

Committees:	Dates:
Street and Walkways Sub	13 July 2015
Project Sub	21 July 2015
Health and Wellbeing Board (for information)	18 September 2015
Subject: Gateway 3/4 Options Appraisal: Mayor's Vision for Cycling – Quietways	Public
Report of: Director of the Built Environment	For Decision

Summary

Dashboard

- Project Status: Green
- Timeline: Outline design proposals discussed with key stakeholders (including Smithfield Market Tenants' Association, Bishop's Square management company and TfL)
- Total Estimated Costs: £950,025 (externally funded through TfL)
- Spend to Date: £98,825 (externally funded through TfL)
- Overall Risk Project: Green

Recommendations

Members are asked to:

- Note the report and agree the changes to the Quietways network as shown at Appendix 1
- Give approval to progress with the recommended measures and allow a wider public consultation and detail design to be undertaken
- Give approval to implement a trial of an experimental closure of the northern end of Moor Lane

Background

- 1) In March 2013, the Mayor of London launched his 'Vision for Cycling in London'. In this document the Mayor intends to double cycling across London by 2023, which equates to 7.2% year on year. To support this growth the Mayor has allocated a cycling budget of £913 million. He wants to 'normalise' cycling, making it something anyone feels comfortable doing. The vision promises an ambitious new network of cycle routes in central London, known as the Central London Cycle Grid, and will consist of 'Cycle Superhighways' on main roads, but mostly of 'Quietways' on quieter streets. It would not only make provision for the growth, but would also encourage cycling by establishing an appropriate network for the family style cyclists, including beginner and those that want to cycle at a more leisurely pace. Members have been provided with regular updates on the Cycle Superhighways. This report

is therefore about the Quietways.

- 2) In November and December 2013, Members considered the Department of Built Environments' Project Programme report. As part of this, a Gateway 2 report for the 'Mayor of London – Vision for Cycling in London' was approved. This involves a programme of activities including Better & Safer Routes for Cycling. Cycle Superhighways and Quietways fall within this theme. Delivering the Quietways network in the City would support the Mayor of London's Cycling Strategy help to deliver components of the Air Quality Strategy, the Climate Change Mitigation Strategy, the Health and Wellbeing Strategy, the Noise Strategy and the Road Danger Reduction Plan. This highly desirable project would also fully accord with the City Together Strategy.
- 3) This project is fully funded by TfL, however, unlike other TfL funded schemes such as the Local Implementation Plan or major schemes, TfL will take the role of "Scheme Sponsor" for the Quietways project. This is to ensure that they have more of an oversight including influence on the programme, finance and, in particular, the measures that should be delivered. As such, TfL will assess the City's spending plans and will work closely with officers to ensure that the proposals are in line with the Mayor's Cycling Strategy. In terms of project governance, there is an independent Grid Programme Board chaired by a Borough officer, and which includes representatives of each participating organisation. The remit of the Board is to provide ownership, strategic direction and control for delivery of the Grid. As the Board agrees changes to the cost and timescale of the delivery of routes within the agreed overall budget, any changes to the scope (alignment, costs, risk, and programme) of Quietways will have to be submitted to the Board for approval.
- 4) Due to TfL's and the Mayor's requirements, it was necessary to agree a Quietways network for public consultation. The intended 'levels of service' for the Quietways required the network to be as direct as possible, to be on lower trafficked streets and to be continuous. This consultation, carried out by TfL for the wider network, took place from December 2013 to February 2014.
- 5) In March 2014, the Planning & Transportation and the Policy & Resources Committees agreed in principle to a network of Quietways in the City. Members were then updated on the outcome of the consultation and the network to be taken forward, as agreed by the Grid Programme Board, at the Streets & Walkways Sub Committee in September 2014. The alignment of this network is shown in Appendix 1, and will provide the best connections to routes coming into the City.
- 6) This Quietways network is to be delivered by December 2016. It will be the first of what is expected to be a phased implementation, as it should be noted that the Mayor is keen to expand the Quietways network post 2016. The discussions for expansion of the Quietways network are ongoing and further details on this subject will be provided at a later date.
- 7) The objectives of the proposals are to provide a better and safer environment for cyclists using the City streets that form part of the Quietways network in London. It is aimed generally at new and less confident cyclists, but would be available to all cyclists. As the measures proposed generally involve minimal infrastructure changes, Quietways may have limited impact on the existing use of the City's streets.

