

| Committees: | Dates: | Item no. |
|--|--------------------------------------|---------------------|
| Streets and Walkways Sub-Committee | 08/11/2016 | |
| Projects Sub | 23/11/2016 | |
| Subject: Lime Street and Cullum Street Area | Gateway 6 Progress Report | Public |
| Report of: Director of the Built Environment | | For Decision |

Summary

Dashboard

Project Status: Green

Total Estimated Cost: £653,963

Spend to Date: £268,687 (As at 30 September 2016)

Overall Project Risk: Low

Previous approved Gateways:

A Gateway 5 report was approved by Members in May 2012 with the following recommendations:

- Approve environmental enhancement works in Lime Street and Cullum Street including an experiment on managing traffic access in Lime Street
- Approve the implementation of enhancement works in Cullum Street
- Approve preparation for a traffic experiment to investigate traffic management on Lime Street
- Approve implementation of physical enhancement works to Lime Street

A Gateway 6 report was subsequently approved by Members in February 2015, which gave an update on the completion of the Cullum Street enhancement works. It also gave the proposed timetable for public consultation on the experimental timed closure along Lime Street.

Progress to date including resources expended

The Cullum Street and Lime Street public realm enhancement project is a project within the Fenchurch and Monument Street Area Enhancement Strategy. This project aims to enhance the public realm in the area and facilitate north-south pedestrian movement along Lime Street, which is located within the Eastern City Cluster and adjacent to the Leadenhall Street Principal Shopping Centre. This is achieved by:

- Creation of a new enhanced public space at Cullum Street
- Widening footways and new Yorkstone paving and raising sections of carriageway to footway level
- Implementing a temporary traffic order Monday to Friday 8am-6pm along Lime Street

In May 2012 Members approved four phases for the project as follows, with phases 1 and 2 now complete:

1. Delivering enhancements to Cullum Street,
2. Undertaking an experiment to assess the possible management of traffic on Lime Street,
3. Delivering enhancements to Lime Street including any traffic management measures,
4. Enhancing Leadenhall Place if sufficient funds remain.

The Cullum Street enhancement works were completed in 2015 and included the creation of a new enhanced public space, more lively and attractive public realm and improved walking routes for increased number of pedestrians. For before and after photographs of Cullum Street please see appendix 1.

Following the Cullum Street enhancement works, the Lime Street Experimental Timed Closure was initiated in June 2015 and is due to expire on 14 December 2016. A Monitoring Report was commissioned in April 2016 to assess the impact of the experimental timed closure. The report found that the area around Lime Street is significantly busier with pedestrians in 2016 than in 2013. The area is projected to experience further increase in its working population with several tall buildings currently under construction nearby, with increasing numbers of pedestrians predicted to use Lime Street.

Key City stakeholders in the area have been consulted on the traffic management experiment and to date we have received three written responses; two objections and one letter of complaint. All consultees have now been responded to with further details on the consultation responses in Appendix 2.

The next phase of the project will be to review the current design for Lime Street originally approved by Committee in 2012 and update the existing cost estimates. A £41,253 budget will be required to carry out this review and will be funded by the underspend from the Cullum Street project. The designs and costings will be presented to Committees in a Gateway 5 report in early 2017.

| Table 1 - Expenditure to Date | | | |
|---|----------------------------|------------------------|--------------------|
| Project Name | Approved Budget (£) | Expenditure (£) | Balance (£) |
| Cullum Street Enhancement Works | 258,151 | 175,995 | 82,156 |
| Lime Street Traffic Management Experiment | 81,700 | 76,062 | 5,638 |
| Lime Street Area Pre-Evaluation | 21,000 | 16,630 | 4,370 |
| TOTAL | 360,851 | 268,687 | 92,164 |

All works are fully funded from the 20 Fenchurch Street S106 Agreement.

