75,932	74,087	-1,845	S106	Complete
<b>SUB TOTAL</b>	<b>2,151,572</b>	<b>1,947,122</b>	<b>-204,450</b>		
<b>Phase Two</b>					
Cheapside Stage 2-4 design	221,916	218,497	-3,419	S106	Complete
Cheapside Stage 1	944,582	942,563	-2,019	S106	Complete
Cheapside Stage 2	2,050,200	1,833,010	-217,190	S106, TfL, OSPR	Complete. Underspend is OSPR
Cheapside Stage 3	1,403,500	1,138,439(to date)	-265,061 See comments	TfL, OSPR	Substantially Complete. Underspend is OSPR
Cheapside Stage 4	992,977	537,257 (to date)	-455,720 See comments	S106	Substantially Complete.
Cheapside Stage 4A	57,000	57,861	861	OSPR	
Cheapside (Reserve Funds)	250,000	0	-250,000	OSPR	
Cheapside Outcome Report	40,000	0	-40,000	OSPR	
<b>SUB TOTAL</b>	<b>5,960,175</b>	<b>4,727,627</b>	<b>-1,232,548</b>		
<b>GRAND TOTAL</b>	<b>8,111,747</b>	<b>6,674,749</b>	<b>-1,436,998</b>		



# Appendix B Plan of the strategy area



**Appendix C – Images of some ‘Greening Cheapside’ proposals**



**St Martins Le Grand possible ‘rain garden’**



**St Peter Westcheap, Wood Street – Possible access and landscaping improvements**

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<b>Committee(s):</b>	<b>Date(s):</b>	
Streets and Walkways	11th December 2012	
Planning and Transportation	15th January 2013	
<b>Subject:</b> Road Danger Reduction Plan 2013		<b>Public</b>
<b>Report of:</b> Director of the Built Environment		<b>For Decision</b>
<b>Ward (if appropriate):</b> All wards		

### Summary

This report presents a draft version of the City's Road Danger Reduction Plan 2013. Road safety activity over the last decade has made the streets safer for most users but now casualty numbers are rising. The need to make the streets much safer for all means that there is now a need to do something different and significant if the target reduction in casualties is to be met. The key elements of the action plan are:

- Work to improve the safety of 20 junctions, such as Holborn Circus and Bank, and corridors, such as Fleet Street/ Ludgate Hill, during the life of the Plan.
- A programme to improve pedestrian safety by extending the provision of courtesy crossings across the City at points where vehicles turn from major to minor streets.
- A continued programme of enforcement, education, training and publicity with an increased focus on evaluation.
- Utilising a significant % of the Road Safety Team resource to assess the safety of street corridors favoured by cyclists and recommend improvements.
- Better management of the streets, with a clear emphasis on reducing dangers associated with streetworks.
- Investigating the benefits of introducing a 20 MPH limit throughout the City.
- Further data collection and research to assist in targeting future road danger reduction measures where they will be most effective in reducing casualties. This will include commissioning comprehensive pedestrian and cycling movement data.
- Strengthening our current partnership working with the police and establishing a City Road Danger Reduction Partnership
- An annual Member-level meeting to be held jointly with TfL to monitor and drive forward the City's Road Danger Reduction programme and ensure engagement with TfL.

Taken together these measures are intended to deliver the City's agreed casualty reduction targets over the plan period through a combination of delivering safer streets and helping individuals to

become safer users of the streets. Further work is required to develop funding options for implementing the action plan.

### **Recommendations**

I recommend that your Committee agrees to:

1. Approve the Road Danger Reduction Plan in principle;
2. Approve the measures set out for delivery up to December 2014 in Appendix 1; and
3. Receive an annual report setting out future years' delivery plans and reviewing performance.

## **Main Report**

### **Background**

1. The City's previous Road Safety Plan 2007 became obsolete along with its parent plan, the City of London Local Implementation Plan (LIP) 2007, when the new LIP 2011 was approved by the Mayor of London. Although the LIP 2011 sets out high-level policy in relation to road safety, including broad-brush targets around the numbers of road traffic casualties, more needs to be done to set out the City's detailed road safety proposals.
2. The purpose of the Road Danger Reduction Plan (RDRP) is to update the City's road safety proposals and present them in a single document that will fill the policy gap left by the outdated Road Safety Plan 2007. This is supported by the Mayor of London and Transport for London (TfL) who have approved the preparation of the RDRP as a key programme in the City's LIP 2011.
3. The change of title from the previous 'Road Safety Plan' to 'Road Danger Reduction Plan' is intended to reflect the Plan's emphasis on addressing road dangers at source, rather than attempting to keep vulnerable road users out of the way of that road danger through excessive segregation. This change in terminology was an important matter for some of those who made submissions on the draft LIP 2011 and is an important indicator for road safety campaigners and road safety professionals about the City's approach.
4. Too often in the past, attempting to keep vulnerable road users safe has led to inappropriate solutions such as pedestrian guard-railing and "cyclists dismount" signs that blight the streetscape, discourage people from walking and cycling and are often ignored or got around, making them ineffective at reducing danger and improving safety. It is considered that calling the new plan the City's Road Danger Reduction Plan will be appreciated by many as an important indicator of the City's approach to reducing road traffic collisions and casualties.

### **Current Position**

5. Over 300,000 people commute into the Square Mile of the City of London every day, placing a huge demand on the public highways and on public transport. This demand results in congestion for all and contributes to an accident record that needs to be addressed. There has been a huge growth in the number of people cycling within the City. It is predicted that the number of pedestrians and cyclists will continue to grow throughout the life of this Plan.

6. The City has a disproportionately high number of cyclists and pedestrians, involved in collisions compared to the Inner London Boroughs. Pedestrians make up around 26% of all of the City's casualties, compared with a 20% average for Inner London. Cyclists make up around 28% of all of the City's casualties, as against 12% for Inner London.
7. The key target, for London and nationally, is the reduction of casualties where people are killed or seriously injured (KSI). Within London, the vulnerable user groups of pedestrians, cyclists and powered two wheel riders comprise 76% of the KSI total; which is high by national standards. Within the City, the percentage is even higher. 98% of those killed or seriously injured in 2011 were vulnerable users. The casualty situation within the City is unique. Activity over the last decade has made the streets safer for most users but the increase in casualties over the last two years demonstrates the need to make the streets much safer for all. There is a need to deliver something very different and significant if the target reduction in casualties is to be met.
8. The nature of the City, with its relatively narrow highways and huge daily flows of commuters, leads to a street environment that provides a recipe for collisions, especially for these vulnerable users. Street users often call for separation or segregation but the historic evolution of the City's streets means that most of the streets are not wide enough to allow segregation, nor of an adequate and sufficiently regular width to permit a consistent design solution.
9. The streets managed by Transport for London are generally wider and could deliver segregation and more consistent infrastructure. TfL is responsible for 10% of the streets within the City. However, these streets carry approximately 50% of the traffic and account for approximately 50% of the casualties. An analysis shows that the number of KSI casualties is shared equally between the City's and TfL's streets. Pedestrian casualties occur more on the City's streets. Cyclist casualties are shared equally. Powered two wheeler casualties occur more on TfL's streets. It is clear that both Highway Authorities have a significant role to play in reducing casualties within the City of London but that the emphasis for each may be slightly different. TfL has a second key role to play in exercising their powers under the Traffic Management Act in such a way that they allow their own organisation and the City to introduce changes to the highway that are able to deliver significant safety benefits.

### **The Road Danger Reduction Plan**

10. The Road Danger Reduction Plan sets out targets and actions to address the City's road safety issues and to meet the requirements under the Mayor's Transport Strategy. Put very simply, by 2020 the annual number of casualties within the City needs to be reduced by 150 and the KSI casualties need to reduce by 25 from the 2011 situation.
11. The Plan has been prepared in the light of accident analysis and best practice. Its purpose is to reduce casualties and to fulfil the statutory duty of the City to promote road safety under the Road Traffic Act 1988.
12. The Plan sets out the current situation in the City with road safety and casualty numbers, and presents the City's approach and performance against the key road casualty reduction targets. It concludes with an action plan which sets out a prioritised series of short, medium and long term measures.

13. A multi-targeted approach is proposed in which tried and tested measures such as engineering solutions, enforcement and education, training and publicity (ETP) are continued. This will be supplemented by changing the focus of the Road Safety Team such that they spend more time actively monitoring safety on City streets and recommending specific improvements. There will also be a renewed effort to ensure our own operations on street (e.g. streetworks) are being well managed to provide a safe environment and to influence and manage, where possible, the safe use of the highway by others.
14. However, it is envisaged that achieving a significant reduction in casualties will require a more fundamental review of the operation and management of City's streets to reduce risks for vulnerable road users. It is fair to say that the easiest changes to the City's highway infrastructure have been delivered over the past 20 years. These further changes are likely to involve sub-regional and City-wide initiatives such as reduced speed limits, out-of-hours deliveries, restructured bus routes and the provision of high quality strategic walking and cycle routes combined with a corridor based approach to secure improvements at the local level.

### **Engineering solutions**

15. The intention is to work to change 20 junctions, such as Holborn Circus and Bank, and corridors, such as Fleet Street/ Ludgate Hill, during the life of the Plan. There are currently a number of active major schemes which seek to improve road safety at key casualty locations, with a particular focus on major junctions, corridors and gyratories because of concerns about cyclist safety:
  - Strategy consultation is on-going for Bank Junction.
  - Holborn Circus is being prepared for implementation in 2012/13
  - A strategy is being prepared to deal with the key corridor of Fleet Street and Ludgate Hill.
  - TfL officers are reviewing their whole highway network and every Cycle Super Highway to ensure that they are as safe for cyclists as they can be. The programme will encompass some 500 junctions throughout London; including the City
  - TfL and the City are working on a project for Bishopsgate, which accounts for 10% of all casualties in the City.
  - The removal of Aldgate gyratory is a key element of the Aldgate Area Strategy.
  - A study into the feasibility of removing the Newgate Street gyratory will be undertaken in 2013/14.

To give a feel for the scale of this investment it is estimated that the cost of delivery of all these physical measures will be in the region of £40-60 million over the period of the Plan.

16. One further change that appears to have potential to significantly reduce the number of casualties, and their severity, in the short term is the application of 20



MPH to all streets within the City. An important recommendation of the plan is therefore to undertake a full assessment of the costs and benefits of introducing a 20 MPH limit. This could be complemented by finishing the courtesy crossing programme quickly to provide a consistent design approach across the City that reinforces considerate behaviour and reduces speed. Evidence from within London indicates that significant reduction in casualties is delivered when courtesy crossings are introduced.

### **Behaviour change**

17. The overall approach is predicated on reducing road danger through encouraging a positive shift in road users' behaviour – i.e. making the City a more civilised and tolerant place for all users. This will be achieved by a combination of enforcement and ETP initiatives together with physical changes to the street environment to encourage driving, riding and walking behaviours that are appropriate for the City's busy streets. Behavioural factors, such as inappropriate speed, lack of concentration, impairment, intolerance of other road users and bad judgement, are the most common cause of collisions. Therefore, a key aim of the Plan is to reduce the incidence of these behaviours and, where they continue to occur, to reduce their adverse consequences.

### **The role of the Road Safety Team**

18. The activity set out in the previous Road Safety Plan had a heavy slant on enforcement and education, training and publicity (ETP) and a focus on improving major junctions, in the expectation that this would enable the casualty reduction targets to be met. This has not proven to be the case and it is therefore proposed to reduce the ETP programme by 20% and to redeploy the saved resources on safety audits of key cycle corridors and junctions with high levels of casualties. Successful training and enforcement programmes would continue but would be more sharply focussed on high casualty users and locations. We will also be increasingly focussing upon the evaluation of programmes wherever possible to better demonstrate the cost effectiveness of actions taken.

### **Research and modelling**

19. More research will be required to fully understand the reasons behind the conflicts, particularly for cyclists, and make sound recommendations as to the best interventions required to reduce collisions and casualties. There is also a need to improve understanding of the level of existing and likely future pedestrian activity in the City as significantly increased footway congestion is a real possibility with potentially significant safety implications.
20. There is also a need to better understand the primary function of each street so that steps can be taken to manage safety for the primary users. For example, widened footways may be appropriate where pedestrians are the predominant users and it may be possible to move motor vehicles away from key cycle routes at peak times.
21. The action plan therefore includes the following as high priority areas for further investigation:
  - Improved causation data collection and analysis.

- Engagement with TfL's junction review programme.
- Examination of the road safety benefits of a City-wide 20 mph zone
- Examination of the road safety benefits of peak time priority routes for pedestrians and cyclists
- Development of a pedestrian database and model to allow forecasting of future pedestrian activity and the testing of potential improvement measures such as pedestrianisation schemes and wider footways.

## **Partnering**

22. In order to drive forward the desired reduction in casualties, it is recommended that an annual Member-level City Road Danger Reduction meeting be held that would include representatives from the City (Planning & Transportation and Police Committees) and TfL. The role of the meeting would be to monitor and challenge progress, foster partnership working and to keep the RDRP under review and updated as necessary. It is anticipated that officers from the City, the City Police and TfL would report on activity and outcomes for the preceding 12 months and submit a programme of action for the next 12 months. Close engagement with TfL is important because the TLRN accounts for approximately 50% of casualties within the City and because TfL is the primary source of funding for highway and transport schemes within the City. As such the City and TfL have a shared responsibility for devising and implementing appropriate measures to meet the Mayor's casualty reduction targets.
23. Close cooperation with the City Police is also very important given the overlapping responsibilities for enforcement and ETP activity. It is therefore proposed to also establish an officer led Road Danger Reduction Partnership to meet on a quarterly basis and include the City Police, TfL and other interested parties (e.g. the London Fire and Civil Defence Authority) and be chaired by the City Corporation. This proposal is under current discussion with the City of London Police management.

## **The Action Plan**

24. The action plan focuses on a limited number of key initiatives for implementation in the short term (to December 2014) and for which funding is available either from local risk budgets or externally such as from TfL. It also includes the medium term (to December 2017), and the longer term (up to 2020 and beyond). The Plan concentrates on 'big ticket' actions which have the potential to deliver significant change. It will be reviewed on an annual basis and updated as necessary to take account of progress and any changed circumstances that may arise during the Plan period.

25. The action plan is summarised in the table below.

	Action	Expected outcome	Timeframe
	<b>Short term (to December 2014)</b>		
1.	Refocus Road Safety team to conduct safety monitoring of streets within the City to identify danger hotspots and possible remedial measures.	Safer streets	2013
2.	Investigate 20 mph speed limit/zone	Safer streets and people	2013
3.	Implement 20 mph speed limit/zone (depends upon the outcome of 2 above)	Safer streets and people	2014
4.	More focussed and evidence based enforcement/ETP activity, with a strong emphasis on cyclists, those on foot and motorcyclists. To include a cost benefit analysis based upon the promotion of safer cycling in Cheapside.	Safer people	ongoing
5.	Investigation and development of measures for implementation in the medium and longer term, including better data collection and analysis, development of a pedestrian model and commencement of a programme of street auditing looking first at junctions with high casualty rates and at least one key cycle route across the City.	Safer streets	2013
6.	Implement approved engineering measures; both large and small – e.g. Holborn Circus, 2-way cycling, advance cycle stop lines.	Safer streets	2014
7.	Review management of road works, temporary reinstatements and construction sites, including road safety elements of the Considerate Contractors scheme; to deliver better safety outcomes.	Safer streets	2013
8.	Review the safety aspects of the operations and contracts undertaken using vehicles within the City, ensuring that all drivers are trained in relation to cycle safety and the fleet is fitted with appropriate safety measures such as reverse cameras, audible warning, and 'fresnel' mirrors.	Safer people	2013
9.	Engagement with TfL to secure improvements on the TLRN and to lobby for the optimisation of signal timings to improve road safety	Safer streets	2013
10.	Hold annual Member-level City Road Danger Reduction meeting with TfL.		2013
11.	Strengthen work with the City Police at an operational and strategic management level.		2013
	<b>Medium term (up to December 2017)</b>		
12.	Continued enforcement and ETP activity	Safer people	ongoing
13.	Continue investigation and development of measures for implementation in the longer term, including continued review of major junctions, gyratories and key cycling corridors	Safer streets	
14.	Implement measures from TfL junctions review	Safer streets	2016
15.	Implement measures from Area Strategies and the review of dangerous junctions and streets. e.g. Aldgate and Bank junction improvements and the Fleet Street to St Paul's corridor. Seek to remove all gyratories within the City.	Safer streets	2017
16.	Complete the universal courtesy crossing programme.	Safer	2015

		streets	
17.	Prepare streets for major transport projects such as Crossrail and Bank Station upgrade ensuring street design mitigates risks associated with pedestrian congestion.	Safer streets	2017
	<b>Long term (up to 2020 and beyond)</b>		
18.	Continued enforcement and ETP activity	Safer people	ongoing
19.	Continued implementation of safety related measures identified in Area Strategies and LIP programmes	Safer streets	2020
20.	Change the streets to provide increased priority and safety for pedestrians and cyclists, once Crossrail has opened.	Safer streets	2020

### Consultation

26. The Plan has been developed taking account of the expressed views of a wide range of range of stakeholders. The Road Danger Reduction Plan is a non-Statutory document and, as such, officers propose that the Plan be adopted in principle now; so that resources can be targeted immediately towards achieving the desired outcome of reducing casualties.
27. The City of London Police have been consulted in the preparation of the Plan and this report.

### Corporate & Strategic Implications

28. The City has a statutory duty, the Road Traffic Act 1988, to promote road safety and ensure that changes to the highway infrastructure are as safe as possible.
29. The City Together Strategy: The Heart of a World Class City 2008 - 2014 sets out a priority to 'encourage walking and cycling safely'. It highlights that there are 'competing interests in road usage' and that 'the number of cyclists is likely to continue to grow, which is to be encouraged'. It also states that the City should 'encourage improvements to transport safety, especially road safety'.
30. The Corporate Plan 2009 - 12 states that we provide excellent services for our community by 'working to ensure the City residents and businesses enjoy an environment which is safe and, as far as possible, free from risks to health and welfare'.
31. The Road Danger Reduction Plan is key to one of the seven programmes in the approved LIP 2011. It will serve, along with the other six programmes, to deliver on LIP objective LIP 2011.3, which is "To reduce road traffic dangers and casualties in the City, particularly fatal and serious casualties and casualties among vulnerable road users".
32. There is no significant negative impact on any of the City's equality target groups.

### Implications

33. Preparation of the Road Danger Reduction Plan and the delivery of the schedule of short term actions (with the exception of implementing a 20mph zone) can be met within existing budgetary and staff resources (Local and

Strategic Transport Planning) although the extent of the programme under each action heading will vary dependant upon the resources available .Therefore the detail of each years proposed programme will be reported annually to Committee for agreement.

34. The action plan is relatively high level and many of the medium and long term proposed work streams, in particular, have not been fully costed. Some of the actions will be funded from existing budgets but it is clear that additional funding will be required to fully implement these measures and further work will be undertaken to provide cost estimates and identify potential funding sources. These might include S106 contributions, the Community Infrastructure Levy (CIL), EU funding, private sponsorship or most likely utilise the City's On-Street Parking Reserve; which can be used to change the highway and traffic infrastructure and, deliver the Mayor's Transport Strategy.
35. Much of the funding from TfL for 2013/14 (circa £1M) will deliver on the safety agenda. However, additional sources of funding may need to be sought to undertake surveys, produce publicity and guidance materials, and, not least, to implement any road danger reduction schemes or initiatives that may be developed. Funding for the junctions and corridors activity is likely to total some £40M to £60M over the life of the Plan. It is expected that most of this will be funded from external sources; such as contributions from developments and from Transport for London. Full implementation will necessarily be subject to the funding constraints and priorities, both within the City of London Corporation and of other funding partners, such as Transport for London and each proposal contained within the Plan will need to be evaluated in the normal way, according to the City's project management arrangements, Standing Orders and Financial Regulations.
36. Subject to Members approving the Road Danger Reduction Plan in principle a further more detailed report would be prepared setting out the detailed delivery plan for 2013/14.

