

Committees: Corporate Projects Board Projects Sub Committee - for decision Streets and Walkways Sub Committee - for decision	Dates: 28 June 2019 19 July 2019 22 July 2019
Subject: City Cluster and Fenchurch Street Area Programme Report Unique Project Identifier: Fenchurch Healthy Streets: 12071 City Cluster Vision Phase 1: 12072	Public
Report of: Director of the Built Environment	For Decision
Report author: Samantha Tharme; City Transportation	

Summary

Following adoption of the Transport Strategy and City Cluster Vision by Court of Common Council in May 2019, work is due to commence on the area of the City described as the City Cluster to implement changes as agreed in these two documents. There are a number of pieces of work which have dependencies in terms of scope and timescales. It is proposed to manage these projects using a programming approach in order to coordinate reporting and updates and ensure that dependencies and risks are managed.

These are the phases as set out in the City Cluster Vision:

Phase 1: Experiments, trials, feasibility and current projects:

- City Cluster and Fenchurch Street Healthy Streets Plan (Appendix 2)
- City Cluster Vision Phase 1 – Activation, greening and experiments programme (Appendix 3)
- City Cluster S278 transport and public realm works – existing projects
- St Marys Axe Lunchtime Streets – existing campaign (Road Danger Reduction programme)

Phase 2: Changes to St Mary Axe, Leadenhall St, & Whittington Avenue

Phase 3: Changes to Bishopsgate, Fenchurch St, Bevis Marks & Houndsditch

This report:

- Provides an outline of the whole programme, and Gateway 2 reports for Phase 1 included in Appendices 2 and 3 for decision.
- Sets out the key scope, funding and timescale dependencies associated with the programme.

Recommendations

Members are asked to:

1. Agree the proposed programming approach which will include joint regular programme updates;
2. Agree Gateway 2 City Cluster and Fenchurch Street Healthy Streets Plan (Appendix 2)
3. Agree Gateway 2 City Cluster Vision Phase 1 – Activation, greening and experiments programme (Appendix 3)

Main Report

Background

1. Following adoption of the Transport Strategy and City Cluster Vision by Court of Common Council in May 2019, work is due to commence on the area of the City described as the City Cluster to implement changes to the way streets are managed and used by traffic and people walking and cycling. It is proposed to manage the projects for this area using a programming approach in order to coordinate reporting and updates and ensure that dependencies and risks are managed.
2. The overall programme will deliver a fundamental change to the way streets are used providing a cleaner, safer and more comfortable environment for people walking and cycling. The first phase of work will include full assessment and appraisal of what is required to deliver that change and include experimental and trial changes to streets to demonstrate and test the benefits.
3. The City Cluster has the highest density of business activity in the City, UK and Europe. Over the next ten years the area will be subject to major employment growth. By 2030 the number of workers in this area is predicted to increase by 75 - 100,000.
4. The proposed upgrade of Fenchurch Street station and Crossrail at Liverpool Street will increase the both stations capacity and the number of trips made to the Square Mile by rail.
5. The growth associated with new development in the City Cluster and the Fenchurch station upgrade will lead to further demand for space for people walking and cycling on streets that are already overcrowded.
6. The City's new long-term Transport Strategy sets out how the City streets will be designed and managed over the next 25 years and respond to challenges arising from significant growth.
7. The Transport Strategy identifies that in areas where there is significant change and development proposed, an area-based approach to traffic management will allow for significant improvements for people walking, cycling and using public transport. This will be through the development of Healthy Street Plans and is set

out in Proposal 12 of the Transport Strategy. In addition a Zero Emission Zone was approved for this area under proposal 29 of the Transport Strategy.

8. Alongside the Transport Strategy, the new City Cluster Vision provides a framework for the transformation of the streets and spaces over the next ten years to successfully manage the projected growth within the City Cluster.
9. The Vision sets out ambitious proposals that will provide the City Cluster with an exceptional urban environment with a pedestrian priority core. These proposals are planned over three phases.
10. These projects share dependencies in terms of scope and timelines, as set out in plan, timeline and dependencies in Appendix 1.

Programme Stages

11. There are a number of forthcoming projects in the City Cluster area, including existing projects and the two presented for Gateway Approval which make up **Phase 1** of the work to deliver the City Cluster Vision. These are illustrated in appendix 1 City Cluster Vision Phases and Projects.