Progress to date and changes since previous gateway

- Network agreed in principle by Members, but varied by the Grid Programme Board (details provided in paragraph 8). This change is shown in Appendix 1
- Consultation with TfL and key occupiers completed
- Options have been evaluated
- Feasibility measures developed and agreed with TfL
- Funding from TfL to implement has been agreed in principle

8) Following consultation with TfL and key occupiers along the route, the evaluation and feasibility work identified a need to review the alignment of the Quietways network at certain locations. The issues and proposed solutions are as follow:-

- At West Smithfield. Although this is the most direct route and provides good connectivity between two cycle superhighways (CS1 and CS6 – see Appendix 1), significant highway changes would be necessary in order to provide adequate and safer facilities for cyclists to travel in both directions. This would have significant implications on the ability of the market to operate as it currently does, as well as on other local occupiers. There are also significant HGV movements in West Smithfield. These issues are not compatible with Quietways.

Appendix 1 shows the proposed revised route for the section along West Smithfield parallel to the south. It would use Cloth Street, Middle Street, Cloth Fair, the West Smithfield Rotunda, Hosier Lane, Smithfield Street and a section of West Smithfield west of West Poultry Avenue. This route avoids the busiest section of West Smithfield and therefore it would have less interference with the market operations. However, it requires facilitating two-way cycling in Smithfield Street and along the short section of West Smithfield.

- At Bishop's Square. Bishop's Square is private land, owned by the City Corporation but leased to other organisations. Discussions with key stakeholders for Bishop's Square identified no support for this area to be used as a cycle link. The existing usage and the physical infrastructure preclude its use as a Quietway.

Officers suggested that Bishopsgate should be used as an alternative route to Bishop's Square. However, this was not supported by TfL and as a result there is no viable alternative that would retain the directness of the routes.

- At Middlesex Street and Aldgate. The original Quietways route would have connected Middlesex Street with Jewry Street using the new Aldgate layout. However, neither Aldgate High Street nor St. Botolph Street provides an environment consistent with the Quietways' level of service.

Officers had prepared an alternative route for Middlesex Street and Aldgate, but due to the issue at Bishop's Square that could not be resolved it was necessary to remove a significant length of the network from that provisionally agreed by this Committee in September 2014, terminating at logical

intersections with CS1 and CS2 as shown in Appendix 1. These changes have already been agreed by the Grid Programme Board.

- At Jewry Street, Crutched Friars and Mark Lane. In reviewing the issues on the above link, the outcome resulted in that the remaining route between Aldgate and the cycle superhighway CS3 would no longer provide a continuous link or connectivity.

It is suggested that officers also remove this Quietways route on Jewry Street, Crutched Friars and Mark Lane. A request for this change would be considered by the Grid Programme Board for approval.

- 9) Members are being asked to endorse the proposed changes, including those pending, to the Quietways network as described in the above paragraphs.

Resources expended

- 10) The City has spent a total of approximately £98,825 (£90,390 on staff costs and £8,435 on fees) to progress the project to Gateway 3/4.

Overview of options

- 11) As Scheme Sponsor, TfL have remained closely involved throughout. This has meant that the routes and the measures developed needed not only to be appropriate for the City, but also required TfL's agreement or funding would not be released.
- 12) As set out in paragraph 8, it has been necessary to consider changes to the alignment of the Quietways network in the City that Members provisionally agreed. Following the review, an alternative route for the section along West Smithfield has been proposed by officers and approved by the Grid Programme Board. The Board has also agreed to remove the route north of Aldgate. Consideration of the removal of the route south of Aldgate is pending and will be considered at the next meeting of the Board.
- 13) In considering the Quietways route it has been essential to meet TfL's and the Grid Programme Board's requirements as well as our own. This has involved detailed consideration of the route and only one viable option is being presented to this Committee for endorsement. This resulting route is fully supported by your officers and is shown in Appendix 1. Any further negotiations would mean that our December 2016 deadline for delivery would not be met.
- 14) Similarly, the proposed outline measures for the Quietways network have been agreed in principle with TfL. As the development of these measures involved detailed consideration only one viable option at each location is being described below. The measures involve a combination of nominal changes to the existing infrastructure as well as some more significant measures (see below). Outlines of the measures are shown in Appendix 2A and 2B.
- 15) The majority of the network will involve nominal changes and include:
- Quietways wayfinding signage – branded upright signage and road markings. Appendix 3 shows examples of the proposed signage. Subject to detailed design it is expected that there will be 6 of these on key decision points on the City's highway. It is likely that more of this signage will be included but as part

of other schemes such as the Cycle Superhighways.