#### **Background Papers:**

- Towards a Road Safety Action Plan for London: 2020 (TfL consultation document)
- The Mayor's Road Safety Action Plan for London: 2020 – report to Planning and Transportation Committee (9/10/12); Streets and Walkways Committee (15/10/12)
- Road Traffic Casualties in the City – report to Streets and Walkways Committee 16<sup>th</sup> July 2012
- Transport for London Funding 2013/14 – report to Planning and Transportation Committee (September 2012)
- Effect of Side Raised Entry Treatments on Road Safety in London, London Road Safety Unit, Research Summary No 9 - June 2007

#### **Appendices**

- Draft Road Danger Reduction Plan 2013
- The supporting technical document will be available in the Members' reading room or on request from the contact below.

**Contact:**  
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# **DRAFT**

## **ROAD DANGER REDUCTION PLAN**

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## EXECUTIVE SUMMARY

Total casualties for all road users in the City are less than they were ten years ago but they are still too high and have increased over the last two years due to an increase in cyclist casualties. The main challenge facing the City is to tackle this upturn in cyclist casualties. There is also a need to address a recent increase in motorcyclist casualties and to continue to improve safety for the increasing numbers of pedestrians using the City's streets.

If nothing is done it is likely that casualties will continue to increase in connection with the anticipated future growth in the numbers of pedestrians and cyclists using the City's streets. The City's policies, such as the provision of more cycle parking, are intended to encourage more cycling and the growth in employment and improved transport links such as Crossrail will generate a significant increase in pedestrian movements. Action is therefore needed to reduce the dangers on the City's streets with a particular focus on improving conditions for vulnerable users.

The City already has an ongoing programme of initiatives which are designed to help reduce road casualties. These range from engineering measures through to comprehensive programmes of road safety education, training and publicity (ETP) and enforcement. These traditional measures have been successful in reducing casualties in the past and still have an important part to play. However most of the easy solutions have already been tried and the current surge in casualty numbers suggests that a more radical approach will be needed to bring about further improvement.

No one solution is likely to solve the problem. The City is a unique environment and solutions that work elsewhere, such as segregated routes for cyclists, may be difficult to implement in much of the City where narrow streets predominate. Shared surfaces have been shown to work elsewhere but in many parts of the City these would need to be considered carefully because of the possibility of conflict, both real and perceived, between cyclists and pedestrians.

There is some evidence that reconfiguring streets can help. For example, Cheapside was deliberately narrowed to make cars and cyclists move together at broadly the same speed. The design reduces the prospect of vehicles stopping on the carriageway; which limits the risk of vehicle doors being opened in front of cyclists. All of these are behavioural issues but they are influenced by the surrounding street environment.

This approach might be applicable elsewhere, such as Fleet Street, which experiences relatively high casualty rates, but further evidence is needed to demonstrate that such changes to the street layout can influence behaviour in a positive manner leading to a reduction in casualties.

Similarly with ETP, there is little hard evidence of the impact of specific initiatives on the number of casualties. Subject to the outcome of further research, there is in the short term a case for reviewing the balance of ETP activity to focus on areas where positive results can be demonstrated and redirecting some of this resource to deliver safety assessments of our streets.

The dispersed nature of collisions across the City and the wide range of causal factors mean that there are few obvious trends and little or no commonality between individual collisions. This militates against blanket City-wide actions with the possible exception of a 20 mph zone. A key element of the plan is therefore further data analysis and research to help identify those measures with the greatest potential for casualty reduction. In particular a fuller understanding of pedestrian and cyclist movement patterns and the impact upon these vulnerable users of new developments in the City is necessary.

The plan proposes a multi-targeted approach in which tried and tested measures such as engineering solutions, enforcement with education, training and publicity (ETP) are



continued in the short term. This will be supplemented by the use of the Road Safety Team to actively monitor safety on City streets. There will be a renewed effort to better manage our own operations on street and to influence and manage, where possible, the safe use of the highway by others. This monitoring activity and the subsequent actions will be reported to the Department of the Built Environment Senior Management Team for regular review.

In the medium and longer term; traditional road safety measures will continue to have a part to play. But, it is envisaged that achieving a significant reduction in casualties will require a more fundamental review of the operation and management of City's streets to reduce risks for vulnerable road users. In some cases engineering solutions will be the answer; schemes are in the pipeline for key junctions including Holborn Circus and Bank and the removal of gyratories such as Aldgate and Newgate Street is being investigated because of concerns about cyclist safety. It is fair to say that the easiest changes to the City's highway infrastructure have been delivered over the past 20 years. Further changes are likely to involve sub-regional and City-wide initiatives such as reduced speed limits, out-of-hours deliveries, restructured bus routes and the provision of high quality strategic walking and cycle routes combined with a corridor based approach to secure improvements at the local level. Research is needed to identify the primary users of each City street and journey corridor. Once known we need to assess how each street can be made as safe as possible with the primary users in mind. This may involve the establishment of a network of well promoted parallel routes to avoid conflicts.

A key change that appears to have potential to significantly reduce the number of casualties, and their severity, in the short term is the application of 20 MPH to all streets within the City. An important recommendation of the plan is therefore to undertake a full assessment of the costs and benefits of introducing a 20 MPH limit. Finishing the courtesy crossing programme quickly would complement a 20 MPH speed limit by providing a consistent design approach across the City that reinforces considerate behaviour and reduces speed. Evidence from within London indicates that significant reduction in casualties is delivered when courtesy crossings are introduced (source: Effect of Side Raised Entry Treatments on Road Safety in London, London Road Safety Unit, Research Summary No 9 - June 2007)

The overall approach is predicated on reducing road danger through encouraging a positive shift in road users' behaviour – i.e. making the City a more civilised and tolerant place for all users. This will be achieved by a combination of enforcement and ETP initiatives together with physical changes to the street environment to encourage driving, riding and walking behaviours that are appropriate for the City's busy streets. Behavioural factors, such as inappropriate speed, lack of concentration, impairment, intolerance of other road users and bad judgement, are the most common cause of collisions. Therefore, a key aim of the Plan is to reduce the incidence of these behaviours by education and by removing the opportunities for them to occur, and, where they continue to occur, to reduce their adverse consequences. It is envisaged that setting up an annual City Road Danger Reduction meeting at a political level with TfL would be a useful driver of improved road safety. This is considered particularly important as approximately 50% of casualties in the City are on TfL roads and they are a primary funding body for highway improvements.

The action plan focuses on a limited number of key initiatives for implementation in the short term (to December 2014), the medium term (to December 2017), and the longer term (up to 2020 and beyond). The Plan concentrates on 'big ticket' actions which have the potential to deliver significant change. It will be reviewed on an annual basis and updated as necessary to take account of progress and any changed circumstances that may arise during the Plan period.

The plan places a heavy emphasis on partnership working. In particular, delivery of the plan will depend upon a high level of cooperation with the Police regarding ETP and enforcement and with TfL as strategic transport authority and highway authority for strategic routes in the City. It is therefore proposed to work with interested partners to establish a City-wide Road Danger Reduction Partnership. It is envisaged that this partnership would meet quarterly to

oversee the delivery of the City's Road Danger Reduction Plan. Working closely together will allow sharing of data, research and expertise and ensure compliance with the Mayor of London's policies.

This plan is supported by a separate technical document which contains more detailed casualty data.

## **SETTING THE SCENE**

### **Background**

1. The City's previous Road Safety Plan 2007 became obsolete along with its parent plan, the City of London Local Implementation Plan (LIP) 2007, when the new LIP 2011 was approved by the Mayor of London. Although the LIP 2011 sets out high-level policy in relation to road safety, including broad-brush targets around the numbers of road traffic casualties, more needs to be done to set out the City's detailed road safety proposals.
2. The purpose of the Road Danger Reduction Plan (RDRP) is to update the City's road safety proposals and present them in a single document that will fill the policy gap left by the outdated Road Safety Plan 2007. This is supported by the Mayor of London and Transport for London who have approved the preparation of the RDRP as a key programme in the City's LIP 2011.
3. The change of title from the previous 'Road Safety Plan' to 'Road Danger Reduction Plan' is intended to reflect the Plan's emphasis on addressing road dangers at source, rather than attempting to keep vulnerable road users out of the way of that road danger through excessive segregation.
4. Too often in the past, attempting to keep vulnerable road users safe has led to inappropriate solutions such as pedestrian guard-railing and "cyclists dismount" signs that blight the streetscape, discourage people from walking and cycling and are often ignored or got around, making them ineffective at reducing danger and improving safety. It is considered that calling the new plan the City's Road Danger Reduction Plan will be an important indicator of the City's approach to reducing road traffic collisions and casualties.

### **About this document**

5. This Plan has been prepared in the light of accident analysis and best practice. Its purpose is to reduce casualties and to fulfil the statutory duty of the City to promote road safety under the Road Traffic Act 1988. The Plan is intended to complement the Mayor of London's Road Safety Action Plan: 2020 which sets out London-wide targets and strategies for casualty reduction.
6. To be consistent with the Mayor's plan, an eight year time frame has been adopted for the RDRP extending to 2020. The proposed measures within the Plan are divided into short (up to December 2014), medium (up to December 2017) and longer term (up to 2020 and beyond) depending upon their priority, ease of implementation and likely funding resources.
7. The RDRP will be subject to regular review with annual progress reports submitted to the City's Streets & Walkways and Planning & Transportation Committees.
8. The approach to road safety in the City is being increasingly developed along the principles of 'Road Danger Reduction' which is not just about casualty reduction but

about changing attitudes to speed and the dominance of the car as an integral part of promoting cycling and walking. It involves adopting an inclusive approach to road safety that incorporates improvements to the highway layout to remove dangerous or potentially dangerous situations, education and training, maintenance and enforcement, as well as encouraging safer modes of travel and reducing conflicts between different types of road users.

9. This approach depends upon a close working relationship with other relevant bodies such as the City of London Police, schools, businesses and commercial organisations, our neighbouring boroughs, health authorities, local voluntary groups, and road user organisations.
10. The City of London supports the principles of road danger reduction which are:
  - Seek a genuine reduction in danger for all users by identifying and controlling the principal sources of threat;
  - Find new measures to define 'danger' on our roads that will more accurately monitor the use of and threat to benign modes;
  - Discourage the unnecessary use of private motorised transport where alternative benign modes or public transport are equally or more viable;
  - Pursue a transport strategy for sustainable travel based on developing efficient, integrated public transport systems. This would recognise that current levels of motor traffic should not be increased; and
  - Actively promote cycling and walking, which together pose relatively little threat to the environment or other road users by taking positive and co-ordinated action to increase the safety, priority and mobility of these benign modes.
11. The City of London Road Danger Reduction Plan seeks to achieve a genuine reduction in danger for all, to make the City's streets safer and improve the quality of life for everyone in the City. To achieve this the City of London will address road safety in a broader sense and it is committed to:
  - Promote appropriate speeds and manage traffic better, thus benefiting the environment by cutting traffic emissions and pollution as well as reducing noise.
  - Implement engineering solutions to improve safety at locations with the highest risk, including the removal of gyratories and junction remodelling;
  - Promote cycling and walking by providing traffic management solutions and road safety education and training programmes;
  - Work in partnership with the City of London Police to tackle road crime such as careless and dangerous driving and speeding;
  - Liaise closely with the City schools and their pupils, teachers and governors to provide a road safety education and training package that will instil safe road user attitudes and behaviour from an early age; and
  - Develop City road safety publicity campaigns and tailor national campaigns to reflect the City's particular needs.

12. The Plan sets out the road safety situation facing the City and reviews the City's current approach and performance against the key road casualty reduction targets. The Plan identifies areas for further investigation and recommends an approach with a focus on:
  - Improving safety through partnership working;
  - Promoting appropriate driving, riding and walking behaviour;
  - Protecting vulnerable road users, i.e., cyclists, pedestrians, powered two wheeler users and children.
13. The Plan concludes with an implementation strategy which sets out a prioritised series of short, medium and long term measures which are intended to improve road safety not only at specific hotspots but also more broadly across the City highway network.

### **Policy context**

14. The City has a statutory duty, the Road Traffic Act 1988, to promote road safety and ensure that changes to the highway infrastructure are as safe as possible. This duty is achieved through the programme of education, training and publicity (ETP) and, through the process of design and safety auditing.
15. The City Together Strategy: The Heart of a World Class City 2008 - 2014 sets out a priority to 'encourage walking and cycling safely'. It highlights that there are 'competing interests in road usage' and that 'the number of cyclists is likely to continue to grow, which is to be encouraged'. It also states that the City should 'encourage improvements to transport safety, especially road safety'.
16. The Corporate Plan 2009 - 12 states that we provide excellent services for our community by 'working to ensure the City residents and businesses enjoy an environment which is safe and, as far as possible, free from risks to health and welfare'.
17. The Road Danger Reduction Plan is key to one of the seven programmes in the approved City of London LIP 2011. It serves, along with the other six programmes, to deliver on LIP objective LIP 2011.3, which is "To reduce road traffic dangers and casualties in the City, particularly fatal and serious casualties and casualties among vulnerable road users". The LIP contains a number of challenging casualty reduction targets which are set out in paragraphs 54-57.

### **Working together**

18. This Plan draws on the results of collaborative working with Transport for London. Officers have been working with Transport for London and the City of London Police to analyse and understand the full extent of the current casualty trends. This activity culminated in a workshop on the 17<sup>th</sup> May 2012 that was also attended by key external stakeholders. Improving road safety within central London is now on the agenda for the Sub-Regional Transport Forum and further analysis and activity is expected to follow the recent establishment of the Mayor of London's Roads Task Force.
19. The Plan also draws on input from other stakeholders. The draft has been prepared in consultation with the City Police and has been informed by submissions and representations made to the City Corporation by interested individuals and groups over recent years.

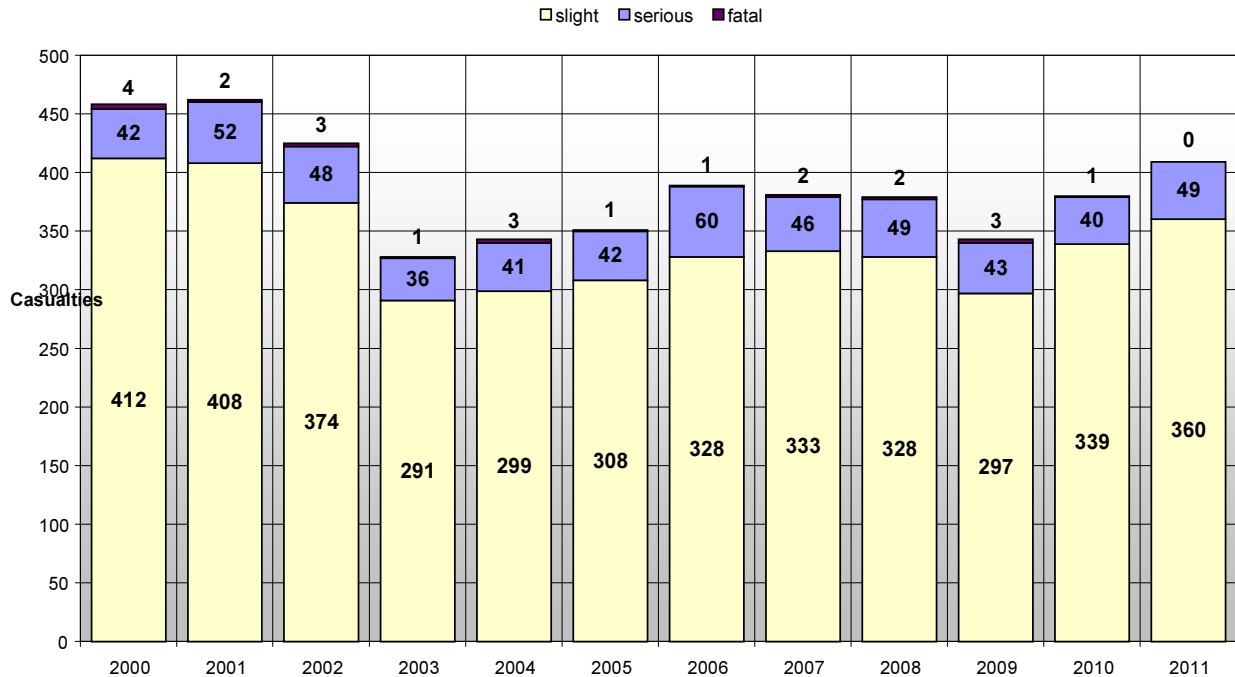
20. The Plan is intended to complement and contribute towards the achievement of the strategic road safety actions which are expected to be set out in the forthcoming Mayor of London's Road Safety Action Plan; 2020 (draft issued for consultation July 2012).
21. Implementation of many of the measures contained in this plan will require continued close partnership working with a wide variety of stakeholders including local schools, businesses and road user groups. It is proposed to facilitate partnership working by holding an annual City Road Danger Reduction meeting at a political level with TfL and establishing a City-wide Road Danger Reduction Partnership.

## **THE PROBLEM FACING THE CITY**

### **Casualty trends in the City**

22. Total casualties for all road users in the City are less than they were ten years ago but they are still too high and have increased over the last two years due to an increase in cyclist casualties. The main challenge facing the City is to tackle this upturn in overall casualties by improving the safety of vulnerable users (cyclists, pedestrians, and powered two-wheeler users - P2Ws) who account for the majority of casualties in the City.
23. Over 300,000 people commute into the Square Mile of the City of London every day, placing a huge demand on the public highways and on public transport. This demand results in congestion for all and contributes to an accident record that needs to be addressed. There has been a huge growth in the number of people cycling within the City. It is predicted that the number of pedestrians and cyclists will continue to grow throughout the life of this Plan because of the City's policy of encouraging more cycling and the growth in employment and improved transport links such as Crossrail which will generate a significant increase in pedestrian movements.
24. Although casualty numbers in the City are relatively small, a disproportionately high number of cyclists and pedestrians are involved in collisions compared to the Inner London Boroughs. Pedestrians make up around 26% of all of the City's casualties, compared with a 20% average for Inner London. Cyclists make up around 28% of all of the City's casualties, as against 12% for Inner London.
25. To give an overview of casualties in the City, Figure 1 illustrates the numbers over the last 11 years from 2000 to 2011.

FIGURE 1 - TOTAL CASUALTIES IN THE CITY 2000-2011



26. It can be seen that whilst the number of casualties per year has varied over time, there has been a significant recent overall increase. Total casualties in 2011 were 409 (the last full year of data). This is a rise of 7% over 2010.

27. The number of slight injuries increased to 360 in 2011. Serious casualties increased to 49 in 2011. Fatalities have remained low, with none occurring last year.

28. In 2011 vulnerable road users accounted for the vast majority of the 49 KSI casualties in the City. The relative split amongst user groups is:

Pedal cyclists	47%
Pedestrians	24%
Powered two Wheelers	27 %
Vehicle occupants	2%

29. The significant increase in casualties arises from collisions involving cyclists. However, there has been a dramatic increase in cyclist numbers in recent years.

30. The nature of the City, with its relatively narrow highways and huge daily flows of commuters, leads to a street environment that provides a recipe for collisions, especially for these vulnerable users. Street users often call for separation or segregation but the historic evolution of the City's streets means that most of the streets are not wide enough to allow segregation, nor of a regular enough width to provide a consistent design solution.