Projects seeking approval Gateway 1/2:

- City Cluster and Fenchurch Street Healthy Streets Plan (Appendix 2)
- City Cluster Vision Phase 1 – Activation, greening and experiments programme (Appendix 3)

There are two parallel areas of work which complement Phase 1:

- City Cluster S278 transport and public realm works – which are already agreed due to development permissions namely:
 - Leadenhall Street pedestrian crossing – pending closure GW 6 (September 2019)
 - 70 St Mary Axe – pending closure GW 6 (September 2019)
 - 22 Bishopsgate – Gateway 4/5 approved (April 2018) pending GW 5 of the phase 2 works (September 2019)
 - 150 Bishopsgate Working pending GW5 (September 2019)
- St Marys Axe Lunchtime Streets – lunchtime closures and activities to demonstrate benefits of longer term plans. (TfL – LIP funded Road Danger Reduction programme)

Other elements to be developed under this programme and recommended separately for gateway approvals:

- Zero Emission Zone for City Cluster.
- Phase 2 projects – eg. Leadenhall Street, Old Broad Street/Wormwood Street
- Phase 3 projects – eg. Camomile Street / Houndsditch area

City Cluster and Fenchurch Street Healthy Streets Plan

12. Before the transformational changes to the streets can be delivered in phases 2 and 3, phase 1 will include full feasibility of traffic management requirements to enable delivery of the proposals. The City Cluster and Fenchurch Street Healthy Streets Plan will therefore identify where initial changes can be made to improve the experience of people walking and cycling ahead of longer-term transformational change. For the area around Fenchurch Street station it will test changes to the street network and identify the traffic impact of the City Cluster proposals on this area.
13. As there is still a considerable amount of necessary construction traffic using key streets there could be an impact on delivery of longer-term proposals depending on pace of that construction. Interim schemes will deliver benefits of reduced traffic followed by full high-quality public realm improvements.

City Cluster Greening and Activation

14. Some improvements to public realm and additional planting can be undertaken ahead of changes to the traffic management in the area as they are sited off carriageway and in public space. It is proposed that work commences to deliver these within the next 12 months. Details of programme of delivery and scope of works are set out in the Gateway report at appendix 3. The benefit of delivering these in parallel with undertaking the appraisal work within the Healthy Streets Plan is that people working and travelling through the area will benefit from the improvements sooner. Good public support for the proposals has been received during consultation on the City Cluster Vision.
15. Implementation of some trial elements, such as the Lunchtime Streets events and other trials, allows us to test both public support and traffic management impacts during the first year of this programme.
16. A diagram is included in Appendix 1 that shows the projects under each phase. Linked projects are also included.

Communications Strategy

17. A communications strategy will be developed to ensure that Ward Members, stakeholders and local occupiers are consulted and updated on the progress of the projects within the programme. Consultation on the City Cluster Vision has already been undertaken (Summer 2018) and further engagement is planned during the 'Lunchtime Streets' activities Summer 2019.

Programme Timescale

Table 1. City Cluster Programme Timescale

Milestone	Start date	End date	Duration	Comments where applicable
Feasibility Study and Design	Apr 2019	Mar 2021	24	Longest anticipated – dependent on modelling (18-24 mths)
Temporary Schemes	Oct 2019	Sep 2020	12	Quick wins, including greening and events
Concept Design	Apr 2020	Sep 2020	6	
Experimental Schemes	Jan 2021	June 2022	18	
Detailed design	Jan 2022	Dec 2022	12	
Implementation Construction	Apr 2023	Mar 2024	12	
Project Completion	Apr 2024	Jun 2024	3	
Post Implementation Monitoring	Jul 2024	Jun 2025	12	

Financial Implications

18. The funding requirements for the specific packages of work for the current Gateway stages are set out in the relevant appendices. Funding for the City Cluster has been awarded by Transport for London under the Liveable Neighbourhoods programme, providing an additional £3.3 million over the four year implementation period. S106 funding to deliver transport and public realm improvements to the area has been secured through a number of developments in the area. A separate report setting out the priorities for S106 funds is being considered by the Planning and Transportation Committee on the 9th July prior to being received at these committees. Local Implementation Plan (LIP – TfL) funds have also been allocated; and an additional award from the Mayor’s Air Quality Fund to deliver the Zero Emission Zone has been confirmed (June 2019).
19. The project approvals sought in the accompanying gateway reports at this stage cover the first stages of work. Further gateway approvals at completion of feasibility will be sought. The TfL Liveable Neighbourhood award is required to be match funded but both CoL own procedures and TfL’s gateway process means that approval is given for funding for each stage. An **in principle** commitment to the £3.3 million has been given by TfL at this stage. TfL have a confirmed commitment to £110,000 for feasibility which we are proposing to match with £89,000 from S106 funds and £20,000 from LIP allocation. We are not required to match year in year exactly.
20. The programme funding strategy is set out for indicative purposes in table 2. The status of funds is partly dependent on the approval of the recommendations in ‘Review of projects within the Built Environment Directorate’ (S106 report) and these allocations are in line with recommendations in that report. The appendix from that report specifying this is at appendix 4.