Options

The temporary traffic order on Lime Street will expire on 14 December 2016 and the options are as follows:

1. Make the experimental traffic order permanent (recommended option)
2. Extinguish and remove the experimental traffic order
3. Amend (relax) the experimental traffic order and then make permanent

Recommendations

1. It is recommended that Members make the experimental traffic order a permanent traffic order Monday to Friday 8am-6pm **(To be approved by Streets and Walkways Sub Committee)**
2. It is recommended that Members approve the budget adjustment of £41,253 funded from the Cullum Street enhancement works budget underspend **(To be approved by Streets and Walkways Sub Committee and Project Sub Committee).**

(For budget details please see Table 5 Appendix 3)

Main Report

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| 1. Reporting period | February 2015 to September 2016 |
| 2. Progress to date | <p><u>Project Background</u></p> <p>The Cullum Street and Lime Street public realm enhancement project is a priority project within the Fenchurch and Monument Street Area Enhancement Strategy. It should be noted that this area lies within the Eastern City Cluster, adjacent to the Leadenhall Street Principal Shopping Centre. This project aims to facilitate and enhance north-south pedestrian movement along Lime Street within this busy area where pedestrian traffic has increased. This will be achieved through the creation of a new public space at Cullum Street, footway widening and repaving and proposed managed access on Lime Street for vehicles.</p> <p>At present, Lime Street and Cullum Street do not have a suitable balance of footway and carriageway space to enable pedestrians and vehicles to navigate safely, and in a fully accessible manner. These two streets need a good quality and well-functioning public realm to support their historic and busy character.</p> <p>In May 2012, Members approved Authority to Start Works (Gateway 5). The approved report recommended four phases</p> |

of the project as follows:

1. Delivering enhancements to Cullum Street,
2. Undertaking an experiment to assess the possible management of traffic on Lime Street,
3. Delivering enhancements to Lime Street including any traffic management measures,
4. Enhancing Leadenhall Place if sufficient funds remain.

Phase 1 – Cullum Street enhancement works

At the first phase of the project, the implementation of the enhancement works at Cullum Street were significantly completed in early 2015 with an underspend of just over £82,000. The underspend was due to existing underground services preventing the installation of two new trees and also due to an unused contingency budget, which is reflected in the remaining funds for the project.

The Cullum Street enhancement works included the creation of a new enhanced public space with bespoke paving. This project delivered improved walking routes for increased number of pedestrians as well as access improvements that have made the area more attractive and lively. A new mini square was also created that is being used to display public art.

There is an outstanding commitment for the Cullum Street enhancement works of £23,000 for paving reparation works, due for completion soon. It should be noted that the building works on the adjacent site of 31-33 Lime Street (Asia House) delayed the final completion of the Cullum Street scheme.

Phase 2 – Lime Street traffic experiment

The second phase of the project, the experimental traffic management at Lime Street, was initiated in June 2015 and is due to expire on 14 December 2016. The traffic experiment involves the temporary closure of Lime Street between 8am and 6pm Monday to Friday, with only construction vehicles attending the construction sites. (See Appendix 3 for details of the closure). The experiment was to be carried out in conjunction with the closure of Lime Street for the construction of 21 Lime Street. When the commencement of this development was delayed, this in-turn delayed the start of the traffic management experiment.

In order to assess the impact of the traffic order, a Monitoring Report compared data collected in March 2016 when the experimental road closure was in place, with data collected in 2013 before the temporary road closure was in place. The report found that the area around Lime Street is very busy with an average 18 % increase in pedestrian levels between 2013

and 2016. The survey also indicates that pedestrian volume over a typical week day is now well in excess of 120,000 people with an increasing proportion of pedestrians choosing to walk in the carriageway due to the narrow footways along Lime Street. This issue needs to be addressed and is increasing in urgency as the area is projected to experience further increase in its working population with several tall buildings currently under construction at either end of Lime Street, and in the wider Eastern City Cluster.

The Monitoring Report also highlights several minor issues that need to be addressed as part of the future works on Lime Street. In particular, enforcement of vehicles that contravene the No Entry sign at the corner of Lime Street / Leadenhall Place will need to be addressed through a targeted enforcement initiative. However the overall level of contravention is very low (i.e. 12 vehicles between 8-9 am at peak flow). Once the new loading layby is installed at the southern end of Lime Street as was originally intended, this may assist in reducing the levels of contravention.

Key City stakeholders in the area have been consulted on the traffic management experiment and to date we have received three written responses; two objections and one letter of complaint referring to the impact of the construction of 21 and 31-33 Lime Street on the local area. The main issues highlighted by respondents were as follows:

1. Concerns regarding access for taxis and deliveries in Lime Street during closure times
2. Concerns of the impact on the surrounding road network, for example Fenchurch Avenue.