31. The streets managed by Transport for London are generally wider and could deliver segregation and more consistent infrastructure. Transport for London are responsible for 10% of the streets within the City. However, these streets carry approximately 50% of the traffic and account for approximately 50% of the casualties. An analysis shows that the number of KSI casualties is shared equally between the City's and TfL's streets. Pedestrian casualties occur more on the City's streets. Cyclist casualties are

shared equally. Powered two wheeler casualties occur more on TfL's streets. It is clear that both Highway Authorities have a significant role to play in reducing casualties within the City of London but that the emphasis for each may be slightly different. Transport for London have a second key role to play in exercising their powers under the Traffic Management Act in such a way that they allow their own organisation and the City to introduce those changes to the highway that are able to deliver significant safety benefits.

32. The Road Danger Reduction Plan sets out targets and actions to address the City's road safety issues and to meet the requirements under the Mayor's Transport Strategy. Put very simply, if we are to meet the Mayor's targets by 2020 the annual number of casualties within the City needs to be reduced by 150 and the KSI casualties need to reduce by 25 from the 2011 situation.

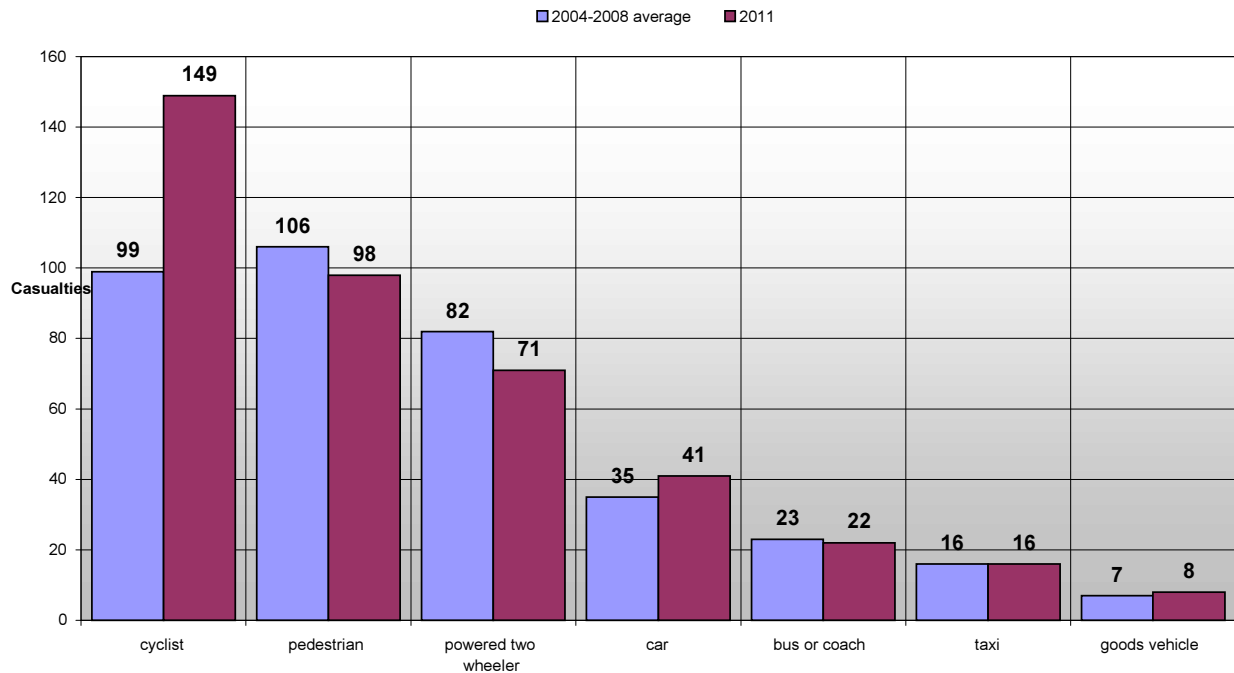
### **Why we need to reduce casualties**

33. Road deaths and injury have a devastating impact on the people directly involved, as well as their families, the wider community and society. It is imperative that the road safety community takes action to reduce the number of casualties.
34. Collisions also have a serious detrimental impact on the economy in terms of lost output, medical and ambulance costs, human costs, police costs, insurance and property damage. They also have a major detrimental impact on traffic flow: increasing congestion, reducing capacity, lengthening journey times, worsening journey time reliability and affecting the resilience of the City's road network
35. Making roads safer can yield other benefits. More people may be encouraged to walk and cycle if they perceive these ways of travelling to be safe, bringing environmental and health benefits.
36. The trend of increasing cycling casualties will, if unabated, result in the City not achieving casualty reduction targets. The key target, for London and nationally, is the reduction of casualties where people are killed or seriously injured (KSI). Within London, the vulnerable user groups of pedestrians, cyclists and powered two wheel riders comprise 76% of the KSI total; which is high by national standards. Within the City, the percentage is even higher. 98% of those killed or seriously injured in 2011 were vulnerable users.
37. The casualty situation within the City is unique. Activity over the last decade has made the streets safer for most users. However, the need to make the streets much safer for all means that there is a need to do something different and significant if the target reduction in casualties is to be met.

### **Casualties by user groups**

38. Figure 2 shows the 2011 casualty numbers for the various categories of user; compared to the 2004 – 2008 average figures which form the base line for the LIP casualty reduction targets.

FIGURE 2 - TYPES OF CASUALTIES: 2004-2008 AVERAGE AND 2011



39. All casualties to cyclists increased in 2011 to 149. This shows a significant rise when compared to the 2004/8 average of 99. It is evident that the growth in casualty numbers is due to the growth of cycling and the consequential increase in collisions involving cyclists. The rate of increase in cyclist casualties is therefore approximately the same as the increase in the number of cyclists which increased from 15,000 per day in 2005 to 24000 in 2010.
40. All casualty rates for other user groups have declined with the exception of marginal increases in the car and goods vehicle categories though there has been an increase in P2W KSIs (see paragraph 50).
41. The main challenge facing the City is therefore to tackle the upturn in cyclist casualties whilst maintaining the downward trend in other casualties, particularly pedestrians and powered two wheeler users which still account for a disproportionate number of casualties.

#### Cyclists

42. Cyclist casualties in the City have been increasing since 2007. This figure continues to increase and in 2011 there were 23 KSI casualties. Looking at the proportion and types of traffic involved in accidents; cyclists, who make up only 9% of the total traffic composition, comprise 28% of all the casualties and 47% of KSIs, a disproportionately high figure.
43. Research undertaken by the City and TfL has identified the following key issues:
- There has been an increase in casualties, reflecting the growth in levels of cycling.
  - Initial findings from TfL analysis of the Mayor's Cycle Hire scheme (CHS) indicates that the rate of collisions is far lower amongst CHS users compared with cyclists in general.



- The number of casualties reflects AM and PM peaks suggesting traffic volumes are a factor. There is a further evening peak in casualties.
- Taxis and goods vehicles are disproportionately represented in collision data.
- The largest increase in casualties has been seen on City-managed roads.
- 84% of casualties are involved in collisions at intersections or junctions. This is in line with the Greater London average.
- Collisions are more likely to occur in the middle of junctions rather than on their approaches.
- Failure to see a cyclist appears to be a significant causal factor.
- The main contributory factors identified in cyclist casualties are “turning right”, “changing lanes”, “opening vehicle doors” and “undertaking of large vehicles turning left across cyclists path”. The last factor being the most significant in KSI casualties.

### *Pedestrians*

44. Data on pedestrian numbers and movements in the City is patchy and further research is urgently needed to provide a definitive picture of current and future levels of pedestrian activity across the City. It is known, however, from anecdotal evidence and studies of certain hotspots such as Liverpool Street Station that many footways are already at or over capacity at peak times with resultant implications for road safety.
45. The City’s daytime population is expected to increase from 340,000 people in 2011 to 423,000 people in 2021 due to increased employment opportunities and improved transport links such as Crossrail. The LIP target is to increase the number of pedestrians by 10% by October 2013. This level of increase will require a significant improvement in pedestrian facilities to ensure a safe and pleasant walking environment.
46. Pedestrian casualties in the City have presented a mixed picture with numbers fluctuating. However, 2011 saw a reduction to 12 KSI casualties.
47. There is no evidence to suggest that total (or KSI) pedestrian casualties have increased over the last 10 years. However, the challenge will be to secure further reductions in the number of casualties in the face of increased numbers of pedestrians.
48. Data analysis shows the following key findings:
  - A decline in casualties until 2003-04, followed by a fluctuating pattern .
  - There may be a proportionately greater risk for pedestrians on the TLRN, although further research is required to explore this.
  - The City experiences considerable over-crowding of footways, particularly at peak times, with pedestrians stepping onto the carriageway.
  - There appears to be clusters of casualties in the immediate area surrounding main stations.
  - Goods vehicles, coaches and buses are disproportionately involved in collisions.

- A high number of cyclists are involved in collisions, which if tackled, could reduce pedestrian and cyclist casualty rates in the City.
- Pedestrians are more often a casualty when first stepping off the footway and evidently fail to look properly.
- There appears to be a disproportionate number of collisions between pedestrians and buses/coaches and P2Ws which requires further analysis.
- “Pedestrian inattention” has been identified as the main contributory factor for pedestrian casualties.

#### *Powered two-wheeler users*

49. There were 13 KSI motorcyclist casualties in 2011, the highest figure since prior to 2001, and after a steady reduction to two in 2010. So far there have been five motorcyclists seriously injured in 2012. As 72 per cent of motorcyclists were injured due to the actions of other road users, a significant reduction in motorcyclist casualties will only be achieved by addressing the behaviour of other road users, particularly car, taxi, and goods vehicle drivers and by increasing motorcyclists’ awareness of other road users. The most common causes of a motorcyclist being injured are pedestrian lack of attention, motor vehicles turning right across their path, and vehicles U turning.

#### *Children*

50. The City has a very low child population and only five schools. The number of child casualties is low. Three children were slightly injured in 2011 and three in 2010. There were no fatalities
51. The Road Safety Team has provided a comprehensive programme of road safety education in the City’s schools in accordance with the City’s statutory duty to promote road safety. This is very well received by the participating schools and assists with ensuring that casualties remain at a low level.

#### *Other road users*

52. In 2011 vehicle occupants accounted for only 2% of KSI casualties in the City. Because the numbers involved are so small and geographically dispersed it is difficult to devise effective remedial measures to specifically address these casualties. Given the need to make best use of limited resources the focus of the RDRP is necessarily directed towards the much higher level of casualties amongst vulnerable road users. That said, many of the measures within the Plan will also benefit vehicle occupants by providing a generally safer environment for all road users and encouraging driving, riding and walking behaviours which reduce the risk of collisions.

### **OUR CURRENT APPROACH**

53. The City’s approach to date has encompassed targets, engineering solutions, ETP, enforcement, highways management, research and data analysis. In overall terms these initiatives have contributed to a general reduction in casualties over the last ten years, apart from the recent increase in cycling casualties. However, whilst the overall programme can be considered successful it is not possible to identify which initiatives have delivered the biggest benefits in terms of casualty reduction because of the difficulty in gathering accurate evidence of the impact of many of the measures. In the future greater emphasis will be given to project evaluation wherever practicable and it will be important to quantify the relative contribution of individual measures so that resources can be directed towards those measures that will be most effective in reducing casualties.

## Targets

54. A key tool in the City's efforts to reduce casualties has been the adoption of highly challenging targets in order to drive forward action and assist in monitoring progress.
55. The current LIP 2011 has targets to reduce casualties over time. The 2013 target is to reduce the number of persons killed or seriously injured in road traffic collisions to a three-year rolling average of 39.1 casualties per annum. This represents a reduction of 20.9% from the 2004–2008 average of 49.4 casualties per annum.
56. The 2013 target for the total number of persons injured in road traffic collisions is a reduction to a three-year rolling average of 322.5 casualties per annum by 2013. This represents a reduction of 12.5% from the 2004–2008 average of 368.6 casualties per annum.
57. The long term target is to reduce the number of persons killed or seriously injured to a three year rolling average of 24.7 by 2020 and to reduce the total number of persons injured to a three year rolling average of 258 by 2020.

## Engineering solutions

58. Over the last 10 years, the traffic management regime within the City has remained relatively stable but gradual changes have been introduced to address specific road safety issues. The introduction of the Western Traffic and Environment Zone and Congestion Charging, both in 2003, reduced traffic levels in the City and allowed some reallocation of road capacity to improve conditions for pedestrians and cyclists. Functional safety orientated changes have been made to streets like Ludgate Hill, junctions like London Wall/Moorgate and at the gyratory system by Mansion House Tube Station which was removed in 2010. City-wide action programmes such as the removal of guardrailling and introducing two way cycling on one way streets have also taken place. The two way cycling programme is still active and further streets will be changed. Monitoring confirms no reported casualties as a result of these programmes.
59. Many of the changes to the highway infrastructure have been driven by funding from developments, often branded as environmental enhancement projects, but which also seek to address road safety as an important consideration. During the early part of the last decade, this activity took place on the local access streets; which have always been relatively safe. During recent years, major environmental enhancement has taken place on more major streets such as Cheapside and St Paul's Churchyard.
60. As over recent years, there are currently a number of active major schemes which seek to improve road safety at key casualty locations, with a particular focus on major junctions, corridors and the remaining two City gyratories because of concerns about cyclist safety:
  - Strategy consultation is on-going for Bank Junction.
  - Holborn Circus is being prepared for implementation in 2012/13
  - A strategy is being initiated to deal with the key corridor of Fleet Street and Ludgate Hill.
  - TfL officers are reviewing their whole highway network and every Cycle Super Highway to ensure that they are as safe for cyclists as they can be. The programme will encompass some 500 junctions throughout London; including the City
  - TfL and the City are working on a project for Bishopsgate, which accounts for 10% of all casualties in the City.

- The removal of Aldgate gyratory is a key element of the Aldgate Area Strategy.
- A study into the feasibility of removing the Newgate Street gyratory will be undertaken in 2013/14.

### **Enforcement and ETP**

61. Extensive, respected and award winning programmes of enforcement, education, training and publicity have been delivered over the last five years. Much of this activity has been copied and used by Transport for London and the Metropolitan Police throughout central London.
62. The Road Safety Team has expanded their activity and delivers a full and demanding programme to the highest standards. All campaigns and activity have been delivered in accordance with the previous Road Safety Plan. The messaging and deployment of their resources is driven by data analysis covering a period of several years. The core activity has been to focus on pedestrian and cyclist campaigns.
63. Their current focus has been on education and publicity activity. Through this activity, the team has engaged with school children, residents, businesses and workers, drivers, cyclists and pedestrians. During the Olympic and Paralympic period, activity was focussed exclusively on tourist and cyclist safety. Much of this activity is delivered jointly with the Police.
64. The team analyses causative data and shapes their programmes accordingly. This is an ongoing process and 2011 data will be used to shape the 2013/14 programme.
65. Typically, the Police and the Road Safety Team work on joint activity for one day a week. For example, within May 2012, the Police conducted five different operations. Four of these focussed on public safety with one (Atrium) in particular focussing on reducing fatalities and serious injury collisions involving cyclists. Over 200 fixed penalty notices were issued and over 100 people attended the road show as a result and had their notice cancelled.
66. The Road Safety Team and the City of London Police have enjoyed very good joint operational working for many years. Senior managers are now building upon this work and improving the sharing of data and strategy development. Regular meetings are now being held with the Police to drive the casualty reduction programme.

### **Highways management**

67. There are always considerable amounts of utility and building site activity in the City of London which, if not properly managed, can increase risks for road users. Over 20 utilities have active plant under the highway, and around 5,000 individual excavations are permitted to take place each year to install, repair or replace that equipment.
68. The City undertakes regular monitoring of all streetworks under by the New Roads and Street Works Act 1981, and officers report defects to the responsible utility company for them to remedy. Defects reported to the City by the public or the police are also investigated and then passed to the appropriate utility for appropriate action. If deemed to be dangerous, the City can require the utility to make safe any defect in signing, lighting and guarding without delay. Having said this the importance of well managed street works is such that a further review is proposed to ensure all is being done to make sure street works do not unnecessarily add to road danger.
69. In addition there are typically over 50 major long-term building sites located in the City during the course of any one year. Building site activity is typically regulated by British Standards, Euro Codes and various pieces of national and European legislation, but in

addition, building sites are provided with well-established guidance on the standards the City expects to be delivered in terms of scaffolds, hoardings, lighting, cranes, road closures and street cleanliness. This is in order to ensure that important development activity can still take place whilst maintaining a safe environment for the many thousands of people who use our streets every day. Licences and permissions granted by the City for various site activities are typically based on this guidance, with the primary considerations being those of safety and reasonableness.

70. The City also has its own Considerate Contractor Scheme for utilities, contractors and building sites which is now in its 25th year. The scheme is intended to promote care and consideration by contractors in terms of their public-facing activities, and we believe it has played an essential part in keeping the City a safer and more pleasant place to live and work. It is now proposed to review this scheme and our inspection protocols to see if more can be done to improve road safety.
71. Cleanliness and street cleansing operations are another consideration in delivering a safe street environment. A recent example of the City's pro-active approach towards improving the highway environment is the ban on putting out bagged waste for collection during the working day. This has contributed to danger reduction by reducing obstruction of the footway and reducing the need for pedestrians to walk in the carriageway and moving waste collection traffic away from peak travel times.

### **Research and data analysis**

72. To address collision problems on the City's streets an understanding is needed of which road users are involved, where collisions are happening, the timing of casualties and what factors are causing or contributing to collisions. With this understanding, interventions can be selected which are most likely to address the casualty problem.
73. The Accident Statistics Casualty Database (ACCSTATS) is compiled by the London Road Safety Unit within Transport for London from police collision reports. There are some gaps in the data collected but these statistics still provide a significant amount of information about the reasons why collisions occurred and the contributory factors leading to them.
74. The City Police use these statistics to produce a monthly Collision and Casualty Intelligence Report which includes a detailed analysis of the causes of collisions and is used in planning future education and enforcement initiatives.
75. Studies have also been undertaken by the City and TfL to provide a greater understanding of the causes of collisions, particularly those involving pedestrians and cyclists.
76. In 2009 Steer Davies and Gleave completed a study for the City which included a detailed analysis of the causation factors of collisions resulting in injuries to cyclists and pedestrians.
77. A joint City/TfL Road Safety Study was undertaken in 2012 which sought to analyse and explain current trends, patterns and causes of collisions and casualties in the City. This included research into casualty and collision trends in Greater London and the City of London; with a particular focus on causation factors.
78. TfL has also commissioned two reports from the Transport Research Laboratory (TRL) which analyse Metropolitan and City Police collision files for pedal cyclist and pedestrian fatalities in London and provide a more detailed insight into causation factors. The reports also put forward possible interventions that might have reduced the number or severity of casualties.

79. The results of these studies have been taken into account in preparing this plan and the key findings are summarised in the separate supporting technical document. One of the key actions in this Plan is to continue to use the resources available to the Police, TfL and the experts at the Transport Research Laboratory to regularly monitor collisions and casualties in the City with a particular focus on causation factors.