- road markings – e.g. adjusting existing and new road markings such as cycle symbols, lanes, yellow lines, etc.
- carriageway resurfacing – creating smoother surfaces. Some road surfaces (e.g. Middle Street) are more than 25 years old and are worn out, others (e.g. Gresham Street) will complement recent resurfacing programmes in the vicinity. The total area being resurfaced is in the order of 5630m² and represents about 27% of the QW network.
- kerb built outs with bicycle stands and tighter kerb radii at junctions – to slow down speeds, improve pedestrian crossing convenience and provide more on-street bicycle parking opportunities
- street lighting improvements – addressing social and safety concerns by upgrading luminaire to present day standards, including energy saving measures, at e.g. Hosier Lane, Cloth Fair, Middle Street and Crutched Friars
- bigger waiting areas for cyclists at signalised junctions
- changes to signal settings to provide better timings for pedestrians and cyclists where possible
- new traffic signal infrastructure (subject to outcome of trials currently being undertaken by TfL and new legislation being in place) – TfL have successfully trialled low level cycle signals and intend to use this new type of signal infrastructure on their network. These signal heads are much smaller and are mounted at cyclists' eye-level making it easier for cyclists to observe. They may be used in three different situations: 1) to signal a separate stage for cyclists, 2) to provide a head start at busy junctions, or 3) as a repeater of the main signal head. We aim to use low level cycle signals as repeaters, but also to provide cyclists a head start at the junction of Aldersgate Street/ Long Lane/ Beech Street/ Goswell Road (subject to further liaison with TfL and traffic modelling).

16) More Significant Measures are proposed at three locations and include:

- Amending the shared space in Wood Street south of London Wall. This would provide a more defined pathway for cyclists, improve clarity of this space and reduce conflicts. This will greatly improve the facility for cyclists without compromising the needs of other road users.
- Use of segregated contraflow cycle lanes in West Smithfield and Smithfield Street. This would provide better protection for cyclists using this area where there are more HGV movements. As part of this measure, it is proposed to remove two loading bays to ensure that the Quietways network can continue to operate effectively. Smithfield Market Tenants' Association supports the rerouting away from the main avenue, however, it would not support the loss of any loading bays even though they accept that these bays are further away from the main market operation and are only used occasionally (usually during festive periods). Although removing the bays will have some impact, it is considered that the safer cycling measure outweighs the need to retain these bays for their occasional use. Appendix 4 shows examples of this type of measure in Camden.
- A road closure to motor vehicles in Moor Lane at the junction with Chiswell Street, and to make Moor Lane two-way for traffic north of Ropemaker Street. Due to the narrow nature and the high pedestrian usage of Moor Lane, it is not appropriate to accommodate through traffic. This 'filtered cycle permeability' measure would assist cyclists greatly and make Moor Lane a

safer pedestrian and cycle friendly environment, whilst still allowing access for occupiers. The alternative route available for through traffic is Milton Street which is much wider and more appropriate for through traffic. Consultation with occupiers in this area showed a mixed reaction to this measure. The main concerns were the ability to access & egress Moor Lane should the street be closed off at one end. It is therefore proposed that this be implemented ahead of the consultation as a trial. The trial would consist of minimal capital investment but if it was successful, it would be likely that some changes to improve the road layout would be needed. The trial should be run for up to two months in order for the new circumstances to be managed and monitored; long enough to determine the required improvements without causing delay to implementation of the rest of the Quietways network. Success will be determined by the type and quantity of feedback from users as well as the operation of the local road network in both City and Islington. The outcome and a suggested way forward will be reported back to Members in the next gateway report.

- 17) It has been recognised that there may be a need to amend the Quietways route or measures to facilitate corporate or other significant priorities such as to accommodate the potential relocation of the Museum of London to the market buildings in West Smithfield. The measures proposed here would not preclude the City from doing this if it was necessary.

