

Committees: Streets and Walkways Committee <i>[for decision]</i> Projects Sub <i>[for decision]</i>	Dates: 25 February 2020 24 February 2020
Subject: St Mary Axe Experimental Timed Closure (within City Cluster Vision Phase 1 – Activation, Greening and Experiments programme)	Gateway 3/4: Options Appraisal (Regular)
Unique Project Identifier: 12072	For Decision
<h1>PUBLIC</h1>	

1. Status update	Project Descriptions: <u>City Cluster Vision – Phase 1</u> <p>The activation, greening and experiments programme is Phase 1 of the implementation of the City Cluster Vision. It includes a series of temporary and permanent installations and experiments that aim to enhance and activate the streets and public realm of the City Cluster as well as trialling changes ahead of long-term transformation. As part of this programme of work, a workstream on St Mary Axe to deliver pedestrian priority through a peak time experimental road closure is proposed. This report focuses on this particular strand of the delivery programme.</p> <p>This report is submitted ahead of a programme update report for other elements of the Phase 1 programme, which will follow in April 2020. This is to accelerate the pace of delivery for the experimental closure on St Mary Axe so that it could be in place this summer, delivering meaningful improvements in safety and comfort for local workers and visitors.</p> <p>Within the April 2020 report on the Phase 1 programme, the other proposed prioritised measures will be discussed with estimated costs for delivering the remaining elements of the programme, as well as an update on what has already been delivered. By this time the detailed costings for the proposed St Mary Axe project will also be identified giving a full picture of proposed cost for the delivery of the Phase 1 programme.</p> <p>RAG Status: Amber (Phase 1 Programme was Green at last report to Committee)</p> <p>Risk Status: Medium (Phase 1 Programme was Low at last report to Committee)</p>
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Total Estimated Cost of Project (excluding risk): £250,000 - £750,000

Change in Total Estimated Cost of Project (excluding risk): No change since last report to Committee

Spend to Date: £95,000 (forecast to April 2020)

Funding Source: Ringfenced external funding (outside of Fundamental Review)

Costed Risk Provision Utilised: N/A

Slippage: the next report on the programme has slipped from January to April 2020.

Next Gateway: Gateway 3/4/5: Authority to Start Work

The below proposal forms part of the above delivery programme and sits within the above total estimated cost of the City Cluster Phase 1 programme.

St Mary Axe experimental timed closure:

An experimental timed closure of St Mary Axe to motor vehicles during peak times has been identified as a suitable short-term intervention within the City cluster Phase 1 programme.

St Mary Axe is a key pedestrian route into the City Cluster from Liverpool Street and Fenchurch Street stations and at peak times has a very high pedestrian density. Nearly 80% of people supported timed closures of St Mary Axe through the City Cluster Vision Consultation in 2018.

This experimental measure can be implemented quickly as there will be minimal impacts on the rest of the highway network. It will allow immediate improvements to be made to the comfort and safety of people walking on St Mary Axe ahead of any longer-term streetscape change or permanent timed closure being investigated. A complementary programme of lunchtime street closures over the summer may also be progressed on St Mary Axe, and this will be part of a separate report.

To note, this report only covers the cost for this one element of the Phase 1 programme and is requested to be set up as a subset of the overall Phase 1 programme funding.

RAG Status: Green

Risk Status: Medium

Total Estimated Cost of Project (excluding risk): £270,000 (max)

Change in Total Estimated Cost of Project (excluding risk): N/A

Spend to Date: £5,000

Funding Source: Ringfenced external funding (outside of Fundamental Review)