## **WHAT ELSE IS NEEDED?**

### **Review of current situation**

80. The City has already implemented many of the easier and more obvious measures to improve road safety but casualties are still occurring. In line with the City's policy of encouraging sustainable forms of travel, a huge and increasing number of cyclists are now using the City's streets. This has been accompanied by an increase in the number of cyclist casualties. There is little discernable change in the number of casualties for any of the other user groups except for a recent upturn in P2W KSIs. Pedestrian KSIs appear to show a trend of improvement which needs to be maintained.
81. The task is now to reverse the increase in cyclist and P2W casualties and to maintain the improvement in the casualty rates for other road users.
82. The activity set out in the previous Road Safety Plan had a heavy slant on enforcement and education, training and publicity (ETP) and a focus on improving major junctions, in the expectation that this would enable the casualty reduction targets to be met. This has not proven to be the case and additional actions have therefore been included in this plan to develop a more effective strategy. We still believe there is a place for ETP and work to improve junctions but this will be supplemented by other measures such as corridor studies, the removal of gyratories and improved management of the City's streets.
83. Devising a cost-effective action plan that will deliver tangible results in a realistic timescale needs to take account of several key factors:
- There is a lack of detailed data on the causes of many collisions making it difficult to devise appropriate remedial measures with confidence of the outcome;
  - There is a lack of evidence as to the effectiveness of many of the traditional ETP measures for addressing road safety problems;
  - By their very nature, there is a lack of evidence that innovative measures will deliver desired outcomes;
  - Although there are some concentrations of casualties, many are dispersed across the City meaning that targeting action at specific locations will only address a small proportion of potential future casualties.
  - Many potential measures such as revised highway layouts or radical strategies to restrict certain classes of vehicle in certain areas are likely to have long lead-in times to allow for planning, design, consultation, approval and funding.
  - Limited funding and staff resources will affect the pace of delivery.
  - Approximately 50% of casualties occur on the TLRN for which TfL is the highway authority rather than the City.
  - EU and national Government initiatives to deliver innovative solutions such as advanced emergency braking systems and improved vehicle designs are likely to have a minimal impact on casualty rates in the short to medium term. This means

that the City must continue to rely largely on its own local initiatives to deliver casualty reductions.

84. The City already has an ongoing programme of initiatives which are designed to help reduce road casualties. These range from engineering measures through to comprehensive programmes of road safety education, training and publicity (ETP) and enforcement. These traditional measures have been successful in reducing casualties in the past and still have a part to play. However most of the easy solutions have already been tried and the current surge in casualty numbers suggests that a more radical approach will be needed to effect further improvement.
85. No one solution is likely to solve the problem. The dispersed nature of collisions across the City and the wide range of causal factors mean that there are few obvious trends and little or no commonality between individual collisions. This militates against blanket City-wide actions with the possible exception of a 20 mph zone.
86. The City Corporation and City Police analyse casualty data on a regular basis to identify trends and assist in developing remedial measures. The City has also undertaken various studies to help identify the effectiveness of various measures as tools for reducing casualties such as the impact of courtesy crossings. However, the City is a unique environment and solutions that work elsewhere, such as segregated routes for cyclists, may be difficult to implement in much of the City where narrow streets predominate. Shared surfaces have been shown to work elsewhere but in many parts of the City these would need to be considered carefully because of the possibility of conflict, both real and perceived, between cyclists and pedestrians.
87. There is some evidence that reconfiguring streets can help. For example, Cheapside was deliberately narrowed to make cars and cyclists move together at broadly the same speed. The design reduces the prospect of vehicles stopping on the carriageway; which limits the risk of vehicle doors being opened in front of cyclists. All of these are behavioural issues but they are influenced by the surrounding street environment
88. This approach might be applicable elsewhere, such as Fleet Street, but further evidence is needed to demonstrate that such changes to the street layout can influence behaviour in a positive manner leading to a reduction in casualties.
89. Similarly with ETP, there is little hard evidence of the impact of specific initiatives on the number of casualties. There is therefore a case for reviewing the balance of ETP activity to focus on areas where positive results can be demonstrated.
90. A key element of the plan is therefore further data analysis and research to help identify those measures with the greatest potential for casualty reduction. Some work is already underway, as follows:

#### **Existing research**

91. The City has recently completed an assessment of the effectiveness of courtesy crossings which has shown that such measures can have a beneficial impact on driver behaviour. Evidence from within London indicates that significant reduction in casualties is delivered when courtesy crossings are introduced (source: Effect of Side Raised Entry Treatments on Road Safety in London, London Road Safety Unit, Research Summary No 9 - June 2007)
92. A study of pedestrian activity at Bank junction has demonstrated the determination of pedestrians to walk along desire lines. This provides a powerful indication that pedestrians will be reluctant to use facilities that require deviation from their preferred routes and suggests that innovative solutions will be required such as the diagonal crossings recently installed at Oxford Circus.

93. A study is to be undertaken in 2013 to assess whether the Cheapside improvements have delivered the anticipated reduction in traffic speeds, improved road safety, improved cycling facilities and improved environment as set out in the initial scheme objectives. This will provide valuable lessons for the design of future corridor improvement schemes.
94. A campaign is to be undertaken in 2013 to encourage better positioning of pedal cycles and motor vehicles on the carriageway in Cheapside.
95. Stage 3 safety audits are routinely undertaken on the completion of highway schemes but more needs to be done to harness the results and to share learning about the impact of highway infrastructure changes on road safety.

### **Areas to be explored**

96. Other key questions that need to be addressed are set out below and a forward research programme is included in paragraph 108;
  - Research is needed to identify the primary users of each City street and journey corridor. Once known we need to assess how each street can be made as safe as possible with the primary users in mind. This may involve the establishment of a network of well promoted parallel routes to avoid conflicts..
  - In many parts of the City there is a level of footway crowding that encourages walking in the road. Is it possible to resolve the problem of pedestrian inattention or is it necessary to focus more on wider footways to avoid people casually stepping into the carriageway due to congested footways?
  - What percentage of collisions in the City involve a vehicle travelling over 20 mph?
  - To what degree do dedicated cycle lanes reduce casualties?
  - Does the shared space concept deliver significant safety benefits in the City context?
  - What is the relative value of painted cycle lanes versus physical separation measures?
  - Can ACCSTATS data be made more helpful – could we capture more?
  - In view of current casualty rates, should cyclists have priority over other road users?
  - What is the nature of pedestrian activity in the City and how will it intensify with future employment growth and the opening of major transport infrastructure such as Crossrail and the upgrade of bank station?
  - What are the road safety benefits of peak time priority routes for pedestrians and cyclists?

### **A way forward**

97. Although there are shortcomings of existing data and many unanswered questions this does not mean that we can afford to stop work and await the results of further research. The way forward must involve a mix of continuing doing things and collecting more evidence to help target actions as effectively as possible in the future.
98. Sharpening the focus of future interventions will depend upon being able to predict more accurately where, when and why casualties occur and having better evidence of the relative effectiveness of potential remedial measures. This will require improved



data collection and forecasting tools with a specific focus on vulnerable road users. A particular requirement is for a pedestrian model of the City to allow the modelling of future pedestrian activity and assist with targeting road danger reduction measures at pedestrian hotspots.

## **A NEW APPROACH**

### **Recommended approach**

99. In view of these factors, a multi-targeted approach is recommended in which tried and tested measures such as engineering solutions, enforcement and ETP are continued in the short term. This will be supplemented by the use of the Road Safety Team to actively monitor safety on streets within the City. There will be a renewed effort to better manage our own operations on street and to influence and manage, where possible, the safe use of the highway by others. This will include a safety training programme targeted at the drivers of City contract vehicles. This monitoring activity and the subsequent actions will be reported to the Department of the Built Environment Senior Management Team for regular review.
100. It is proposed to reduce the ETP programme by 20% and to redeploy the saved resources on safety audits of key cycle corridors and junctions with high levels of casualties. Successful training and enforcement programmes would continue but would be more sharply focussed on high casualty users and locations. The implementation of engineering measures would continue where evidence of effectiveness already exists. In parallel, further research would be undertaken into causation factors and the effectiveness of alternative measures and strategies with a view to devising a more radical agenda for the medium and longer term.
101. In the medium and longer term traditional road safety measures will continue to have a part to play but it is envisaged that achieving a significant reduction in casualties will require a more fundamental review of the operation and management of City's streets to reduce risks for vulnerable road users. This is likely to involve sub-regional and City-wide initiatives such as reduced speed limits, out-of-hours deliveries, restructured bus routes and the provision of high quality strategic walking and cycle routes combined with a corridor based approach to secure improvements at the local level. A key change that appears to have potential to reduce casualties and their severity in the short term is the application of 20 MPH to all streets within the City. A study of the benefits and weaknesses of such an approach is therefore proposed as part of the forward research programme.
102. The overall approach is predicated on reducing road danger through encouraging a positive shift in road users' behaviour – i.e. making the City a more civilised and tolerant place for all users. This will be achieved by a combination of enforcement and ETP initiatives together with physical changes to the street environment to encourage driving, riding and walking behaviours that are appropriate for the City's busy streets. Behavioural factors, such as inappropriate speed, lack of concentration, impairment, intolerance of other road users and bad judgement, are the most common cause of collisions. Therefore, a key aim of the Plan is to reduce the incidence of these behaviours and, where they continue to occur, to reduce their adverse consequences.
103. It is not realistic to expect engineering solutions to eradicate casualties by themselves. Analysis of collision data, particularly the location data, shows that most accidents do not occur at particular major junctions, nor do they appear to be associated with any particular street configuration. Therefore, whilst work to improve junctions needs to continue this will not provide the step change in reducing cyclist and other casualties that is needed.

104. All this points to the need to look at the nature of particular streets and to devise bespoke measures to suit local conditions. For example, Cheapside was deliberately narrowed to make cars and cyclists move together at broadly the same speed. The design reduces the prospect of vehicles stopping on the carriageway; which limits the risk of vehicle doors being opened in front of cyclists. All of these are behavioural issues but they are influenced by the surrounding street environment. This adds weight to the corridor based approach.
105. There may also be a case for introducing specific measures at peak times when there is a definite spike in the number of collisions and casualties. Enforcement and ETP activity is already targeted at these times but further measures such as restrictions on the use of certain streets by certain classes of vehicle at peak times warrant consideration. This could potentially provide greater priority and safety by reducing some of the conflicts which increase the risk of collisions.
106. Achieving the City's casualty targets will be heavily dependent upon reducing casualties on the TLRN. A key element of City's approach will therefore be to continue to lobby and encourage TfL to address problem locations on the TLRN and, as far as resources allow, to work in partnership with TfL to develop and deliver appropriate solutions. The main focus of the City's own efforts and investment will inevitably be directed to those streets for which the City is the highway authority but the City's enforcement and ETP initiatives will also benefit users of the TLRN.
107. More research will be required to fully understand the reasons behind the conflicts, particularly for cyclists, and make sound recommendations as to the best interventions required to reduce collisions and casualties. There is also a need to improve understanding of the level of existing and likely future pedestrian activity in the City as significantly increased footway congestion is a real possibility with potentially significant safety implications. The action plan therefore includes the following as high priority areas for further investigation:
- Improved causation data collection and analysis.
  - Engagement with TfL's junction review programme.
  - Examination of the road safety benefits of a City-wide 20 mph zone
  - Examination of the road safety benefits of peak time priority routes for pedestrians and cyclists
  - Development of a pedestrian database and model to allow forecasting of future pedestrian activity and the testing of potential improvement measures such as pedestrianisation schemes and wider footways.
108. The delivery of change will almost certainly require an even more effective working partnership; involving the City, the Police, Transport for London and the campaign/user groups. It is therefore proposed to establish a City-wide Road Danger Reduction Partnership which it is envisaged will meet quarterly to oversee the delivery of this plan. Furthermore it is proposed that an annual review meeting is established at a political level with TfL given their important role in supporting casualty reduction generally and on their network within the City in particular.

### **Priorities and timescale**

109. The action plan focuses on a limited number of key initiatives for implementation in the short term (to December 2014), the medium term (to December 2017), and the longer term (up to 2020 and beyond). The action plan concentrates on 'big ticket' actions

which have the potential to deliver significant change. It will be reviewed on an annual basis and updated as necessary to take account of progress and any changed circumstances that may arise during the Plan period.

*Short term (to December 2014)*

110. The lead-in times for designing and securing approvals and funding for engineering measures are such that there is little scope for implementing major new schemes in the short term, other than those which have already been approved such as Holborn Circus. The number of casualties means that there is an urgent need for action but we need to avoid simply implementing hastily devised measures which may not deliver the desired casualty reductions.
111. It is recommended therefore that the short term focus should be on measures that have the potential to encourage City-wide behaviour change and thereby reduce the incidence and impacts of collisions. Because of the dispersed nature of collisions across the City, the biggest potential benefit will be achieved from measures that can be applied on a City-wide basis. These will need to be measures that can be introduced with a minimum of delay so as to tackle the rising cycle casualty problem as soon as possible.
112. The key action is the completion of the 20 mph speed limit investigation which has already been approved by Members.
113. The approved LIP 2011 includes a proposal for the 'Investigation of the benefits and disbenefits of a 20 mph speed limit or a 20 mph zone across the City, preferably including the Transport for London road network'. This investigation is due to be completed by late summer 2013 and will provide a thorough assessment of the implications of introducing such a measure in terms of road safety, environmental, traffic and other relevant factors. Depending upon the outcome of the investigations it would be possible to introduce such a 20 mph limit or zone during 2014 subject to funding.
114. Continued enforcement and ETP activity will also be an important means of encouraging behaviour change and it is recommended that where possible additional resources be devoted to allow the development of new harder-hitting campaigns, the deployment of road safety marshals at main stations and the provision of cycle awareness training for commercial vehicle, taxi and private hire drivers.
115. A large part of the short term programme will be devoted to the investigation and development of measures for implementation in the medium and longer term. This will include working with the City Police to improve the coverage and quality of ACCSTATS data to allow for a better understanding of the causes of collisions and participation in TfL's junction review programme. Reducing road danger will also be integral part of the City's Area Strategies which will be completed during 2013 and will contain proposals for implementation in the medium and longer term.
116. The short term will see the continuation of various approved road safety programmes including the near-universal provision of advanced stop lines (ASLs) for cyclists and the expansion of two-way working for cyclists.
117. There will also be an increased focus on devising appropriate highway management measures to ameliorate the potential risks associated with road works, temporary utility reinstatements and construction projects. This will include a review of the City's Considerate Contractor scheme to encourage the adoption of safe driving techniques and appropriate vehicle safety devices.

118. There will be a continuing need for engagement with TfL to secure improvements on the TLRN and to lobby for the optimisation of signal timings throughout the City of London to improve road safety.
119. In order to drive forward the desired reduction in casualties, it is recommended that an annual Member-level City Road Danger Reduction meeting be held that would include representatives from the City (Planning & Transportation and Police Committees) and TfL. The role of the meeting would be to monitor and challenge progress, foster partnership working and to keep the RDRP under review and updated as necessary. It is anticipated that officers from the City, the City Police and TfL would report on activity and outcomes for the preceding 12 months and submit a programme of action for the next 12 months. It is also proposed that this Plan would be monitored by an officer led City-wide Road Danger Reduction Partnership including the City Corporation, the City of London Police, TfL and other interested parties.

*Medium term (up to December 2018)*

120. The main challenge in the medium term is likely to be ensuring safety for an increasing number of cyclists in the City. The medium term programme will build upon the foundations established by the short term research, scheme development and Area Strategy work which is either currently underway or still to be commenced. It will also be heavily influenced by whether or not a 20 mph speed limit or zone is in place. As a consequence the precise range of medium term initiatives cannot be finalised at this stage but it is likely that the key components will comprise some or all of the following:
121. Continued enforcement and ETP activity will be an essential ongoing component of the RDRP strategy. Maintaining and reinforcing appropriate behaviours will continue to be important though the precise measures to be used will depend upon the particular circumstances pertaining at the time.
122. It is likely that there will be a number of potential engineering measures for implementation at specific hotspots following completion of TfL's junction review.
123. The various Area Strategies will have been adopted and are likely to include a series of measures to improve the safety and operation of key junctions and corridors, such as the removal of one-way working and full or partial pedestrianisation schemes. Thus a key feature of the medium term is likely to be the implementation of major improvements at locations such as Aldgate and Bank junction.
124. The existing courtesy crossings (raised entry treatments) in the City have proved very effective in reducing vehicle speeds and reducing risk for pedestrians. A programme of introducing these crossings at most junctions in the City would help to improve driver behaviour and would complement and reinforce the proposed 20 mph limit or zone.

*Long term (up to 2020)*

125. The main challenge in the longer term is likely to be providing a safe environment for the increasing number of pedestrians in the City following the opening of Crossrail in late 2018 and the associated increase in City employment. To an even greater extent than the medium term, the long term is affected by uncertainties and the proposed actions will need to be reviewed and refined during the life of the Plan. The following measures are proposed:
  - Continued enforcement and ETP activity with an increasing focus on pedestrian safety particularly on routes to and from the new Crossrail stations.

- Continued implementation of safety related measures identified in the Area Strategies.
- Implementation of measures to achieve a radical change in the function of City streets such as removing or reducing the number of buses from certain corridors following the opening of Crossrail and/or banning deliveries when streets are most heavily used by pedestrians and cyclists.

## **Funding options**

### *Estimated costs*

126. Further work will be required to identify the viability and estimated cost of implementing some of the recommended actions. The City of London will be able to undertake some additional preliminary investigations from within existing staff resources but additional sources of funding are likely to be needed to provide enhanced enforcement and ETP activity, undertake surveys and evidence gathering, produce publicity and guidance materials, and, not least, to implement the any additional road safety schemes or initiatives that may be developed.

### *Sources of funding*

127. The action plan is relatively high level and many of the proposed work streams have not been fully costed. Some of the actions will be funded from existing budgets but it is clear that additional funding will be required to fully implement all the measures within the Plan and further work will be undertaken to provide cost estimates and identify potential funding sources. These might include S106 contributions, the Community Infrastructure Levy (CIL), EU funding, private sponsorship or most likely utilisation of the City's On-Street Parking Reserve; which can be used to change the highway and traffic infrastructure and, deliver the Mayor's Transport Strategy.

## **Governance and monitoring**

128. TfL proposes to establish a new Road Safety Reference Board for London (RSRB) to facilitate input into the development and implementation of road safety policies and help oversee continuous improvements in road safety in London.

129. The City Corporation and the City of London Police will participate in the RSRB, the aims of which include:

- To review and report on progress in implementing road safety policy in London
- To report progress towards achieving the KSI casualty reduction target for London
- To report on safety camera operations in London
- To foster links with other organisations to encourage a holistic approach to road safety in London
- To discuss road safety priorities and key road safety issues
- To disseminate good practice
- To provide a high profile reference point for all road safety activities in London

130. The City will monitor the progress made in reducing the number and severity of casualties yearly in an annual report produced for collisions and casualties on the City's roads to include pedestrian, pedal cycle, powered two-wheeler and child collision and

other casualty data. This will complement the monthly Collision and Casualty Intelligence reports prepared by the City of London Police.

131. An annual City Road Danger Reduction meeting is proposed at which politicians from the City and the GLA would review past performance and the forward work programmes of the Corporation and TfL.

### **Partnership working**

132. Improving road safety requires work across a wide range of issues involving many organisations working in partnership. The preparation of this plan has been supported by engagement with the City Police and this engagement approach needs to continue.

133. The City Police play a vital role in reducing road casualties through their road policing activities and have units dedicated to reducing offending on London's roads and the provision of road safety education. Successful joint working with the police already occurs and will underpin successful delivery of further road safety improvements. It is therefore proposed to establish a Road Danger Reduction Partnership to include the City Corporation, the City of London Police, TfL and other interested parties to work together in delivering this plan.

134. The following activity will take place.

- Review casualty reduction targets jointly
- Continue to deliver jointly staffed campaigns
- Continue to support the police with their enforcement campaigns
- Senior Police and City of London officers will meet quarterly to review joint engagement.
- Reports to the Police Committee and the Streets and Walkways Sub-Committee where possible to be jointly authored, but otherwise to be shared between services for consultation.