Proposed way forward and summary of recommended option

- Undertake a trial of the proposed point closure in Moor Lane as described in paragraph 16
 - Undertake public consultation on the proposals described above
 - Continue liaison with key stakeholders
 - Prepare detailed designs and cost estimates
 - Gateway 5 report to include outcome of the trial and the public consultations, and updated designs and costs estimates
- 18) The next step is to undertake public consultation. Due to the limited impact on the existing use of the City's streets the public consultation will focus on key stakeholders and those frontages immediately affected. The consultation will be conducted jointly with Islington and TfL, because of joined development of one Quietways route (Route 4) that is located in both City and Islington. TfL has agreed to facilitate the partnership of this part of our public consultation.
- 19) It is recommended that the measures described in this report are approved to be taken forward.

Procurement approach

- 20) It is proposed that the works will be carried out using the City's term contractor, unless it is not possible to make the changes to other organisations' equipment or apparatus (such as those of statutory undertakers). In this case, they will deliver these elements.

Table with financial implications

- 21) The Quietways project was initially estimated at £2.3 million, and TfL have

agreed and confirmed their commitment to meet these costs in principle. This external funding is restricted to use for this purpose only.

- 22) An overview of the financial implications for the project after Gateway 3/4 is shown in the table below.

Description	Recommended Option
Works Costs	£608,200
Fees	£68,500
Staff Costs	£174,500
Total	£851,200
Funding Strategy	
Source	TfL funded
Total funding requirement	£851,200

- 23) The estimated costs will allow for the public consultation and detail design work to be undertaken including topographical surveys, traffic surveys and traffic modelling ahead of next gateway report (Gateway 5). Due to the extended area of carriageway to be resurfaced it has not been possible to work out the costs in full detail yet. The uncertainties are mainly related to the level of drainage requirements, the ironwork to replace or reset, and the need for adjustments to utility services. To allow for these uncertainties provisional costs based on previous experience have been used, but these costs will be fine-tuned in the next gateway report.

Options Appraisal Matrix

See attached.

Appendices

Appendix 1	Map of the Quietways Network in the City
Appendix 2	Outline Design Proposals
Appendix 3	Examples of wayfinding signage
Appendix 4	Examples of full segregation

Contact

Report Author	Mark Kelder
Email Address	Mark.kelder@cityoflondon.gov.uk
Telephone Number	02073323970

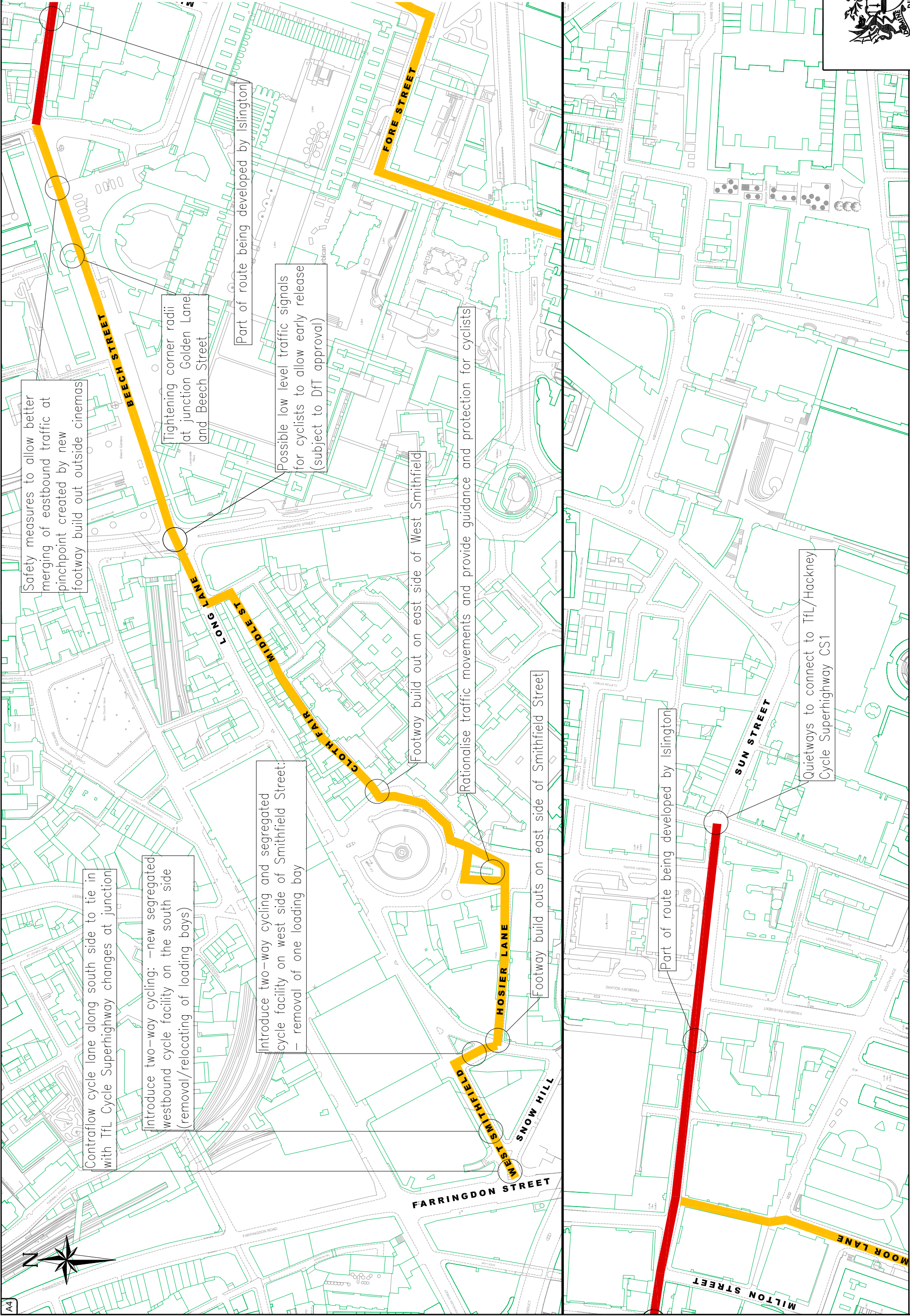
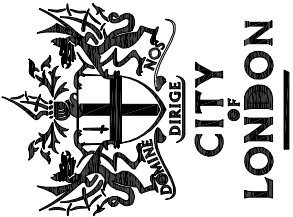
Options Appraisal Matrix