Table 2 Programme funding strategy – provisional allocations:

Funding Source (outturn £k)	Description of Activities in Year 1	2019/20	2020/21	2021/22	2022/23	TOTAL	STATUS
Public Realm Phase 1 S106/ S278	Yr 1 Greening and Activation Projects Healthy Streets Plan S278 work	1120	2675	1700	1800	7295	S278 confirmed S106 subject to S106 report (RASC 4.7.19; 9.7.19 P&T – incl by Appdx 4 allocation)
Public Realm Phase 2 S106/S278				2000	2600	4600	Subject to S106 report and Fundamental Review
Sculpture in the City Programme							
Subtotal – External Funding		1120	2675	3700	4400	11895	
TfL Liveable Neighbourhoods	Yr 1 scheme development Healthy Streets Plan	110	200	2000	1000	3310	Confirmed (yr 1 funding fully confirmed) in principle full programme amount
TfL LIP	Yr 1, 2, 3 Lunchtime Streets	20	30	40		190	Confirmed
Mayors Air Quality Fund	Yr 1 scheme development	50	50	50		150	Confirmed
Subtotal TfL funding		180	280	2090	1000	3650	
TOTAL		1300	2955	5790	5400	15545	

Corporate & Strategic Implications

21. The Transport Strategy sets out proposed policies and measures which will directly support the Corporate Strategy outcomes. The City Cluster Vision will deliver specific proposals of the Transport Strategy and contribute to wider area transport benefits, of reduction in road danger, reduced traffic volumes and less air pollution.

City Cluster Vision Programme Objectives

The City Cluster Vision set out three overarching objectives:

- To make public realm function well and be responsive to change.
- To create a smart vibrant environment that strengthens the area’s unique offer.
- To provide healthy and characterful spaces.

22. The table in appendix 5 sets out how these support Corporate outcomes and through specific measures in the City Cluster area deliver Transport Strategy Proposals. Measurement of the impacts and deliverables will be defined in a monitoring strategy which is being developed. This will include attitude and

opinion of those using the streets. The programme objectives and each project objective will be refined into more detail along with a monitoring strategy for the area. Baseline data will be collected in Autumn 2019, with annual reporting against each proposal to record progress.

23. A communications strategy will also be developed to ensure co-ordinated consultation and feedback on key stages, in particular the trial elements of the phase 1 project.

Risk Implications

24. There are a number of key risks that cut across all of the projects which are proposed to be managed at programme level. These relate to timescales, approvals, scope and budget. Individual project risk management is dealt with in the individual gateway reports.

25. Key programme risks:

Full scope of works and total programme cost unknown

26. Project management requirements will ensure that the scope of works and costs is managed and delivered in a phased approach. Benefits will be realised from each phase. Subject to scheme development and feasibility work each phase of the work can be implemented.

Project not delivered to programme

27. Some elements of work are subject to third parties, such as S278 work; as there is still a considerable amount of necessary construction traffic using key streets there could be an impact on delivery of longer term proposals depending on pace of that construction; the programme will be managed with oversight of what elements can be delivered independently so that improvements are achieved.

Structural constraints, underground utilities, ground condition

28. Investigations and close liaison with relevant officers (Highways and Structure teams) will help establish the constraints and inform design development to minimise impact on cost.

Objections from occupiers

29. The programme area has seen a lot of developments ongoing in close proximity. Officers will carefully plan stakeholder engagement on this programme of works to ensure benefits are positively communicated, expectations are well managed to secure buy-in from all concerned and minimise reputational risks.

Delays to Legal Approvals, Trials

30. Objections of freeholders/landowners could risk implementation of changes to traffic management. Appropriate staff resources have been included in the budget to provide and deliver quality engagement and communication and therefore minimise risk of objections. Some of the traffic management changes will be undertaken with trial schemes to demonstrate positive outcomes and manage and possible negative impacts.

Legal implications

31. See individual project reports appended

Conclusion

32. The projects to deliver the City Cluster Vision are set out in phases, it is proposed to manage these projects using a programme approach in order to ensure that dependencies and risks are managed and reporting is coordinated. Appendices include the two Gateway Reports that are required for Phase 1 of the work to commence.

Appendices

- Appendix 1: Programme Outline
- Appendix 2: City Cluster and Fenchurch Street Healthy Streets Plan Gateway Report 1/2
- Appendix 3: City Cluster Vision Phase 1 – Activation, greening and experiments programme Report 1/2
- Appendix 4 – S106 funding allocation recommended for City Cluster Phase 1 work.
- Appendix 5 – Programme Objectives.

Background Papers

City of London Transport Strategy (May 2019)
City Cluster Vision (May 2019)

Samantha Tharme

City Transportation, Department of the Built Environment

T: 020 7332 3160

E: Samantha.Tharme@[cityoflondon.gov.uk](mailto:Samantha.Tharme@cityoflondon.gov.uk)