135. The City will also work with neighbouring authorities through the central London Sub-Regional Forum or bilaterally to share best practice and deliver shared solutions, where appropriate. This will include benchmarking its road safety activity, against other authorities' performance as appropriate.

136. There will also be consultation and dialogue with road user groups on proposed road danger reduction schemes arising from this plan.

### **Recommended action plan**

137. The key actions that the City proposes to take are summarised in the table below.

	<b>Action</b>	<b>Expected outcome</b>	<b>Timeframe</b>
	<b>Short term (to December 2014)</b>		
1.	Refocus Road Safety Team to conduct safety monitoring of streets within the City to identify danger hotspots and possible remedial measures.	Safer streets	2013
2.	Investigate 20 mph speed limit/zone	Safer streets and people	2013
3.	Implement 20 mph speed limit/zone (depends upon the outcome of 2 above)	Safer streets and people	2014
4.	More focussed and evidence based enforcement/ETP activity, with a strong emphasis on cyclists, those on foot and motorcyclists. To include a cost benefit analysis based upon the promotion of safer cycling in Cheapside.	Safer people	ongoing
5.	Investigation and development of measures for implementation in the medium and longer term, including better data collection and analysis, development of a pedestrian model and commencement of a programme of street auditing looking first at junctions with high casualty rates and at least one key cycle route across the City.	Safer streets	2013
6.	Implement approved engineering measures; both large and small – e.g. Holborn Circus, 2-way cycling, advance cycle stop lines.	Safer streets	2014
7.	Review management of road works, temporary reinstatements and construction sites, including road safety elements of the Considerate Contractors scheme; to deliver better safety outcomes.	Safer streets	2013
8.	Review the safety aspects of the operations and contracts undertaken using vehicles within the City, ensuring that all drivers are trained in relation to cycle safety and the fleet is fitted with appropriate safety measures such as reverse cameras, audible warning, and 'fresnel' mirrors.	Safer people	2013
9.	Engagement with TfL to secure improvements on the TLRN and to lobby for the optimisation of signal timings to improve road safety	Safer streets	2013
10.	Hold annual Member-level City Road Danger Reduction meeting with TfL.		2013
11.	Strengthen work with the City Police at an operational and strategic management level.		2013
	<b>Medium term (up to December 2017)</b>		
12.	Continued enforcement and ETP activity	Safer people	ongoing
13.	Continue investigation and development of measures for implementation in the longer term, including continued review of major junctions, gyratories and key cycling corridors.	Safer streets	

14.	Implement measures from TfL junctions review	Safer streets	2016
15	Implement measures from Area Strategies and the review of dangerous junctions and streets. e.g. Aldgate and Bank junction improvements and the Fleet Street to St Paul's corridor. Seek to remove all gyratories within the City.	Safer streets	2017
16.	Complete the universal courtesy crossing programme.	Safer streets	2015
17.	Prepare streets for major transport projects such as Crossrail and Bank Station upgrade ensuring street design mitigates risks associated with pedestrian congestion.	Safer streets	2017
	<b>Long term (up to 2020 and beyond)</b>		
18.	Continued enforcement and ETP activity	Safer people	ongoing
19.	Continued implementation of safety related measures identified in Area Strategies and LIP programmes	Safer streets	2020
20.	Change the streets to provide increased priority and safety for pedestrians and cyclists, once Crossrail has opened.	Safer streets	2020



<b>Committee(s):</b> Streets & Walkways Sub-Committee Projects Sub-Committee	<b>Date(s):</b> 11/12/2012 13/12/2012	
<b>Subject:</b> Road Danger reduction in the Shoe Lane area – Stonecutter Street & Little New Street	<b>Public</b>	
<b>Report of:</b> Director of the Department for the Built Environment	<b>For Decision</b>	

## Gateway 3-5 Report (Streamlined)

### Summary

#### Dashboard

Project Status	Project Stage	Total Estimated Cost	Spend to Date	Overall project risk
<u>GREEN</u>	<u>Authority to start work – Gateway 5</u>	<u>£149,838 To complete the project</u>	<u>53,738 Staff Costs, Fees</u>	<u>GREEN</u>

#### Context

In July 2012 Members agreed a project to explore how road safety and the local environment (including air quality and noise) might be further improved in the Shoe Lane area. In particular, to consider what benefit might be derived from the formal closure of Stonecutter Street to through traffic. This followed an approach from Goldman Sachs who expressed concern about the safety of vulnerable road users (including their own staff based at their Shoe Lane campus) and agreed to fund the project. They have already provided £100,000 of advance funding for the evaluation and design phase of the project.

One of the ways to improve road safety in this area and the local environment would be to remove through vehicular traffic. Stonecutter Street currently accommodates competing and conflicting transport activities. The dominant use of Stonecutter Street is as a cut through route for traffic moving south-eastbound from Holborn Circus to Farringdon Street. This conflicts with the character of the road, the local activities, and the interests of pedestrians and cyclists.

Growth in pedestrian and cycle numbers is expected in the area as a result of local developments and national public transport enhancements (Crossrail) as well as modal shifts to more sustainable forms of transport.

Locally, Transport for London (TfL) has forecast that 140,000 passengers will use the new Farringdon Station each day once Thameslink and Crossrail are fully implemented in 2018 and 2019 respectively. A proportion of these passengers will

travel through the Stonecutter Street area, either on foot or by bicycle. Giving higher priority to pedestrians and cyclists on Stonecutter Street would help to accommodate these higher flows by improving both safety and the quality of the public realm in the area. Improving the priority given to vulnerable road users is entirely consistent with the nearby Holborn Circus Enhancement Scheme, which the City will implement in 2013.

These aims and objectives have been communicated to local Ward Members, residents, businesses, user groups and TfL via a public consultation which was held between 27<sup>th</sup> September and 26<sup>th</sup> October 2012.

#### Brief description of project

The City has now undertaken feasibility studies in the Stonecutter Street, Shoe Lane and New Street Square area to develop measures which would increase the priority given to vulnerable road users, such as pedestrians and cyclists. This could be achieved partly by redirection of through traffic on to more appropriate streets whilst limiting impacts on journey times and distances for local residents and businesses.

Three options were developed and consulted upon. These were:

1. Option 1 (Recommended): Permanently close Stonecutter Street at its eastern end to motorised vehicles.
2. Option 2: Permanently close Stonecutter Street at its eastern end to motorised vehicles and also close Little New Street at its junction with Shoe Lane, to motorised vehicles.
3. Option 3: Permanently close Stonecutter Street at its eastern end to motorised vehicles whilst allowing for one-way traffic to travel eastbound from Little New Street onto Shoe Lane.

After an analysis of the consultation results it was noted that 50% of respondents were in favour of Option 1 and only 4% were in favour of Option 2. There was no support for Option 3. Results of the consultation show that there was negligible support for Options 2&3. This report focuses on the proposal to close Stonecutter Street at its eastern end to motorised vehicles (Option 1).

A full breakdown of replies is given in Appendix 1, with the results (after re-engagement in Table 4. Of the 22 Businesses/Key Stakeholders consulted, 11 were in favour of the scheme, 5 undecided and 6 were against.

Of those respondents that expressed support for the scheme, traffic speed reduction and reduction of rat-running traffic were commonly cited as key reasons for supporting the scheme. Of those that did not support the scheme, concerns regarding potential increases in vehicle journey times were generally expressed. Traffic analysis suggests that although there may be increases in travel time for certain journeys, these increases are minimal. Furthermore, discussions are progressing regarding linking the signal timings of the Holborn Circus and Charterhouse Street junctions to further minimise any potential impact.

## Recommended Option

1. **Option 1 (Recommended):** Permanently close Stonecutter Street at its eastern end to motorised vehicles as set out in Appendix 3 – drawing 22484901-109 - Sheet 1 - REV D.

## **Recommendations**

It is recommended that Members:

1. Approve the detailed design (Appendix 3) and closure of Stonecutter Street to motorised vehicles subject to:
  - i. The making of any necessary Traffic Management Orders which will be the subject of a separate statutory process, (including statutory consultation);
  - ii. The Comptroller and City Solicitor entering into an agreement (under Section 278 of the Highways Act 1980) with Goldman Sachs; and
  - iii. That Goldman Sachs provide full funding for the project in accordance with the conditions of the S.278 and prior to the commencement of any works;
2. Members are also asked to approve revisions to the project budgets as detailed in Table 2.

## Resource requirements to complete the project

It is anticipated that the total costs to complete the project will come to £149,838. Goldman Sachs has committed to fund the costs of the entire project, and has already provided £100,000 advance funding for this purpose.

**Table 1: Total Estimated Project Costs – Option 1**

<b>Stonecutter St Evaluation</b>	<b>Option 1 Permanent Closure of Stonecutter Street</b>
	<b>£</b>
<b>Evaluation</b>	<b>53,738</b>
Highways Works	32,100
TfL Signals Works	10,000
<b>Works Sub Total</b>	<b>42,100</b>
Fees	16,000
Staff Costs	18,000
<b>Sub Total</b>	<b>34,000</b>
Sub Total before Tolerance	129,838
Tolerance (allowance for utilities)	20,000
<b>Grand Total</b>	<b>149,838</b>
Total Funding Requirement	149,838
Advance funds received	(100,000)
Balance remaining*	49,838

\*Note: Additional funds required via S.278.

Plans for consultation prior to the next Gateway report

The following consultation processes are anticipated:

- Statutory consultation on the Traffic Management Order; and
- Stakeholder engagement with those properties that may be affected during the construction phase.

Tolerances

- Goldman Sachs will be required to underwrite the full costs of the project;
- The making of any necessary Traffic Regulation Orders, which will be the subject of a separate statutory process.

## Overview

<p><b>1. Evidence of Need</b></p>	<ul style="list-style-type: none"><li>• Shoe Lane and Stonecutter Street are designated as local access roads and are expected to cater only for local trips. If Stonecutter Street were to be closed to motorised vehicles this would enforce this designation and reassign through-traffic onto designated London distributor roads such as Farringdon Street, and onto City of London local distributor roads such as New Fetter Lane and Charterhouse Street.</li><li>• From investigations it can be demonstrated that there is justification for action based on the high numbers of vehicles using Stonecutter Street as a through route to Farringdon Street. Surveys indicate that 60% of traffic using Stonecutter Street is rat-running traffic.</li><li>• 1 fatal, 10 serious and 73 slight accidents have been recorded in the area over the last 36 months. A reduction in vehicular traffic will normally lead to a corresponding reduction in accident occurrence.</li><li>• In the morning peak hour alone, approximately 200 vehicles using Shoe Lane and Stonecutter Street as a cut through have the potential for conflict with over 550 pedestrians that currently cross informally at the western end of Stonecutter Street and towards the southern end of Shoe Lane.</li><li>• With pedestrian and cycle growth predicted to rise in the future, accident rates are also predicted to increase should the local environment remain unchanged.</li></ul> <p><b>Cycling Environment</b></p> <ul style="list-style-type: none"><li>• Although St. Bride Street is an attractive route for both pedestrians and cyclists, this does create conflicts within a designated shared area. By improving the facilities at Stonecutter Street for cyclists to enter / exit the Shoe Lane area, a reduction in the numbers of cyclists currently using St. Bride Street can be achieved without affecting journey times or cycle safety.</li><li>• A Barclays Cycle Hire station operated by Transport for London (TfL) is located on both sides of Stonecutter Street, adjacent to the junction with Farringdon Street. Approximate 46 docking stations are provided and generate frequent cycle trips.</li><li>• Development in this area is likely to be predominantly office based which will encourage a further increase</li></ul>
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	<p>in cycle numbers.</p> <ul style="list-style-type: none"> <li>The closure of Stonecutter Street to motorised traffic would retain permeability for cyclists, improve safety, and the local environment to further encourage these sustainable travel options.</li> </ul>
<b>2. Success Criteria</b>	<p>The success criteria for this project will be:</p> <ul style="list-style-type: none"> <li>Reduction in traffic volumes;</li> <li>Reduction in personal injury accidents on the local streets;</li> <li>Redirection of through traffic on to more appropriate streets with limited impacts on journey times or distances;</li> <li>Effective use of the local streets for local needs, without detrimental impact on the operation of the surrounding highway network;</li> <li>Enhanced pedestrian and cycle environment;</li> <li>Maintain the effectiveness of the 'Traffic and Environment Zone' in the west of the City; and</li> <li>The ability to accommodate higher pedestrian and cycle flows, particularly to local public transport hubs where services have recently been or will soon be enhanced.</li> </ul>
<b>3. Project Scope and Exclusions</b>	<p>There are no notable exclusions.</p>
<b>4. Link to Strategic Aims</b>	<p>This project seeks to deliver against the following Strategic Aim:</p> <ul style="list-style-type: none"> <li>To support and promote 'The City' as the world leader in international finance and business services</li> </ul> <p>This will be delivered by ensuring that the needs of the local community are met fully.</p> <p>This project also supports delivery of the Statutory Local Implementation Plan. In particular, the plan includes an objective to reduce road traffic dangers and casualties.</p>
<b>5. Within which category does the project fit</b>	<p>(2) Statutory (a requirement under the RTA 1988 to reduce casualties) and (4) Reimbursable.</p>
<b>6. What is the priority of the project?</b>	<p>(B) advisable</p>

<p><b>7. Governance arrangements</b></p>	<p>Not required, a formal working group was set up with the external funder at Gateway 1-2.</p>																				
<p><b>8. Resources Expended To Date</b></p>	<p>To date the following resources have been expended on the evaluation of the Stonecutter Street Danger Reduction scheme:</p> <p><b>Table 2: Evaluation &amp; Design</b></p> <table border="1" data-bbox="587 495 1417 1043"> <thead> <tr> <th data-bbox="587 495 844 674">Stonecutter St Evaluation</th> <th data-bbox="844 495 1046 674">Original Budget</th> <th data-bbox="1046 495 1230 674">Spend to date / (Revised Budget)</th> <th data-bbox="1230 495 1417 674">Remaining</th> </tr> <tr> <td></td> <td data-bbox="844 674 1046 745">£</td> <td data-bbox="1046 674 1230 745">£</td> <td data-bbox="1230 674 1417 745">£</td> </tr> </thead> <tbody> <tr> <td data-bbox="587 745 844 869">Fees</td> <td data-bbox="844 745 1046 869">31,000</td> <td data-bbox="1046 745 1230 869">2,556</td> <td data-bbox="1230 745 1417 869">(28,444)</td> </tr> <tr> <td data-bbox="587 869 844 972">DBE Staff Costs</td> <td data-bbox="844 869 1046 972">69,000</td> <td data-bbox="1046 869 1230 972">51,182</td> <td data-bbox="1230 869 1417 972">(17,818)</td> </tr> <tr> <td data-bbox="587 972 844 1043"><b>Grand Total</b></td> <td data-bbox="844 972 1046 1043"><b>100,000</b></td> <td data-bbox="1046 972 1230 1043"><b>53,738</b></td> <td data-bbox="1230 972 1417 1043"><b>(46,262)</b></td> </tr> </tbody> </table> <p>As is explained later in this report, the amount of time that needed to be spent on consultation and stakeholder engagement was much larger than initially envisaged. However, much less time was spent on design as a result, resulting in an underspend on staff costs overall.</p> <p>The remaining unspent evaluation funds (£46,262) are set aside for the implementation of the scheme; the progression of the scheme being subject to a S278 agreement with Goldman Sachs and all additional funding being received in advance of implementation.</p>	Stonecutter St Evaluation	Original Budget	Spend to date / (Revised Budget)	Remaining		£	£	£	Fees	31,000	2,556	(28,444)	DBE Staff Costs	69,000	51,182	(17,818)	<b>Grand Total</b>	<b>100,000</b>	<b>53,738</b>	<b>(46,262)</b>
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<b>Grand Total</b>	<b>100,000</b>	<b>53,738</b>	<b>(46,262)</b>																		
<p><b>9. Results of stakeholder consultation to date</b></p>	<p>From September 27 to October 26 the City undertook a public consultation on three proposed options. A consultation leaflet seeking comments on the proposals was distributed to Ward Members, and 750 local businesses and residents in the vicinity of Shoe Lane, Stonecutter Street, and New Street Square, including statutory consultees, and TfL. The options were as follows:</p> <ul style="list-style-type: none"> <li>• Option 1 (Recommended): Permanently close Stonecutter Street at its eastern end to motorised vehicles;</li> <li>• Option 2: Permanently close Stonecutter Street at its</li> </ul>																				

eastern end to motorised vehicles and also and close Little New Street at its junction with Shoe Lane, to motorised vehicles; and

- Option 3: Permanently close Stonecutter Street at its eastern end to motorised vehicles whilst allowing for one-way traffic to travel eastbound from Little New Street onto Shoe Lane.

In addition to the consultation leaflet, officers also attended meetings with major occupiers in the area and key stakeholders (Deloitte, Hines, City Temple, St Andrews Church, and Land Securities) who sought clarification on the proposals prior to submitting their responses.

As a result of this exercise the City received 22 responses of which 13 were from businesses and key stakeholders and 9 from local residents. This represents a response rate of 3% which is typical for this type of consultation.

The full breakdown of results received by the deadline date of 26 October and hard copies can be found in Appendix 1-2 of this report.

Analysis of the consultation responses and stakeholder feedback revealed that:

- residents were either strongly in favour or against Options 1-3; whereas
- business stakeholders and major occupiers in the City would only agree with the principles of the proposals, stating they were unable to decide given the information available to them.

**Table 3: Initial Consultation Responses**

<u>PROPOSAL</u>			
Options 1-3	For	Undecided	Against
Resident	2 (9%)	2 (9%)	5 (23%)
Business and Other Key Stakeholders	5 (23%)	7 (32%)	1 (4%)
<b>TOTAL</b>	<b>7 (32%)</b>	<b>9 (41%)</b>	<b>6 (27%)</b>

In total 41% of respondents were of the opinion that further research should be undertaken to better understand the



environment and local needs, and therefore could not agree to any of the proposed options by the consultation deadline date of 26 October.

In particular, there were concerns regarding how the proposals would work in the context of the programmed Holborn Circus Enhancement Scheme, part of which proposed to restrict movements at the junction of St Andrews Street / New Fetter Lane.

Because of the mixed response to the options, officers undertook further analysis into the impacts of the proposals in conjunction with TfL to further clarify the benefits and impacts of the proposals and in turn communicate these to stakeholders.

To this end, the City commissioned specialist transport consultants to produce an addendum technical report which could be sent to key stakeholders and major occupiers who sought further clarification. In addition, Officers discussed and agreed with TfL that the junction of St Andrews Street /New Fetter Lane could work as an all-movements junction without any effect upon either the Holborn Circus scheme nor the Stonecutter Street proposals.

Follow-up meetings were then held with Deloitte, TfL, St Andrews Church, City Temple and Land Securities.

A summary of the respondent's issues, and the technical addendum outlining the City's response to the issues raised are given in Appendix 4.

### **Current Position**

Subsequent to the second round of engagement, officers noted a shift in opinion from "Unable to decide at this time" to "In favour" based on the technical analysis/mitigation provided and supporting correspondence provided by TfL.

Of the major occupiers and key stakeholders the City re-engaged with, the following are now in favour of Option 1.

1. Deloitte ( approx. 10,000 employees)
2. The City Temple
3. St Andrews Church
4. Transport for London

Table 4 summarises the consultation responses following the second round of engagement.

**Table 4: Consultation results following re-engagement:**

<u>PROPOSAL</u>			
Option 1	For	Undecided	Against
Resident	2 (9%)	2 (9%)	5 (23%)
Business and Other Key Stakeholders	9 (41%)	3 (14%)	1 (4%)
<b>TOTAL</b>	11 (50%)	5 (23%)	6 (27%)

As a result of the re-engagement, 50% of respondents are now in favour of Option 1, with 23% still unable to decide, and 27% who are still against Option1.