	<i>Recommended Option</i>
1. Brief description	Cycling improvements with a combination of nominal and essential changes to the existing infrastructure
2. Scope and exclusions	<ul style="list-style-type: none"> • Provide physical changes to existing layout to achieve desired level of service • Adequate provision to cater for increased number of cyclists • Allow for most direct route possible
<i>Project Planning</i>	
3. Programme and key dates	Public consultation – Sep2015 Implementation – Jan 2016
4. Risk implications	<ul style="list-style-type: none"> • Objections from key stakeholders by removing loading provisions around Smithfield Market • Objections from occupiers to two-way operation in Moor Lane
5. Benefits and disbenefits	<ul style="list-style-type: none"> • Adhering to the desired level of service for all type of cycling
6. Stakeholders and consultees	<ul style="list-style-type: none"> • Consultation will be kept to a minimum and focus on key stakeholders organisation and those frontages immediately affected

<i>Resource Implications</i>	
7. Total Estimated cost	£950,025
8. Funding strategy	Costs will be claimed back via the TfL Portal
9. Estimated capital value/return	None
10. Ongoing revenue implications	£0
11. Investment appraisal	n/a
12. Affordability	Fully externally funded by TfL
13. Procurement strategy	The works will be undertaken by Riney's under the Highways term contract. Any signal works will be undertaken by TfL.
14. Legal implications	Certain measures listed under "More Significant Measures", such as contraflow cycle lanes and prohibition of vehicle access to Moor Lane, would require the City to make Traffic Management Orders. Subject to a successful outcome of the statutory consultation process, it is proposed that following consultation any decision whether to proceed to make the Orders would be taken by the Transportation and Public Realm Director under his delegated authority.
15. Corporate property implications	None