Costed Risk Provision Utilised: N/A

Slippage: N/A

	<p>The estimated cost of this experiment at this time has been based on the worst case scenario of having to have two gates as part of the design and for the experiment to be in place for the full 18 months which would extend the monitoring and engagement phases of the project.</p> <p>The £270k is an estimated maximum cost to deliver the St Mary's Axe experiment as part of the overall Phase 1 programme. It is envisaged that once the design is fixed and some further stakeholder engagement undertaken ahead of the Gateway 5 report, that this maximum amount will not be required.</p>
<p>2. Next steps and requested decisions</p>	<p>Next Gateway: Gateway 5: Authority to Start Work (For St Mary Axe)</p> <p>Next Steps:</p> <ul style="list-style-type: none"> • Continue engagement with building occupiers and other stakeholders (e.g. taxi trade, emergency services etc.). • Detailed design to be undertaken by DBE staff • Submit for any relevant approvals for the experiment from Transport for London • A delegated Gateway 5 approval targeted in April 2020 – subject to the Director of the Built Environment, in consultation with the Chairman, deciding to proceed with the Experimental Traffic Order after considering any equality implications, the Director shall: <ul style="list-style-type: none"> ○ Notify statutory parties of the intention to make the experimental traffic order. (if any responses to this raise significant or unexpected concerns, the matter will be referred back to Members for decision.) ○ Make the ETO ○ A six-month statutory public consultation period begins when the ETO comes into force ○ Construct the minor works ○ Monitor the scheme impacts <p>Requested Decisions:</p> <ol style="list-style-type: none"> 1. Agree that St Mary Axe experimental timed closure project be established as part of the City Cluster phase 1 programme; 2. That an additional budget of £41,699 is approved to reach the next Gateway (G5) giving a total budget of £46,699 for the St Mary Axe experimental timed closure project, and to be set up using a separate cost code to the main Phase 1 project code; 3. Agree the total estimated maximum cost of the St Mary Axe experimental timed closure project is £270,000 (excluding risk); 4. That Option 2, trial the closure of St Mary Axe to motor traffic at peak periods through an Experimental Traffic Order and maintain the existing motorcycle bays, is approved to proceed into detailed design; 5. Delegate authority to the Director of the Built Environment to approve budget adjustments, above the existing authority within the project procedures and in consultation with Chamberlains, between budget lines if this is within the approved total project budget amount; and

	<p>6. That the next Gateway report proceeds under delegation to the Director of the Built Environment, in consultation with the Chairman, subject to:</p> <p>a) project cost not exceeding the maximum of £270,000 and the Director of the Built Environment and Chairman being satisfied with the equality implications after considering the review currently being prepared.</p>																				
<p>3. Resource requirements to reach next Gateway</p>	<p>For recommended Option 2:</p> <table border="1" data-bbox="464 555 1326 1200"> <thead> <tr> <th>Item</th> <th>Reason</th> <th>Funds/ Source of Funding</th> <th>Cost (£)</th> </tr> </thead> <tbody> <tr> <td>P&T Staff costs</td> <td>Project management and business engagement</td> <td>S106</td> <td>£17,600</td> </tr> <tr> <td>Highways Staff costs</td> <td>Detailed design</td> <td>S106</td> <td>£12,349</td> </tr> <tr> <td>Fees</td> <td>Design surveys and trial holes</td> <td>S106</td> <td>£11,750</td> </tr> <tr> <td>Total</td> <td></td> <td></td> <td>£41,699</td> </tr> </tbody> </table> <p>Costed Risk Provision requested for this Gateway: N/A</p> <p>P&T staff costs includes 176 hours of Project Manager and Principal Project Manager time to undertake engagement with impacted businesses and project management tasks. Highways staff costs includes up to 165 hours of engineer staff time depending upon the preferred design for the barrier or barriers. Fees cover (but are not limited to) costs for surveys and trial holes for the location of the barriers and signage.</p> <p>Finance tables can be found in Appendix 4.</p>	Item	Reason	Funds/ Source of Funding	Cost (£)	P&T Staff costs	Project management and business engagement	S106	£17,600	Highways Staff costs	Detailed design	S106	£12,349	Fees	Design surveys and trial holes	S106	£11,750	Total			£41,699
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<p>4. Overview of project options</p>	<p>The core of the experiment is to trial the closure of St Mary Axe to motor vehicles during the morning (08:00 – 09:30) and evening (16:30 – 18:30) peak periods on weekdays. These times have been chosen as they are the times when pedestrian numbers are at their highest, and to minimise disruption to businesses who require vehicle access from St Mary Axe.</p> <p>St Mary Axe is one of the busiest pedestrian streets in the Cluster with narrow and overcrowded footways, where there are over 5,000 people on the street during each peak period. The City Cluster Vision proposes to implement a timed closure on St Mary Axe, along with a raised and</p>																				

narrowed carriageway and wider footways. This will provide a pedestrian priority axis connecting Houndsditch to Fenchurch Street (via Lime Street, which has an existing timed closure) during the daytime. A timed closure can also help facilitate outdoor events and activities to animate the streets, such as Lunchtime Streets during the summer months. This experiment looks to provide the functionality of the overall vision in advance of delivering a higher quality public realm design for the space as a key pedestrian corridor in the cluster.