In addition to the changes noted above officers are of the opinion that with further re-engagement there may be an additional 3 businesses, and 2 residents who may change their views from “Unable to decide” to “In favour” of Option 1.

**10. Commentary on the options considered**

**Option 1 (Recommended):** Permanently close Stonecutter Street at its eastern end to motorised vehicles to reduce unnecessary through traffic in the area.

The City, in conjunction with TfL have identified that the closure of Stonecutter Street would have no adverse effects on Farringdon Street and the Transport for London Road Network (TLRN). It would help in achieving the City’s aims to reduce accident rates, provide a quieter, safer route for pedestrians and cyclists, accommodate future growth in pedestrian and cycle flows, and improve local cycle access. This option will also increase the priority given to vulnerable road users, such as pedestrians and cyclists; and redirect through traffic on to more appropriate roads whilst limiting impacts on journey times and travel distances for local residents and businesses.

It is envisaged that the physical closure of Stonecutter Street would be achieved via the installation of removable bollards, associated regulatory and advisory signage, lining works, and amendments to TfL signal aspects on Farringdon Street. Please refer to Appendix 3 – 22484901-109.dwg - Sheet 1 - REV D.

In order to ensure that the closure satisfies the Success Criteria set out in Section 2 of this report, and to further satisfy consultees concerns with regard to through traffic, monitoring will be undertaken. Modelling of the traffic impact of the proposed closure indicates a de-minimus impact in terms of through traffic using Little New Street. This will be

kept under review to enable further understanding of the impact on local environment and needs, and assess any requirement for further measures. If the closure is not adequately achieving the Success Criteria, particularly with regard to through traffic, additional measures will be considered. This could include further physical restriction or the use of Access Only Traffic Regulation Orders.

The cost implications of Option 1 are given in Table 5.

**Table 5: Option 1 S.278 Construction Estimate**

Stonecutter St	Description	£
Highways Works	Riney's / Highways	32,100
TfL Signals Works	TfL Signals Works*	10,000
<b>Works Sub Total</b>		<b>42,100</b>
Fees	Surveys, Traffic Orders	16,000
T&PR Staff Costs	Project Management	15,000
Highways Staff Costs	Project Management	3,000
<b>Sub Total</b>		<b>34,000</b>
<b>Sub Total before Tolerance</b>		<b>76,100</b>
Tolerance	Utility Diversions	20,000
<b>Grand Total</b>		<b>96,100</b>

\* - TfL and utilities diversions estimates yet to be received. An estimate of £10k has been assumed for TfL works costs and a £20k tolerance for utilities diversions.

Should members choose not to close Stonecutter Street officers will close down the project and return any remaining funds to Goldman Sachs.

**11. Consequences if project not approved**

- Should Members not approve the recommendations within this report the project will be closed and an opportunity to improve the local environment at no cost to the City will be lost.
- There is a possible risk to corporate reputation with major City stakeholders if this project suffers undue delay.

<p><b>12. Key benefits of the proposal</b></p>	<ul style="list-style-type: none"> <li>• A genuine reduction in danger for all road users by identifying and controlling the principle sources of threat;</li> <li>• Reduction of road danger at source by promoting environmentally sustainable transport which will provide equity and accessibility for non-motorised road users;</li> <li>• Provide for expected cycle and pedestrian growth in the area due to new developments, the Crossrail and Thameslink improvements, in addition to projected changes in future modal share;</li> <li>• Redirection of through traffic on to more appropriate local distributor roads whilst limiting impacts on journey times and distances for local residents and businesses;</li> <li>• Increase the priority given to vulnerable road users, such as pedestrians and cyclists;</li> <li>• Improve permeability for cyclists and pedestrians and improve the environment to further encourage sustainable travel options; and</li> <li>• Generation of opportunities for significant public realm improvements in the future.</li> </ul>
<p><b>13. Programme and key dates</b></p>	<ul style="list-style-type: none"> <li>• Local Stakeholder consultation: 27/09/2012 – 26/10/2012;</li> <li>• S&amp;W Sub Committee: 11/12/2012;</li> <li>• Projects Sub Committee: 13/12/2012;</li> <li>• Enter into S.278 agreement with Goldman Sachs: December 2012;</li> <li>• Obtain formal approvals from TfL: early 2013;</li> <li>• Advertise Section 6 traffic orders: early 2013; and</li> <li>• Implementation: early 2013</li> </ul>
<p><b>14. Constraints and assumptions</b></p>	<ul style="list-style-type: none"> <li>• Goldman Sachs to fully fund the delivery of this project via S.278 agreement;</li> <li>• Possible delay to implementation due to construction requirements of known or future developments and Crossrail.</li> </ul>

<p><b>15. Risk implications</b></p>	<p><b>MEDIUM RISK</b></p> <ul style="list-style-type: none"> <li>• This project will require formal approval from TfL on traffic and bus matters;</li> <li>• Objections to the statutory consultation of Section 6 traffic orders; and</li> <li>• There is a possible risk to corporate reputation, if delays occur during the project process or approval is not granted to proceed with the recommended option.</li> </ul>
<p><b>16. Stakeholders and consultees</b></p>	<p>External stakeholders:</p> <ul style="list-style-type: none"> <li>• Transport for London (TfL);</li> <li>• Local business and community interests; and</li> <li>• The public and user groups.</li> </ul> <p>Internal Stakeholders:</p> <p>Dept of the Built Environment (DBE);</p> <ul style="list-style-type: none"> <li>• Highways</li> <li>• Access Team; and</li> <li>• Road Safety Team – Road Safety Audit;</li> </ul> <ul style="list-style-type: none"> <li>• Open Spaces Department; and</li> <li>• Ward Members – Castle Baynard</li> </ul> <p>Traffic Regulation Order :</p> <p>Statutory consultation</p>
<p><b>17. Legal implications</b></p>	<ul style="list-style-type: none"> <li>• Section 6 Traffic Regulation Order (TRO) would be required;</li> <li>• In order to ensure that the City can continue to fulfil its statutory duties, the City retains full discretion to consider the introduction of alternative traffic arrangements (either temporary or permanent) on the affected roads should this be necessary in the future, in the event of changed circumstances such as altered traffic patterns;</li> <li>• S.278 agreement; and</li> <li>• In exercising its highway and traffic functions the City must have regard, inter alia, to its duty to assert and protect the rights of the public to use and enjoyment of the public (S.130 Highways Act 1980); its duty to secure the expeditious, safe and convenient</li> </ul>

	movement of traffic (having regard to effect on amenities) (S.122 Road Traffic Regulation Act 1984); its duty to secure the efficient use of the road network avoiding congestion and disruption (S.16 Traffic Management Act 2004), and the co-ordination of street works (S.91 New Roads and Street Works Act 1991).
<b>18.HR implications</b>	None
<b>19.Benchmarks or comparative data</b>	N/A
<b>20.Funding strategy</b>	<ul style="list-style-type: none"> <li>• 100% external, from Goldman Sachs; and</li> <li>• S.278 agreement.</li> </ul>
<b>21.Affordability</b>	This project will be funded in full by Goldman Sachs.
<b>22.Procurement approach</b>	N/A

### **Options Appraisal Matrix**

See separate document.

### **Appendices**

<b>Appendix 1</b>	Initial and post consultation response breakdown
<b>Appendix 2</b>	Hard copies of initial consultation responses
<b>Appendix 3</b>	General arrangement drawing for Option 1
<b>Appendix 4</b>	Technical note addendum – Issues Resolution
<b>Appendix 5</b>	Stonecutter Street Consultation Document

### **Contact**

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<b>Email Address</b>	<a href="mailto:aaron.banfield@cityoflondon.gov.uk">aaron.banfield@cityoflondon.gov.uk</a>
<b>Telephone Number</b>	0207 332 1723

## APPENDIX 1

### Initial and Post-Consultation Response Breakdown

APPENDIX 1:

Business and Other Key Stakeholder Consultation Breakdown - Closure of Stonecutter Street						
Respondent No.	RESPONDENT	RESPONSE TYPE	FOR	Unable to decide at this point in time	AGAINST	KEY POINTS
6	Innovative Legal	BUSINESS	FOR			1- Shoe Lane roundabout confusing indecision when predicting vehicle/cycle movements. 2- Vehicle/cycle/scooter speeds too high; and 3- poor pedestrian protection.
7	Ravensbeck Ltd	BUSINESS			AGAINST	1- Business area with business requirements. 2- Reduction in permeability; and 3- Low accident rates to justify need.
8	GDF Suez E&P UK Ltd	BUSINESS		DEFER		1- Requires a response reassuring that the City has assessed the impacts or redistributing traffic onto Charterhouse Street
11	Stevens Hewlett & Perkins	BUSINESS	FOR			1- Objects to closing Little New St: - reduction in permeability; - re-routing issues unlikely; - Fetter Lane has lengthy queues.
12	Individual - Deloitte LLP	BUSINESS				1- High pedestrian footfall/high cycle numbers. 2- taxi/CV/ rat running numbers high. 3- believe Little New St should be closed to mitigate against re-routing vehicles; 4- Street Layout unsuitable for rat running due to appearing part pedestrianised.
14	St Andrews Church	KEY STAKEHOLDER	FOR	DEFER		1- Not been enough thought/time gone into evaluation process; 2- Not enough time to consider the consequences given Holborn Circus proposals have not been agreed; 3- Construction and planning applications due to begin or be submitted; 4- Proposals would c
15	GOODMAN DERRICK LLP	BUSINESS	FOR			1- Broadly in favour of the proposals. 2- Stonecutter Street will have little negative impact. 3- Concerned about cycle traffic/speed on St Bride Street 4- Prefers Stonecutter St as an access point to Shoe Lane/St Andrews St rather than St Bride St for p
16	Tyler (Knight Frank) C/O River Court Properties Ltd	BUSINESS		DEFER		1-Increased journey times; 2- Reduction in permeability to public amenities, 3- Jeopardise client interests, reduce the value of the property; 4- Need to investigate alternative/flexible options, timed closures i.e. exit for taxis only.
17	City Temple	KEY STAKEHOLDER	FOR	DEFER		1- Need to ensure that the scheme will not exacerbate existing issues while creating new issues 2- Failed to consider their impact on the intersection of Farringdon Street and Stonecutter Street; 3- Failed to consider the impact on the redeveloped Holbor
18	Transport for London -Borough Projects and Programmes	KEY STAKEHOLDER	FOR	DEFER		1- Scheme should be delayed until impacts to Charterhouse St are assessed, new bus stand location is agreed, road safety audits completed
19	Waterman's Transport & Development Consultancy C/O Land Securities	BUSINESS		DEFER		1- Land Securities generally support the principle of improving the public realm and pedestrian and cyclist safety in this area. 2- Unable to support the permanent closure of Stonecutter Street to taxis, buses and other vehicles, or any modifications to
20	Deloitte LLP - Athene Place	BUSINESS	FOR	DEFER		1- Deloitte is broadly supportive with the CoL's aspirations. 2- Deloitte encourages the CoL to take into consideration the concerns set out above that may impact upon the operational efficiency of the business. 3- Proposals currently show little detail
21	DP9 C/O Goldman Sachs	BUSINESS	FOR			1- Supports the closure of Stonecutter Street. 2- Support is dependent on the right and left turn being available out of St Andrews St onto New Fetter Lane, not in favour of Closing Little New St; 3- Agrees with the principals of the scheme.



**APPENDIX 1:**

Resident Consultation Breakdown - Closure of Stonecutter Street					
Respondent No.	RESPONSE TYPE	FOR	Unable to decide at this point in time	AGAINST	KEY POINTS
1	RESIDENT			AGAINST	1- Increased journey times to residents Car Parks; 2- Reduction in permeability to public amenities; 3- Re-routing via other sensitive areas.
2	RESIDENT			AGAINST	1- Increased journey times to City Car Parks; 2- reduction in permeability to public amenities.
3	RESIDENT			AGAINST	1- Increased journey times to residents car parks; 2- Reduction in permeability to public amenities; 3- Lack of pedestrian attractors.
4	RESIDENT		DEFER		1- Access must be maintained for res/businesses; 2- Well used by peds; 3- Vehicles pose a danger and detract from ped experience.
5	RESIDENT			AGAINST	1- Important transit route for businesses; 2- Would create issues for servicing; 3- Cycle/Pedestrian behaviour is poor.
9	RESIDENT	FOR			1- Shoe Lane roundabout is confusing causing indecision when predicting vehicle/cycle movements; 2- Vehicle/Taxi speeds too high; 3- Identifies route as a cut through.
10	RESIDENT		DEFER		1- Improves safety and the local environment; 2- Scheme should be followed by remodelling of Holborn Circus.
13	RESIDENT	FOR			1- High volumes of rat running traffic; 2- High taxi volumes, idling/waiting commercial vehicles around Little New St, narrow Streets.
22	RESIDENT			AGAINST	1- Mobility impaired people using taxi's and should not be unduly punished; 2- Important to maintain convenient routes through the city; 3- Charterhouse Street has bad congestion; 4- Agrees with reducing large vehicles in the area; 5- Need to maintain per

APPENDIX 2

Copies of Initial Consultation Responses

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### Comment Form

Your opinion is important to us. We are therefore seeking your comments regarding the proposed road closures on Stonecutter Street and Little New Street.

Please send your comments by Friday 26 October 2012.

I'm a local resident and use both roads often as a driver and as a pedestrian. I have never experienced a problem with the current arrangements and would very much like to keep both roads open. Closing them would just add another layer of inconvenience for local residents. I wasn't happy with Streetstar becoming a way so don't want it closed.

Please provide your contact details so that we may fully assess the results of the consultation and follow up suggestions.

The City of London complies with the Data Protection Act 1998 in managing personal information. All contact details will be used solely for the purposes of consultation. No details will be passed to any third party and all details will be destroyed at the end of this consultation. If you have any queries about how your personal

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### Comment Form

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Please send your comments by Friday 26 October 2012.

We are residents of Bolt Court and have a parking space in the Baynard House  
 The closure of Stonecutter Lane  
 Car Park. We will make access to Baynard House more complicated. There are 3 options:  
 New Fettes Lane -> Helborn Circus - Charterhouse St  
 New Fettes Lane -> Fleet St, Bourville St, Embankment  
 3. New Fettes Lane -> Fleet St, Ludgate Circus ->  
 All will involve increased mileage and some routes go through other sensitive areas

Please provide your contact details so that we may fully assess the results of the consultation and follow up suggestions.

The City of London complies with the Data Protection Act 1998 in managing personal information. All contact details will be used solely for the purposes of consultation. No details will be passed to any third party and all details will be destroyed at the end of this consultation. If you have any queries about how your personal information is managed by us, please write to Data Protection Officer, Department of the Built Environment, City of London, PO Box 270, Guildhall, London EC2P 2EJ.

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Comment Form

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This proposal would result in the residents of Poppins Ct. having to drive significantly further to reach the City car park at Gt Queen St, already adversely impacted by the "no left turn" recently added in the Blockcross redesign. It would also cut us off from the parking on Little New St. There is little to attract pedestrians to Stonecutter St (except the 46 bus!) and I'm very concerned that closing it to through traffic will increase the already significant problem of it being used as a public toilet.

Please provide your contact details so that we may fully assess the results of the consultation and follow up suggestions.

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Comment Form

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Please send your comments by Friday 26 October 2012.

Supportive of all these proposals as long as residents and suppliers to businesses have adequate access.

Agree that this area is well used by pedestrians and motorised traffic poses a danger and detracts from the experience of moving about EC4A.

Please provide your contact details so that we may fully assess the results of the consultation and follow up suggestions.

The City of London complies with the Data Protection Act 1998 in managing personal information. All contact details will be used solely for the purposes of consultation. No details will be passed to any third party and all details will be destroyed at the end of this consultation. If you have any queries about...

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Comment Form

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Please send your comments by Friday 26 October 2012.

WALK DOWN SHOE LANE AND ST BRIDE STREET ON MY DAILY ROUTE TO AND FROM MY OFFICE ON FLEET STREET, WHICH MEANS I CROSS EITHER LITTLE NEW ST OR STONECUTTER ST AS PART OF THE JOURNEY.

I HAVE TO SAY I FIND IT EXTREMELY HAZARDOUS CROSSING EITHER ROAD SINCE MOTORISTS/CYCLISTS/SCOOTER-RIDERS TEND TO GIVE LITTLE OR NO INDICATION WHERE THEY ARE INTENDING TO FEED OFF AT THE ROUNDABOUT.

FOR EXAMPLE - IF I AM WAITING TO CROSS STONECUTTER ST HARDLY WAITED UP ST BRIDE'S ST AND I SEE A VEHICLE OR A CYCLIST IN THE DISTANCE COMING DOWN SHOE LANE I FEEL I HAVE TO WAIT UNTIL THE VEHICLE HAS EITHER TURNED DOWN STONECUTTER ST OR CONTINUED ROUND THE ROUNDABOUT BEFORE I CAN CROSS.

THE CORNER OF SHOE LANE AND STONECUTTER ST IS UTTERLY HORRIBLE - VEHICLES/CYCLISTS FLY ROUND THE CORNER WITH NO REGARD FOR THE SAFETY OF OTHER ROAD USERS!

Please provide your contact details so that we may fully assess the results of the consultation and follow up suggestions.

The City of London complies with the Data Protection Act 1998 in managing personal information. All contact details will be used solely for the purposes of consultation. No details will be passed to any third party and all details will be destroyed at the end of this consultation.

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Comment Form

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Please send your comments by Friday 26 October 2012.

THIS IS A BLOKS PROPOSAL THAT WILL

CAUSE MAJOR DISRUPTION TO THE BUSINESSES

ALL COMPANIES SURROUNDING THE ROUNDABOUT

AS IT FORMS A VERY IMPORTANT TRANSIT ROUTE

FOR COURIERS & TAXIS. CYCLISTS NEED TO PAY

MORE ATTENTION TO THE ROAD AND STOP FIDDLING

WITH THEIR SMARTPHONES! PEDESTRIANS ARE ALSO

SUFFERING OF STEERING OUT OF THE ROAD INTO THE STREET

BECAUSE THEY CAN NOT CROSS THE ROAD

Please provide your contact details so that we may fully assess the results of the consultation and follow up suggestions.

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Comment Form

Your opinion is important to us. We are therefore seeking your comments regarding the proposed road closures on Stonecutter Street and Little New Street.

Please send your comments by Friday 26 October 2012.

I do not agree with your basic assumptions that:

(a) using Stonecutter St as a "cut through" is perse a bad thing. This is just a negative way of describing a road people drive on to get from A to B. The city's roads are congested enough without taking more out of commission.

(b) The character of the road and the area should preclude its use for traffic. This is a business area with business needs, one of which is for people and businesses to drive around and for them to pay a congestion charge. By class it pedestrian don't have an exclusive right to use any given street, and I note that you don't mention any accident statistics - presumably because this is a very safe area to drive in.

We are similarly opposed to closing Little New Street.

Please provide your contact details so that we may fully assess the results of the consultation and follow up suggestions.

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Comment Form

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Please send your comments by Friday 26 October 2012.

I REGULARLY CYCLE DOWN STONECUTTER

ST TOWARDS FARRINGTON ST. THE

ROUNDABOUT IS VERY DANGEROUS,

ESPECIALLY BECAUSE TAXIS DRIVE

FAST, USING IT AS A CUT THROUGH.

I WOULD FAVOUR THE CLOSURE OF  
STONECUTTER ST (LITTLE NEW ST)

VEHICLES. ~~WATER~~

Please provide your contact details so that we may fully assess the results of the consultation and follow up suggestions.

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Comment Form

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Please send your comments by Friday 26 October 2012.