	<i>Recommended Option</i>										
16. Traffic implications	<ul style="list-style-type: none"> • Reallocation of road space on West Smithfield and Smithfield Street • Closing Moor Lane at junction with Chiswell Street 										
17. Sustainability and energy implications	<ul style="list-style-type: none"> • The materials used will conform to the City's agreed palette. 										
18. IS implications	It is anticipated that there will be a benefits for all user groups.										
19. Equality Impact Assessment	Approved										
20. <u>Recommendation</u>	Recommended										
21. Next Gateway	Gateway 5 - Authority to Start Work										
22. Resource requirements to reach next Gateway	<table border="1"> <thead> <tr> <th></th><th>Recommended Option</th></tr> </thead> <tbody> <tr> <td>Staff costs</td><td>£56,500</td></tr> <tr> <td>Fees</td><td>£33,500</td></tr> <tr> <td>Works</td><td>£4,000</td></tr> <tr> <td>Total</td><td>£94,000</td></tr> </tbody> </table> <p>The total required resource is in addition to the Spend to Date.</p>		Recommended Option	Staff costs	£56,500	Fees	£33,500	Works	£4,000	Total	£94,000
	Recommended Option										
Staff costs	£56,500										
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Total	£94,000										

APPENDIX 2A - OUTLINE PROPOSALS BETWEEN FARRINGDON STREET AND SPITAL SQUARE

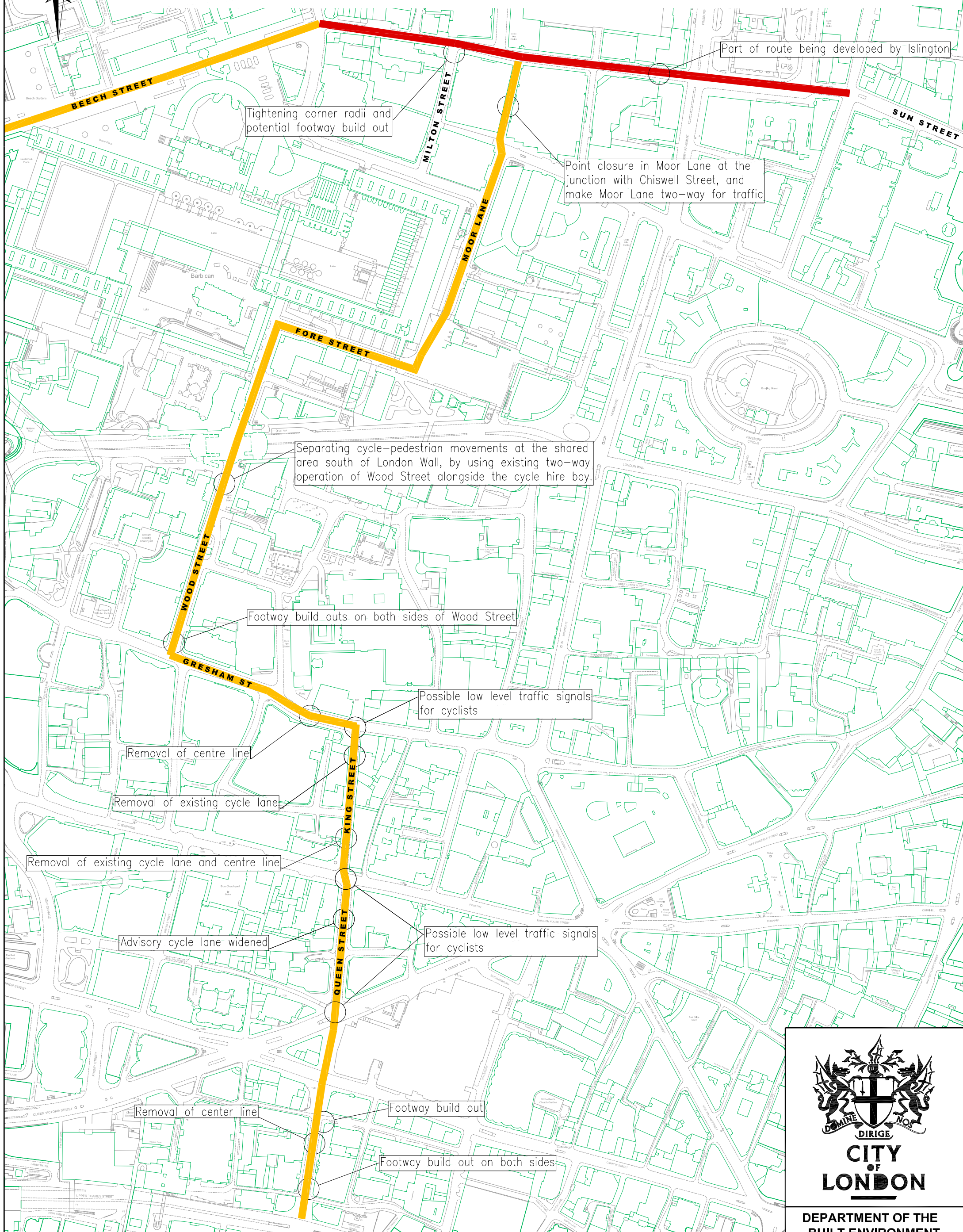


OUTLINE PROPOSALS between Farringdon Street and Spital Square/ Bishopsgate.
TfL to facilitate public consultation on this section on behalf of City and Islington.