The proposed experiment will allow the City to 'live trial' the timed closure element of the proposal, to monitor the impact on vehicle access to businesses and other access needs, as well as benefits such as any increases in pedestrian and cycle flows and improvements to air quality.

Measures of success for the experiment are proposed to include;

- Whether businesses can still meet the delivery and access needs;
- Journey times are not significantly impacted on surrounding streets; and
- Perceptions of pedestrian and cycle comfort on St Mary Axe improve

Improvement in air quality is also expected during the timed closure periods, and it is planned to be monitored throughout the trial to establish the benefits of timed closures in this location.

The experiment can be amended if necessary, while providing an immediate improvement to the comfort and safety of people walking and cycling. This can be done within the overall 18-month time limit of an experimental order.

If the experiment is deemed successful in terms of public response and monitoring information, Members may decide to make it permanent. The experiment can help inform designs for the future streetscape proposals based on how people walking, and cycling use the street when motor traffic is removed. It could also be the start of a number of trials and experiments in the City Cluster, to test proposals ahead of permanent changes being developed.

The experimental timed closure of St Mary Axe aligns with;

- the **Activation and Greening Programme's** objectives by improving pedestrian comfort and experience; the **City Cluster Vision** objectives of enabling positive growth through enhanced routes for pedestrians and prioritising pedestrians over vehicles;
- the **City's Transport Strategy** by delivering pedestrian priority streets (Proposal 2) and using timed and temporary street closures to help make streets safer and more attractive places to walk, cycle and spend time (Proposal 13); and
- the objectives of the **TfL's Liveable Neighbourhood** aspirations, of which St Mary Axe is located within, by promoting walking and cycling, reducing the fear of road danger, reducing motor traffic

dominance, increasing the active use of streets as public space and improving air quality.

A variety of data has been collected for St Mary Axe to provide context on how the street is currently used, including pedestrian, cycle and motor traffic volumes, kerbside activity (loading/unloading and passenger drop off and pick up) and Healthy Streets Checks and Healthy Streets Mystery Shopper surveys. This data will be collected again once the experiment is live so that it can be monitored.

Engagement is also being undertaken with occupiers and businesses who are either located on St Mary Axe, or who have vehicle access requirements from there. This engagement will be continued during the experiment along with formal public consultation as required by the experimental traffic order process.

Both options propose to;

- Trial the closure of St Mary Axe to motor vehicles during the morning (08:00 – 09:30) and evening (16:30 – 18:30) peak periods on weekdays;
- Install a traffic gate at the southern end of the street that will be closed during the restricted hours (see Appendix 5 for preliminary design);
- Close the street to all motor traffic during the restricted hours (any vehicles located past the gate during the closure will still be able to leave the street);
- Reduce the operational hours of the taxi rank to reflect the hours of the timed closures; and
- Allow pedal cycles to continue to use the street in both directions.

Option 1 proposes to also remove the on-street motorcycle bay at the southern end of the street.

Option 2 proposes to keep the motorcycle bay, which can be accessed outside of the timed closure periods.

Option 3 is a 'Do Nothing' option; with no experiment undertaken ahead of any proposed permanent change.

The City is under a duty to “*secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians)*” so far as practicable (S.122 Road Traffic Regulation Act 1984). The ETO would represent a restriction on the movement of vehicular traffic at certain times. However, this is considered to be a justified and practicable restriction having regard to the following:

- This duty also relates to pedestrians and it is expected that the ETO will improve pedestrian movement and amenity during peak periods;
- The positive contribution that is expected to be made to air quality for pedestrians on St Mary Axe during peak periods; and

	<ul style="list-style-type: none"> The traffic order is experimental, so will be for a temporary period only to enable the balance of benefit/disbenefit to be more accurately assessed before any permanent measures are introduced.
5. Recommended option	<p>Option 2 is the recommended option.</p> <p>The motorcycle bay is highly used during the week. While the motorcycle bay cannot be accessed during the timed closure periods, the vast majority of motorcycles arrive at the bay before 08:00 and park all day. Those who arrive before 08:00 will not be impacted and will be able to depart the bay even during the closure periods. By leaving the bay in for the experimental period it minimises the impact on the local users whilst not detracting from the objectives of the experiment itself.</p>
6. Risk	<p>Overall project risk: Medium</p> <ul style="list-style-type: none"> Initial feedback from building managers has indicated that while there is support for the scheme's aspirations, there is a requirement for constant vehicle access to premises for deliveries and servicing, private vehicles and contractors desired. an agreement needs to be in place for when the experiment begins for a local stakeholder to manage the opening and closing of the traffic gate at the start and end of the timed restrictions. there is a risk that if the scheme fails the experimental scheme may have to be abandoned. <p>Further information is available in the Risk Register (Appendix 3) and Options Appraisal.</p>
7. Procurement approach	Procurement for infrastructure will be through the design services in the highways team contract.