I support these plans. I believe that closing Stonecutter Street to vehicles (especially of Little New Street is similarly closed) will make the area better and safer. But these plans should be followed up by remodelling Hoborn Circus.

Please provide your contact details so that we may fully assess the results of the consultation and follow up suggestions.

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Your opinion is important to us. We are therefore seeking your comments regarding the proposed road closures on Stonecutter Street and Little New Street.

Please send your comments by Friday 26 October 2012.

I have no objection to a permanent closure at the eastern end of Stonecutter Street. I strongly object to closing of Little New Street or only allowing east-bound traffic. This proposal would limit car access to the perimeter of New Street Square to Fetter Lane which regularly has lengthy traffic queues. Also the use of Little New Street as an alternative cut-through if Stonecutter St. is closed is unlikely in my opinion.

Please provide your contact details so that we may fully assess the results of the consultation and follow up suggestions.

The City of London complies with the Data Protection Act 1998 in managing personal information. All contact details will be used solely for the purposes of consultation. No details will be passed to any third party and all details will be destroyed at the end of this consultation. If you have any queries about how your personal information is managed please write to Data Protection Officer, Department of the City of London, 7th Floor, 100 Old Broad Street, London EC2N 2DZ.

(18)

Comment Form

Your opinion is important to us. We are therefore seeking your comments regarding the proposed road closures on Stonecutter Street and Little New Street.

Please send your comments by Friday 26 October 2012.

As a resident of Pemberton Row I support the proposed closure of Little New St (blue) and Stonecutter St (red) to motorised vehicles. At present Pemberton Row suffers from an unnecessary high volume of 'cut through' traffic, especially taxis and significant waiting/idling of commercial vehicles on these narrow streets

Please provide your contact details so that we may fully assess the results of the consultation and follow up suggestions.

The City of London complies with the Data Protection Act 1998 in managing personal information. All contact details will be used solely for the purposes of consultation. No details will be passed to any third party and all details will be destroyed at

21/11/2012 Lab (23)

Comment Form

Your opinion is important to us. We are therefore seeking your comments regarding the proposed road closures on Stonecutter Street and Little New Street.

Please send your comments by Friday 26 October 2012.

THE CLOSURE OF STONECUTTER STREET TO THROUGH TRAFFIC IS OBJECTED TO ON THE GROUNDS THAT IT IS EXTENSIVELY USED BY TAXIS. THE CLOSURE WOULD RESULT IN LONGER JOURNEY TIMES AND INCREASED FAIRES FOR MANY TAXI PASSENGERS.

Please provide your contact details so that we may fully assess the results of the consultation and follow up suggestions.

The City of London complies with the Data Protection Act 1998 in managing personal information. All contact details will be used solely for the purposes of consultation.



1<sup>st</sup> October 2012

Aaron Banfield  
Project Manager  
Department of the Built Environment  
City of London Corporation  
Guildhall PO Box 270  
London EC2B OZY

Dear Mr Banfield

Stonecutter Street - Road Danger Reduction Scheme Consultation

Our Company is located at 40 Holborn Viaduct. If through-traffic for vehicles headed towards southbound Farringdon Road is now restricted, as proposed on Stonecutter Street and (optionally) Little New Street, in addition to existing restrictions on through-traffic on southern St. Bride Street, southern and northern Shoe Lane, and Plumtree Court, then the cumulative effect will be to funnel southbound motorised vehicles away from St Andrew's Street entirely, which will thereby flow onto Charterhouse Street to access Farringdon Road.

While this may not be of concern to cyclists and pedestrians frequenting Shoe Lane, it must be noted that Charterhouse Street already suffers the burden of intense eastbound traffic which is focused especially at the traffic lights at the junction of Charterhouse Street and Farringdon Road. The proposed Stonecutter and Little New Street changes may thus actually hinder The City from achieving its primary objective of "reducing road danger", by shunting motorised vehicles into these other areas that already sustain high volumes of traffic, including pedestrians and cyclists coming to work here at our Company.

I would thus be grateful for an assurance that The City has also included Charterhouse Street and the Viaduct itself as part of its risk assessment of the proposed changes, which would include appropriate mitigation measures, because all Londoners working in the vicinity of Holborn Circus are equally deserving of The City's consideration.

*[Redacted signature block]*

14



PLANNING PERMISSION	
PSDD	PPN
TPD	25 OCT 2012
OM	SSE
No	PP
FILE	116216
	DD

ST ANDREW HOLBORN GUILD VICAR  
St Andrew Holborn, 5 St Andrew Street  
London, EC4A 3AB

Department of the Built Environment  
City of London Corporation  
Guildhall PO Box 270  
London  
EC2B 0ZY

22<sup>nd</sup> October 2012

Dear Sir

**Proposed Closure of Stonecutter Street and Little New Street**

I am responding on behalf of St Andrew Holborn in regards to your Road Danger Reduction Scheme Consultation.

I am very concerned that the documentation in respect of the closure of Stonecutter Street and Little New Street does not refer to the Holborn Circus Area Enhancement Scheme and the interface between the two projects. Together, these changes will have a major impact in regards to the access and egress from St Andrew Street and this will particularly affect the church as well as existing businesses.

In addition the affect of the changes at Holborn Circus have not been taken into account when looking at traffic volumes for Stonecutter Street and it may be that once the redevelopment of the Circus has taken place these additional changes will not be required. There are large number of exciting new planned developments on and just off St Andrew Street and the consultation document does not address the implications of these nor the affect on traffic which will occur with the opening of the major Crossrail Station at Farringdon.

St Andrew's consider that the closure of Stonecutter Street in conjunction with the inability to turn right out of St Andrew Street which is in the proposed plans for the Holborn Circus Area Enhancement Scheme will have a major effect on the life at St Andrew Holborn. St Andrew's would be unable to agree to the closure of Stonecutter Street while there is no right hand turn to enable access to the Circus.

I understand that TFL are consulting on a proposal for the right hand turn at St Andrew Street, however, this is dependant on the removal of the right hand turn from Charterhouse Street to Hatton Garden and there is no guarantee that this will be agreed with Camden.

St Andrew Holborn fully supported the enhancement scheme at Holborn Circus on the basis that vehicles could access Farringdon Street via Stonecutter Street.

I am concerned about the rights of access to public worship and to all the activities and events and use of the church and facilities by ourselves, local businesses and other charities. I have detailed below some of the affects of the closure on the church and its users:

- St Andrew Holborn is home to three grant giving charities for the relief of need. The area of benefit covers the City of London and South Camden and many of the recipients are vulnerable, elderly or disabled. For those who require transport after attending services or events at St Andrew Holborn the exit route will take them in the opposite direction from where they wish to travel. This will increase their travel time, costs and stress.
- Members of Staff who travel to and from work by car over Blackfriars Bridge will increase their journey time considerably and may not be able to travel at all.
- Egress for funerals and weddings and other major events will be via New Fetter Lane which may not be the direction of travel required.
- Although your consultation indicates that most journeys via Stonecutter Street are using the route as a cut through. Small-medium goods vehicles represent 22% of those using Stonecutter Street of these most are likely to be on a delivery route. The closure has the potential to affect the efficiency of the businesses in the area.

I consider that there has not been enough time to integrate all of the proposed changes in an area which needs a well thought out plan. I suggest that the proposals for Stonecutter Street are put on hold until confirmation of the revised layout at Holborn Circus is received.

Yours faithfully



22

**Flat 5  
4 Pemberton Row  
London  
EC4A 3BA**

PLANNING & TRANSPORTATION		
PSDD	CPO	PPD
TPD	25 OCT 2012	LTP
OM		SSE
No	116217	PP
FILE		DD

Department of the Built Environment  
City of London Corporation  
Guildhall  
PO Box 270  
London  
EC2B OZY

23 October 2012

Dear Sirs

### **STONECUTTER STREET**

I am very concerned at the City's constant attempts to make life more difficult for City residents of a certain age. I am sure that the City does not do this intentionally and quite rightly is concerned to improve the environment. It is mainly young people who cycle, but very few over 50 would dare cycle in London given how aggressive other cyclists are. It is quite difficult just being a pedestrian.

It is most important that City residents can pick up black taxis in the City and travel easily and it is absolutely vital that the black taxis are allowed through Shoe Lane, Stonecutter Street etc and that these routes should not be cut off so that only cyclists and pedestrians can use them.

I think it would be a grave mistake to introduce a road closure at the eastern end of Stonecutter Street, allowing access only for local businesses and residents. It is important that traffic can get through and that there are alternative routes to Charterhouse Street which is constantly clogged with standing traffic and very unpleasant traffic fumes and pollution. By all means make the roads narrower to stop large vehicles getting through, but please keep the City moving and allow black taxis free access.

I very much hope you will bear my comments in mind and remember that older residents need consideration as well as young cyclists.

Yours faithfully



PLANNING & TRANSPORTATION		
PSDD	OFC	PPD
TPD	24 OCT 2012	LTP
OM		SSE
No		PP
FILE		DD

Department of the Built Environment  
City of London Corporation  
Guildhall  
London EC2B 0ZY

18 October 2012

Dear Mr Banfield

**Re: Stonecutter Street - Road Danger Reduction Scheme Consultation**

We act for River Court Properties Limited, the owner of River Court, 120 Fleet Street, London EC4. We write to let you know our client's concern in response to the above consultation.

The proposed road closures to all motor vehicles at Stonecutter Street and Little New Street would adversely impact on local businesses causing great inconvenience to users of the buildings in the area, including River Court. By closing Stonecutter Street and Little New Street, this part of Shoe Lane would effectively become a dead-end street. The total cut off of vehicular traffic will no doubt jeopardize our client's interest by depressing the property value of River Court. While our client respects your plan to improve the traffic condition in the vicinity, our client does not think any drastic movement is appropriate especially if this is to be done at the expense of our client. We are sure there are better ways to improve the region in terms of traffic flow without having to shut off all vehicles entirely. In that connection, you may consider more flexible arrangement like traffic control of private vehicles only but not taxi, or closure during part of the day only.

It is hoped that our suggestions are of merit and trust you will study the scheme thoroughly before embarking on the road closure. In any event, all our client's rights are hereby expressly reserved.

We look forward to hearing favourably from you.

Yours sincerely

[andrew.tyler@knightfrank.com](mailto:andrew.tyler@knightfrank.com)  
D/L 020 7861 1319  
M 07876 145 904

Woolgate Exchange, 25 Basinghall Street, London EC2V 5HA  
T 020 7606 0606 F 020 7256 2762  
[www.knightfrank.com](http://www.knightfrank.com)

Knight Frank LLP is a limited liability partnership registered in England with registered number OC305934. Our registered office is 55 Baker Street, London W1U 8AN where you may look at a list of members' names.

MJK/DGM/ns/DP.2294

26 October 2012

Department of the Built Environment  
City of London Corporation  
Guildhall  
PO Box 270  
London  
EC2 0ZY  
FAO: Aaron Banfield

100 Pall Mall  
London SW1Y 5NQ  
telephone 020 7004 1700  
facsimile 020 7004 1790  
www.dp9.co.uk

PLANNING & TRANSPORTATION		
PSDD	GPR	PPD
TPD	30 OCT 2012	LTP
OM		SSE
No	116255	PP
FILE		DD

Dear Sirs

**Stonecutter Street & Shoe Lane  
Road Safety and Environmental Improvements - Road Danger Reduction Scheme  
Consultation**

Thank you for the opportunity to comment on your Stonecutter Street "Road Danger Reduction Scheme Consultation". We set out below our response on behalf of our client, Goldman Sachs.

Goldman Sachs, as freehold owner of the Fleet Building (which has a frontage onto Stonecutter Street) and a major occupier in the immediate vicinity, supports the main objectives of the proposal as stated, which are to reduce road danger, enhance the streetscape and improve the public realm.

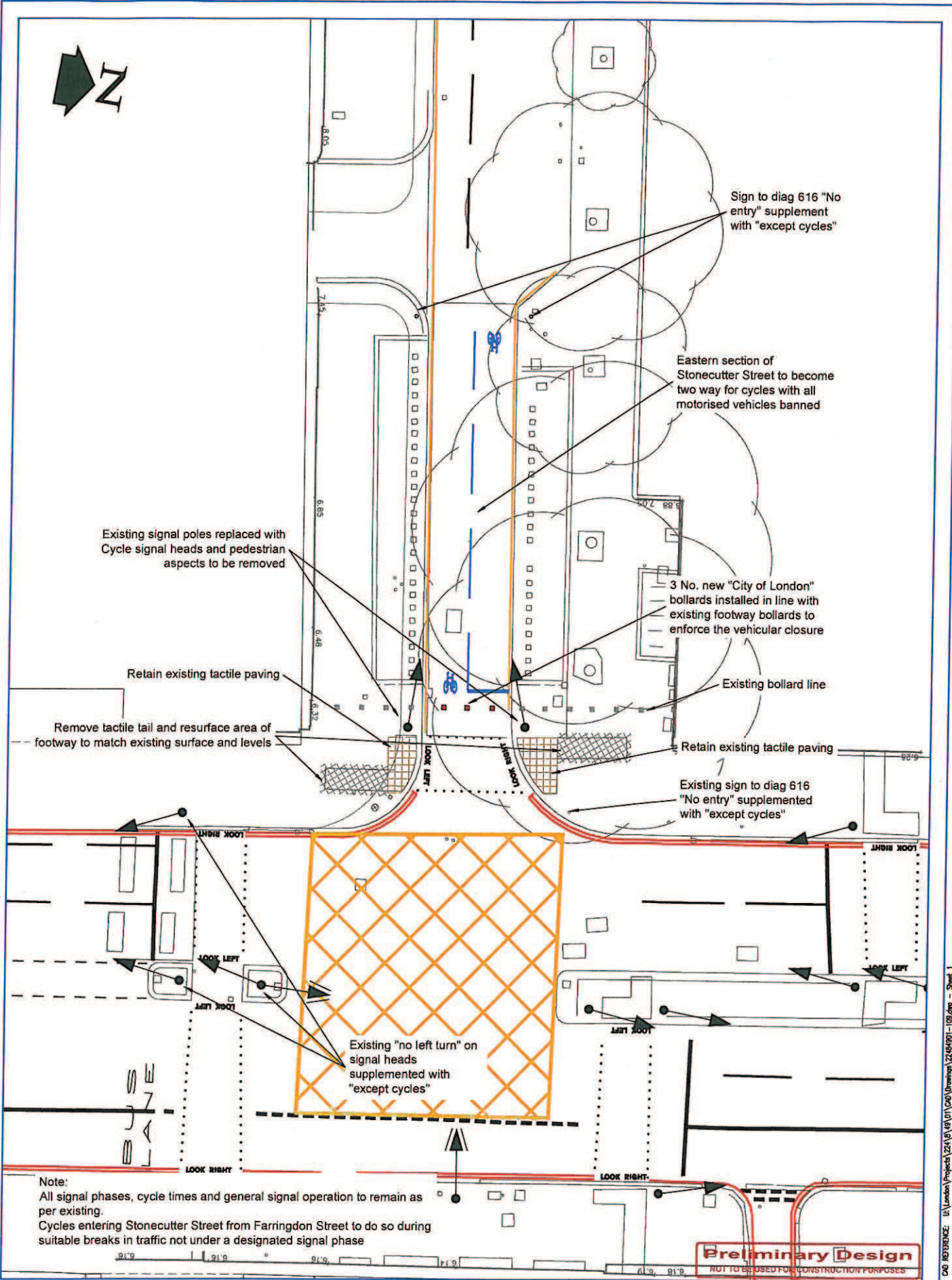
Goldman Sachs also supports the proposal to remove unnecessary traffic through the area bounded by New Fetter Lane, Fleet Street, Farringdon Street and Holborn by creating an "access only" area for local businesses and residents. It is clear that both pedestrians and cyclists will benefit from an enhanced public realm environment and improved road safety experience as a result of the proposed closure at the eastern end of Stonecutter Street.

Advocacy for the initiative is directly linked to an important element in implementing the proposed closure, namely the retention of the left and right turn traffic movements out of St Andrews Street into and from New Fetter Lane to ensure that the locale retains full traffic access and permeability. We understand that the proposals for Holborn Circus traffic enhancements already take this into account.

You have also requested views on a secondary proposal to close Little New Street permanently to motorised traffic at the junction of Shoe Lane or to allow one-way traffic to travel eastbound from Little New Street onto Shoe Lane. This proposed change is not required to achieve the primary objectives of reducing road danger, enhancing the streetscape and improving the public realm, therefore the proposed closure of the eastern end of Stonecutter Street to through traffic should not be conditional on the approval or otherwise of the Little New Street closure proposal.

APPENDIX 3

General Arrangement Drawing for Option 1



Note:  
 All signal phases, cycle times and general signal operation to remain as per existing.  
 Cycles entering Stonecutter Street from Farringdon Street to do so during suitable breaks in traffic not under a designated signal phase

**Preliminary Design**  
 NOT TO BE USED FOR CONSTRUCTION PURPOSES

**steer davies gleave**  
 28-32 Upper Ground London SE1 9PD  
 Tel 020 7910 5000 Fax 020 7910 5001

Client:  
**City of London**

Title  
**Stonecutter Street Section 6**  
**Danger Reduction Scheme**  
**Signal Junction minimal works proposal**

Rev	Date	Comments	Clk	App
D	19/10/12	Amendments to tactile paving and drawing notes	JZC	MSB
C	04/10/12	Scale change	JZC	MSB
B	25/09/12	Minor amendments base on TL recommendations for Phase 1 works	JZC	MSB
A	20/09/12	Minor amendments	JZC	MSB
	19/09/12	ORIGINAL ISSUE	JZC	MSB