DEPARTMENT OF THE BUILT ENVIRONMENT
City of London Corporation, PO Box 270, Guildhall
London EC2P 2EJ, 020 7332 1710



APPENDIX 2B - OUTLINE PROPOSALS BETWEEN CHISWELL STREET AND UPPER THAMES STREET



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DEPARTMENT OF THE
BUILT ENVIRONMENT
City of London Corporation,
PO Box 270, Guildhall,
London EC2P 2EJ,
020 7332 1710

OUTLINE PROPOSALS between Chiswell Street and Upper Thames Street.
City to undertake public consultation.

APPENDIX 3 – EXAMPLES OF WAYFINDING SIGNAGE

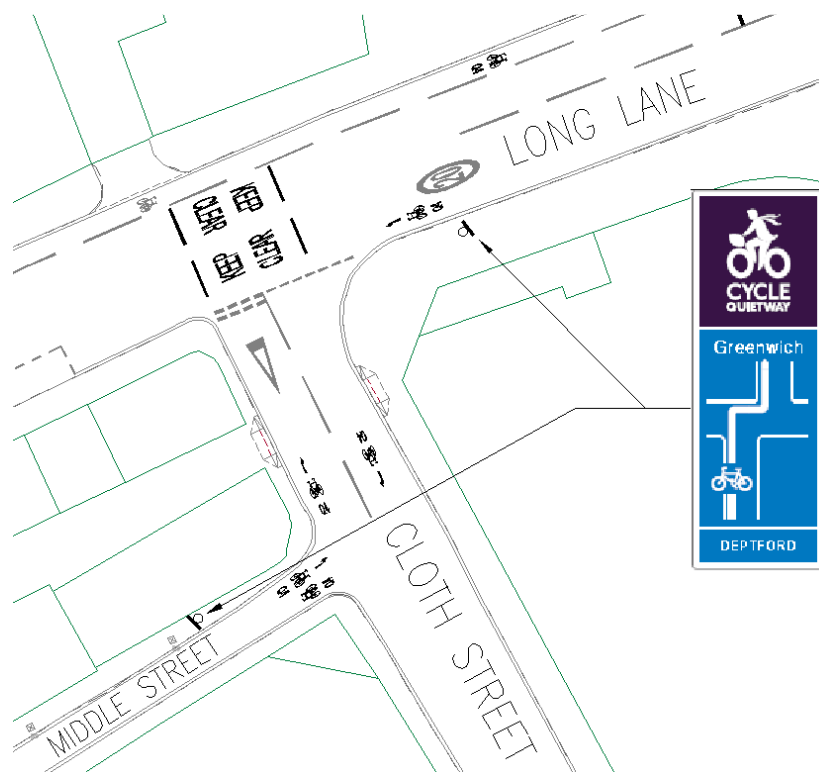
In partnership with the delivery partners on the Programme Board TfL has developed branded wayfinding signage for the Quietways cycle network which has been agreed and adopted by the Grid Programme Board. All routes delivered will receive a route number, e.g. Q4. This number shall be part of the illustrations on the upright directional signs as well as the road markings (see examples below).

The branded upright directional signs placed on the footway can reduce pedestrian comfort and add to street clutter and will therefore only be used at key decision points. It is essential that a coherent network of wayfinding signage is used across the Central London Grid, but it is anticipated that upright signage will only be required at places where the Quietway route connects with other routes e.g. at the junction of Moor Lane and Chiswell Street, as well as where the continuity of a Quietway route through a junction may not be immediately obvious e.g. in Long Lane where the Quietway network diverts from the existing established route (see the design below).

Examples of branded upright Quietway direction signs



Example of a design including Quietways road markings and map-type directional signs



APPENDIX 4 – EXAMPLES OF FULL SEGREGATION



Tavistock Place, Camden



Skinner Street, Camden