Background Papers

Activation and Greening Programme Gateway 2 Report (July 2019)

Appendices

Appendix 1	Project Coversheet
Appendix 2	Programme Structure
Appendix 3	Risk Register (for recommended option)
Appendix 4	Finance tables
Appendix 5	Preliminary Design

Contact

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Options Appraisal Matrix

Option Summary	Option 1	Option 2	Option 3												
1. Brief description of option	Trial the closure of St Mary Axe to motor traffic at morning and evening peak periods through an Experimental Traffic Order. The peak periods for pedestrian movement being considered are 08:00 – 09:30, 12:00 – 14:00 and 16:30 – 18:30.		Do Nothing. No experimental timed closure to be undertaken ahead of permanent change.												
2. Scope and exclusions	<ul style="list-style-type: none"> • Closure of St Mary Axe during the morning and evening peak periods • Install a traffic gate at southern end of St Mary Axe • Reduce the operational hours of St Mary Axe taxi rank • Suspend St Mary Axe motorcycle parking bays 	<ul style="list-style-type: none"> • Closure of St Mary Axe during the morning and evening peak periods • Install a traffic gate at southern end of St Mary Axe • Reduce the operational hours of St Mary Axe taxi rank • Retain St Mary Axe motorcycle bays 	<ul style="list-style-type: none"> • St Mary Axe remains open at all times to motor traffic • No change to taxi rank operational hours • No change to motorcycle bay 												
Project Planning															
3. Programme and key dates	<table border="1"> <tbody> <tr> <td>Gateway 5 approval</td> <td>April 2020</td> </tr> <tr> <td>Procure infrastructure</td> <td>May/June 2020</td> </tr> <tr> <td>Advertise Experimental Traffic Order</td> <td>May/June 2020</td> </tr> <tr> <td>Promotion of closure</td> <td>May - June 2020</td> </tr> <tr> <td>Install gate and signage</td> <td>June 2020</td> </tr> <tr> <td>Experiment</td> <td>July 2020 – Up to December 2021</td> </tr> </tbody> </table>		Gateway 5 approval	April 2020	Procure infrastructure	May/June 2020	Advertise Experimental Traffic Order	May/June 2020	Promotion of closure	May - June 2020	Install gate and signage	June 2020	Experiment	July 2020 – Up to December 2021	N/A
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<p>4. Risk implications</p>	<p>Overall project option risk: Medium</p> <ul style="list-style-type: none"> • Stakeholders and/or consultees do not support the experiment • Impacted businesses/occupiers cannot or are unwilling to change their vehicle access timings • A stakeholder has not yet been identified to manage the opening and closure of the gate • Transport for London do not support the experiment based on traffic implications 	<p>Overall project option risk: Medium</p> <ul style="list-style-type: none"> • Delay to providing improvements to people walking and cycling • Reputational risk for not accelerating the pace of delivery which was a key response to the City Transport Strategy and City Cluster Vision consultations
<p>5. Stakeholders and consultees</p>	<ul style="list-style-type: none"> • Business occupiers on St Mary Axe/who use St Mary Axe for vehicle access • Other business occupiers in the immediate area • City of London Police • Transport for London • Local workers and residents • Ward members • City of London Access Group • City of London Internal departments <p>Significant stakeholder engagement has been undertaken with workers, businesses and occupiers in the City Cluster as part of the development of the City Cluster Vision and to deliver the Lunchtime Streets event in August 2019. Nearly 80% of Vision consultees supported a timed closure on St Mary Axe, and 90% of those surveyed at the Lunchtime Streets event supported a lunchtime closure.</p>	<p>N/A</p>