Drawn  
**MSB**

Scale  
**1:200**

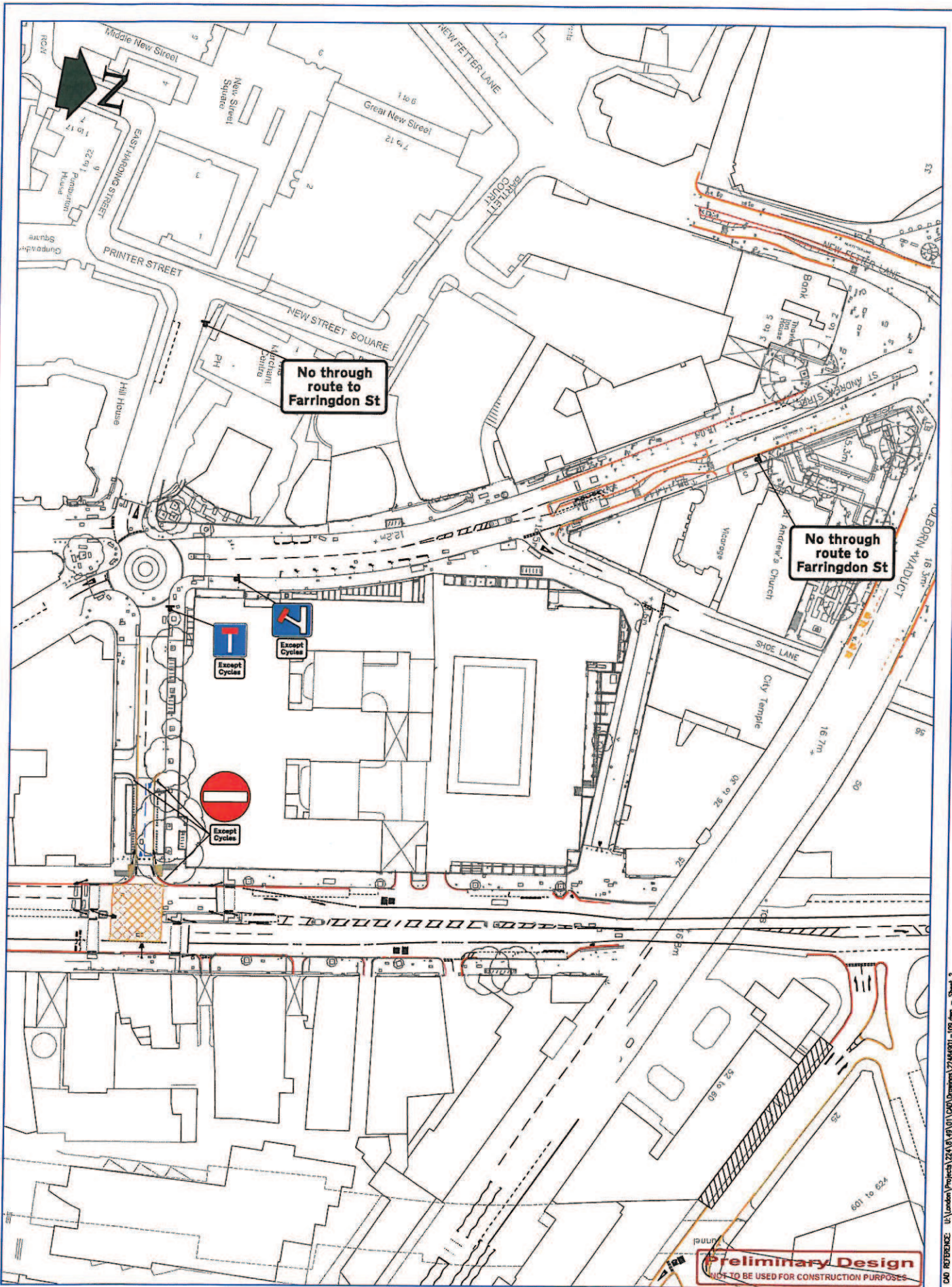
Drawing No  
**22484901-109**

@ A3

Rev  
**D**

Sheet No  
**1 of 1**





Rev.	Date	Comments	Clk	App

Drawn	JZC	Scale	1:1250
Drawing No.	<b>22484901-109</b>		

Rev	
Sheet No.	<b>2 of 2</b>

## APPENDIX 4

### Issues Resolution

## **Issues Resolution**

### **Response to Issues raised by those that felt they were unable to provide a clear opinion (41% of respondents):**

#### **Issues:**

1. Respondents are unable to make an informed decision as the proposals have not been developed in conjunction with known projects and developments i.e. Holborn Circus
2. The proposals were too focused and more comprehensive plans should be developed for the benefit and safety of the entire area; and
3. No analysis of the impacts of redistributed traffic on Holborn Circus proposals, and the potential for increased congestion at the junction of Charterhouse Street and Farringdon Road;

#### **Resolution:**

- Recent discussions with TfL have confirmed that the previously consulted scheme- which restricted access from St Andrews Street onto New Fetter Lane for right turn vehicular traffic - is to be amended. The revised scheme will allow for access from the Shoe Lane area along St Andrews Street onto the main Holborn Circus junction which in turn allows access to routes via Holborn Circus, Holborn Viaduct and Charterhouse Street. The destination choice that this secures will help to minimise the impact on journey distance and journey time that the proposed closure of Stonecutter Street could have on redirected vehicular movements for traffic that has a purpose in the local area.
- The benefits the closure would deliver for pedestrian and cyclists through the area, and the potential improvements to the public realm which could be generated are considerable and need to be fully assessed as part of the overall benefits of the proposals.
- The redesign of the Holborn Circus junction allows an opportunity for TfL to establish a new regime for traffic through this area. The revised junction has fewer routes into Holborn Circus, and in the final layout there will be three routes from which to access Charterhouse Street rather than the five which currently exist. This means that two fewer traffic phases will deliver traffic to the Charterhouse Street junction.
- By linking the signal timing at the two junctions it is predicted that it will be possible to minimise any additional delay caused by the close proximity of these facilities and to manage and mitigate the slight increase in journey times and junction demand that the closure of Stonecutter Street to vehicular through traffic could divert to the Charterhouse Street junction.
- Information for these predicted impacts regarding the closure proposals was shared with TfL in early October 2012 to enable any additional analysis to take place at that time and it is now confirmed by TfL that

the predicted impacts on the Charterhouse Street junction with Farringdon Street will be able to be accommodated.

**Response to Issues raised by those against (27% of respondents) the closure of Stonecutter Street:**

**Issues:**

1. Increased journey times;
2. Reduction in permeability for residents and businesses wishing to access public amenities i.e. Public Car Parks; and
3. Accident rates are low and do not justify the need.

**Resolution:**

- Taxi journey times have been calculated for various destinations within the City of London and the impact that the closure of Stonecutter Street to vehicular through traffic could have on these journey times and distances has been calculated.
- The effect on journey distance can be very simply calculated. From the decision point at the Shoe Lane roundel, the distance to Farringdon Street southbound is approximate 95m using Stonecutter Street whereas the same journey via Holborn Circus and Charterhouse Street is approximately 735m, therefore an additional 640m in distance.
- The effect that this additional distance has on journey times has been estimated using an online journey planner which includes an element of delay for congestion. The additional time taken is estimated at an average of 2 minutes per journey. The approximate additional 120 second journey time over the 640m distance equates to travelling at a little over 10mph for the journey which is in line with the estimated average speed of vehicles through London, and is therefore a robust assessment.
- There will be some journeys that might take longer than this due to the time of arrival at the signal junctions and from the impact of the signal phasing. However, under normal conditions it is predicted that there will be the ability to travel the additional 640m in less than the 2 minutes predicted for the average journey time increase.
- The overall benefits for pedestrian and cyclists in particular and the public realm in general cannot be achieved by anything other than a full closure to vehicular through traffic along Stonecutter Street as it is the impact of the vehicular through traffic that is having the negative impact on the safety for vulnerable road users.

APPENDIX 5

Stonecutter Street Consultation Document

# Stonecutter Street

Road Danger Reduction Scheme Consultation



Stonecutter Street & Shoe Lane  
Road Safety and Environmental Improvements

## Implications For The Surrounding Network

Detailed traffic studies have been undertaken by the City of London in conjunction with Transport for London, to ensure that traffic flows and congestion are not adversely affected by the proposals. These studies demonstrate that it is possible to deliver a scheme which will significantly improve safety and accessibility for pedestrians, cyclists and motorists, with no detrimental impact on journey times for local businesses and residents or traffic congestion.

## What Happens Next

The proposals will be assessed over the coming months and in light of comments received will be revised where possible to take these views into account during the detailed design process.

## Further Details

If you require any further information on these proposals please contact Aaron Banfield (Project Manager) on 0207 332 1723 or email [aaron.banfield@cityoflondon.gov.uk](mailto:aaron.banfield@cityoflondon.gov.uk)



Department of the Built Environment

Thank you for your time

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(No stamp needed)

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Department of the Built Environment  
City of London Corporation  
Guildhall PO Box 270  
London EC2B 0ZY

## Introduction

The City understands the importance of reducing road danger, enhancing streetscapes and improving the public realm. The main objective of the proposals laid out in this document are to make the area safer and more pleasant for workers, residents and visitors.

To achieve this objective the City is seeking to introduce a road closure at the eastern end of Stonecutter Street which would create an access only area for local businesses and residents. By removing unnecessary through traffic, pedestrians and cyclists will benefit from a better public realm and improved safety.

As a consequence of removing through traffic from Stonecutter Street, the City, as a secondary objective would also like to seek your views with regards to permanently closing Little New Street at the junction with Shoe Lane to motorised traffic. The City is consulting on this additional closure to address the possibility that traffic may re-route via Little New Street and New Street Square either the closure of Stonecutter Street.

The primary objectives of the proposals are outlined on the map below.

## Existing Situation

### Pedestrians

Stonecutter Street currently accommodates competing and conflicting transport activities.

The dominant use of Stonecutter Street is as a cut-through route for traffic moving south-eastbound from Holborn Circus to Farringdon Street. This conflicts with the character of the road, the local activities and the interests of pedestrians and cyclists.

### Cycles

There are approximately 850 northbound and southbound cyclists on Farringdon Street in the morning peak hour and cyclists from Stonecutter Street add 4.5% of the total cyclists on Farringdon Street.

Cycle traffic is 20.5% of total vehicle traffic (motorised and non-motorised) using Stonecutter Street.

### Through Traffic

Approximately 223 motorised vehicles use Stonecutter Street in the morning peak hour.

Of these, almost 80% turned into Stonecutter Street from Shoe Lane and over 90% turned southbound on to Farringdon Street from Stonecutter Street, indicating its primary use as a cut-through from Holborn Circus to Farringdon Street.

Taxis account for 27% of the traffic on Stonecutter Street.

The remaining 73% was made up of:

- 32.5% cars
- 9.5% motorcycles
- 22% small – medium goods vehicles
- 6% heavy goods vehicles
- 3% buses

### Taxis

There is also a high volume of taxi operations and usage in the local area. Recent traffic surveys showed 60 taxi movements along Stonecutter Street in the morning peak hour. There are three taxi ranks in the neighbouring streets, and these are observed to be frequently occupied and well used and as such will remain unaffected by any of the Stonecutter Street or Little New Street road closure proposals.



## Comment Form

Your opinion is important to us. We are therefore seeking your comments regarding the proposed road closures on Stonecutter Street and Little New Street.

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Please provide your contact details so that we may fully assess the results of the consultation and follow up suggestions.

The City of London complies with the Data Protection Act 1998 in managing personal information. All contact details will be used solely for the purposes of consultation. No details will be passed to any third party and all details will be destroyed at the end of this consultation. If you have any queries about how your personal information is managed by us, please write to Data Protection Officer, Department of the Built Environment, City of London, PO Box 270, Guildhall, London EC2P 2EJ.

Please specify if you represent a company or any other group.

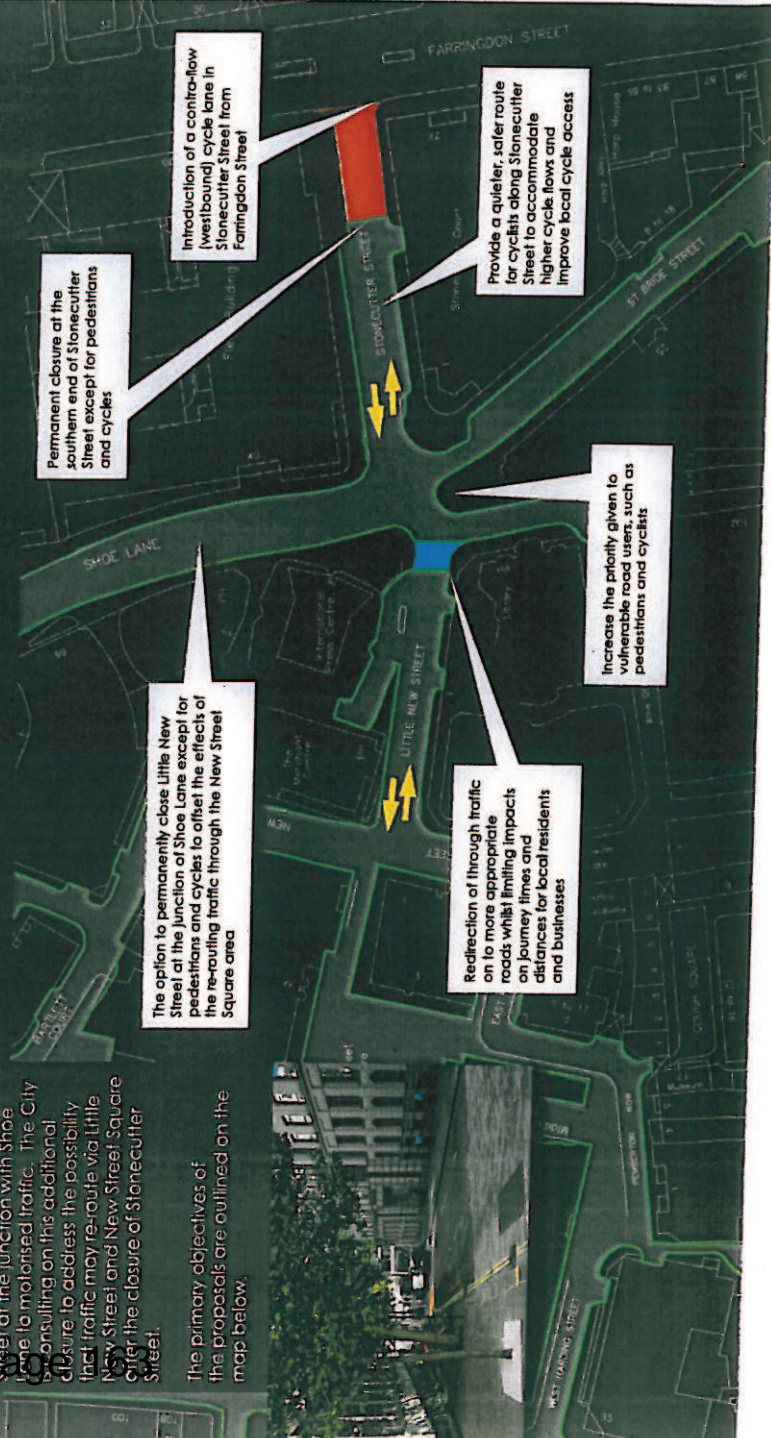
Name

Address

Contact details



Department of the Built Environment



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# Agenda Item 5

Committee(s):	Date(s):	
Streets and Walkways Sub Committee	11th December 2012	
Subject: Relocation of Dorothy Annan Ceramic Panels to Barbican Highwalk and Transfer of Ownership to City of London Corporation	Public	
Report of: The City Surveyor	For Decision	
Ward (if appropriate): Cripplegate		
<b><u>Summary</u></b>		
<p>Goldman Sachs is seeking to undertake a comprehensive redevelopment of Fleet Building and Plumtree Court to provide a new HQ building in the City. There are a series of nine ceramic panels on the east elevation of Fleet Building, in Farringdon Street which were recently listed grade II. Goldman Sachs considers that the panels would not sit comfortably within the scheme design for their new building and have sought agreement to relocate them elsewhere within the City. A new location has been identified within the Barbican on the highwalk that links the Barbican Centre with Speed House. Planning permission and listed building consent have been granted for their relocation to the highwalk subject to conditions requesting details of the framing, fixing and lighting scheme. It is proposed that the panels will transfer to the City Corporation ownership on completion of the relocation works and that a dowry of £100,000 be set aside in a ring fenced fund to provide for future maintenance and repair. Analysis of the likely costs associated with repair and maintenance has shown that the sum should be sufficient</p>		
<b>Recommendations</b>		
<ul style="list-style-type: none"><li>It is recommended that the City Corporation agree to the relocation of the panels to the Barbican highwalk and that on completion of the works the ownership shall be transferred to the City Corporation along with a dowry of £100,000 to be set aside in a ring fenced fund for future maintenance and repair.</li></ul>		

## **Main Report**

### **Background**

1. Goldman Sachs is in the process of formulating proposals for the comprehensive redevelopment of Fleet Building, 70 Farringdon Street and Plumtree Court, 42 Shoe Lane, for a new HQ building. A series of ceramic panels by Dorothy Annan are currently located on the east elevation of Fleet Building. There are a total of nine panels that relate to the sites previous use as a telephone exchange. These ceramic panels were commissioned by the Ministry of Works in 1960 for the building. They are semi-abstract in form and incorporate stylistic images of telecommunications equipment, each are titled and one is signed. They were unveiled by the then Lord Mayor of London in April 1961 and form a representation of the telecommunications industry. On 21 November 2011, the panels were added to the statutory list of listed buildings with grade II designation. Goldman Sachs is of the view that the listed panels would not fit comfortably with their aspirations to deliver a new HQ building and have been liaising with the City Corporation, English Heritage and the 20<sup>th</sup> Century Society to find an alternative location to display the panels.

2. On 18 September 2012 the Planning and Transportation Committee resolved to grant listed building consent for the removal and safe storage of the ceramic panels. The permission was subject to a S106 agreement which provided that every effort should be made to find the panels a new home in the City. The report to committee indicated that a suitable and agreeable location had been found on the Barbican Highwalk and the S106 required Goldman Sachs to use all reasonable endeavours to secure its safe relocation. The S106 was signed on 4 November 2012 and there was provision within the agreement for a maintenance sum of £100,000 to be made to the owner of the panels to cover specialist conservation, future upkeep, maintenance, repair and proper display of the panels. As part of the agreement, provision has been made that the transfer of the ownership and the maintenance sum should occur on completion of the relocation of the panels. All associated costs including removal, refurbishment storage and relocation will be met by Goldman Sachs.
3. On 8 November planning permission and listed building consent were granted for the relocation of the panels to the covered elevated walkway at second floor level on the south wall of the Guildhall School of Music and Drama which forms part of the grade II listed Barbican Estate. Associated conditions were attached requiring details of the lighting arrangement, the means of fixing and appearance of the framework together with the content of an interpretation panel. The site was selected as an appropriate site for the display of the panels as it is open to the public, is protected and relates to a listed building that is similar in period to the building from which it will be removed. Appendix 1 contains an image of how the panels will appear once in situ.
4. The scheme design will see the panels displayed in the same historic sequence and at a comparable height to their original setting. Since the highwalk is covered, it will be necessary for the panels to be artificially lit in an appropriate manner. The lighting scheme will provide for appropriate enhancement of the panels and will improve the lighting arrangements in what is a currently poorly lit environment. The scheme will also provide for the replacement of existing lighting on the south side of the highwalk with units that are more energy efficient than those currently used. The Guildhall School of Music and Drama has confirmed that they consider that a new lighting scheme that incorporates low energy LED lighting should be cost neutral when compared to the existing situation.

### **Current Position**

5. Goldman Sachs will be seeking to submit a formal application to redevelop their site in December 2012 and are keen to progress arrangements for the seamless removal and relocation of the murals to a yet to be determined timetable that is suitable for the Guildhall School of Music and Drama.
6. On completion of the relocation, the ownership of the panels shall transfer to City Corporation and a sum of £100,000 will be paid by Goldman Sachs to be set aside in a ring fenced fund to provide for future management and maintenance of the panels to be managed by the City Surveyors Department. The likely cost of future maintenance and repair has been reviewed with our consultants and an annual figure of £3,220 has been derived (including 20% contingency). The sum of £100,000 would therefore be more than sufficient to provide for maintenance over a 25 year period, which has been the norm for calculating such payments. This sum includes a provision of £1,750 for an annual clean which due to the covered nature of the highwalk would not always be necessary. An additional insurance premium has been provisioned for within this payment.
7. It is considered that the display of the ceramic panels will not harm the special architectural and historic interest of the Barbican. The current area of highwalk is poorly lit and the panels and associated lighting will provide an enhanced environment within this part of the Barbican estate.

## **Proposals**

8. It is proposed that the relocation of the ceramic panels to the Barbican highwalk on the south face of the Guildhall School of Music and Drama be approved, subject to agreeing the precise timings, and that the panels are transferred to City Corporation ownership along with £100,000 to provide for future maintenance.

## **Financial Implications**

9. The Chamberlain has been consulted on the preparation of this report.

## **Conclusion**

10. The relocation of the ceramic panels to the Barbican highwalk would provide a fitting environment for their display. The introduction of new and replacement lighting will create an enhanced environment for this part of the Barbican. The transfer of the ownership to the City Corporation will be accompanied by £100,000 dowry to provide for future maintenance and repair.

## **Appendices**

### **Appendix 1 – computer generated image of panels in situ**

**Contact:**

*Simon McGinn | [simon.mcginn@cityoflondon.gov.uk](mailto:simon.mcginn@cityoflondon.gov.uk) | 1226*

**Appendix 1**