	Engagement has already begun with the largest occupiers who have vehicle access requirements from St Mary Axe, to understand their access needs. All occupiers that were spoken to were supportive of the scheme, with only one occupier raising concerns with regards to not having 24hour vehicle access to their premises. Engagement will continue with other occupiers on St Mary Axe and Undershaft ahead of Gateway 5 approval.		
6. Benefits of option	<ul style="list-style-type: none"> Delivering Transport Strategy proposals of prioritising people walking (Proposal 2) and reallocating on-street parking bays (Proposal 14) Maximum space provided for people walking and cycling 	<ul style="list-style-type: none"> The impact on local users is minimised 	<ul style="list-style-type: none"> Businesses and occupiers can continue to access their premises at all times
7. Disbenefits of option	<ul style="list-style-type: none"> Potential opposition from motorcycle users/ action groups 	<ul style="list-style-type: none"> Motorcycles may try to contravene the closure to access the motorcycle bay during the restricted hours 	<ul style="list-style-type: none"> No interim improvements for people walking and cycling ahead of permanent change The street continues to be a vehicle dominated street until the permanent scheme can be implemented Timed closure will not be trialled ahead of a permanent closure and therefore any issues and concerns cannot be addressed as part of the experiment

Resource Implications			
8. Total estimated cost	Total estimated cost (excluding risk): £270,000 (to be reviewed as part of a future G5 report)		No cost
	Total estimated cost (including risk): Not applicable		
9. Funding strategy	<ul style="list-style-type: none"> • S106 • TfL Liveable Neighbourhoods Grant 		N/A
10. Investment appraisal		N/A	
11. Estimated capital value/return		N/A	
12. Ongoing revenue implications		N/A	
13. Affordability	The project is fully funded through s106 payments and TfL funding.		N/A
14. Legal implications	The street closure will be implemented through an experimental traffic order made under s9 of the Road Traffic Regulation Act 1984. Regulations made under this Act set out the process to be followed before and after the order is made and set out a requirement for the City to consult with Statutory Parties. Prior to the implementation of the timed closures, full and proper account of any comments made by the Statutory Parties will need to be considered before deciding whether to proceed with the final experimental order.		N/A

	The project team have taken legal advice from the Comptroller and City Solicitor team regarding the City's powers as Traffic Authority to make the ETO. The advice is that the City is acting within its authority under the Road Traffic Regulation Act 1984 and the Local Authorities' Traffic orders (Procedure) (England and Wales) Regulations 1996.		
15. Corporate property implications	None		
16. Traffic implications	<ul style="list-style-type: none"> • Motor traffic with a destination on St Mary Axe (or Undershaft) will need to retime to out of peak hours or use nearby streets (Bury Street, Leadenhall Street or Bevis Marks) • Motor traffic that uses St Mary Axe as a through route will need to use an alternative route such as Bury Court or Bishopsgate • Motorcycles that park on St Mary Axe motorcycle bay will be required to park elsewhere • St Mary Axe taxi rank operational hours to be reduced (alternative taxi rank on Leadenhall Street can be used during timed closures) • There will be no implications for pedal cycles; will be able to continue to travel in both directions on St Mary Axe 	<ul style="list-style-type: none"> • Motor traffic with a destination on St Mary Axe (or Undershaft) will need to retime to out of peak hours or use nearby streets (Bury Street, Leadenhall Street or Bevis Marks) • Motor traffic that uses St Mary Axe as a through route will need to use an alternative route such as Bury Court or Bishopsgate • St Mary Axe taxi rank operational hours to be reduced (alternative taxi rank on Leadenhall Street can be used during timed closures) • Motorcycles will not be able to access the St Mary Axe on-street bay during timed closure • There will be no implications for pedal cycles; will be able to 	<ul style="list-style-type: none"> • Motor traffic will continue to use the streets as they do at present

		continue to travel in both directions on St Mary Axe	
17. Sustainability and energy implications	It is expected to see an improvement in air quality on St Mary Axe during the experimental closure times.		None
18. IS implications	None		
19. Equality Impact Assessment	<p>When making decisions, the City Corporation must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who do not (the public sector equality duty). A proportionate level of equality analysis is required to discharge the duty. It is recognised that there could be both positive and negative equality impacts flowing from the proposals.</p> <p>An initial review of a timed closure on St Mary Axe is currently being considered by external equalities consultants. The review will help inform the final proposal for the timed closure, taking into consideration the impacts on equalities and will form part of the Gateway 5 report.</p>		None
20. Data Protection Impact Assessment	None		
21. Recommendation	Not recommended	Recommended	Not recommended