All three consultees have now been responded to as follows; (For further details please Appendix 2).

1. The timed closure of Lime Street has restricted direct vehicular access to some premises, however the short walk to reach these premises from the Fenchurch Street end of Lime Street, or from Fenchurch Avenue, during the timed closure is now safer and more pleasant given the removal of traffic. Vehicular access to Fenchurch Avenue is not affected by the closure at Lime Street, and premises along Fenchurch Avenue can continued to be reached by way of Billiter Street.
2. The survey has shown that traffic volumes along Fenchurch Avenue have remained at a similar level to that in 2013 despite the timed closure of Lime Street. This indicates that the majority of traffic that relied on Fenchurch Avenue in the

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| | <p>past, and continues to do so now, is local traffic accessing premises along Fenchurch Avenue and its immediate area. This is consistent with the City's designation of Fenchurch Avenue as a "Local Access Street" in the City's highway hierarchy. Local Access Streets are intended to serve the local frontages, rather than a street used for through traffic. It can therefore be concluded that the timed closure of Lime Street has had negligible impact on traffic flows along Fenchurch Avenue.</p> <p>Therefore the recommended option, based on submissions to the experimental traffic order and the Lime Street Monitoring Report, is to make the traffic order permanent and for the road closure to remain in place Monday to Friday 8am-6pm. The hours of the proposed closure reflect those hours the contractor for the 21 Lime Street development operates the temporary closure for the construction site. It is recommended that these hours are carried forward into the formal closure.</p> <p>The experimental traffic order is due to expire on 14th December 2016 and is now required to either be extinguished, made permanent or amended (relaxed) and made permanent. Advertisement of the final traffic order in the local press must be made by November 14th 2016, giving one month for public comments before the order expires.</p> <p><u>Phase 3: Lime Street Enhancement</u></p> <p>The permanent traffic order is the first step towards enhancing Lime Street. Once the traffic order has been made permanent, the existing public realm designs for Lime Street should be reviewed, to ensure the designs are still fit for purpose. In order to review and update the current design proposals, further resources are required for site surveys and staff costs. In addition to the £23,000 existing outstanding commitment for paving/repair works, the estimated cost to Gateway 5 is £41,253 funded by unused works and fees budget from the Cullum Street phase of the project, which is now completed and therefore no additional funding is required. (See Appendix 3 for detailed finance tables).</p> <p><u>Phase 4: Leadenhall Place</u></p> <p>Leadenhall Place works will only be carried out should funding remain in the budget following the completion of the Cullum Street and Lime Street works.</p> |
| <p>3. Next steps</p> | <p>The recommendation put forward to Committee, based on submissions made to the experimental order and evidence found in the Lime Street Monitoring Report, is to make</p> |

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| | <p>the traffic order permanent and for the road closure to remain in place Monday to Friday 8am-6pm.</p> <p>Once the temporary traffic order has been made permanent, the initial proposals for the Lime Street enhancements, approved by Committee in 2012, will be reviewed to make sure the designs are still fit for purpose and cost estimates will be updated. The designs and costings will be presented to Committees in a Gateway 5 report in early 2017.</p> |
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Appendices

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| Appendix 1 | Before and after photographs for Cullum Street |
| Appendix 2 | Temporary traffic experiment Consultation Responses |
| Appendix 3 | Detailed finance tables |
| Appendix 4 | Proposed Road Layout – Experimental Road Closure |

Contact

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Appendix 1 – Before and after photographs of the Cullum Street enhancement works:

Before Photographs:



After Photographs



Appendix 2 – Temporary Traffic experiment Consultation Responses

| Responses to Lime Street Experimental Closure | | |
|---|------------------------------|---|
| Date: 29 th June 2015 | Name: Kevin Hughes | Address: Hughes & Partners Ltd 9 th Floor 40 Lime Street London EC3M 7AW |
| <p>Comments: Believes there are no benefits to the closure and are disadvantages. The photographs in the Bulletin show the pavements are not busy and could accommodate the pedestrians shown in the road. Closing Lime Street means there is no through access to Leadenhall Street as the route via Fenchurch Avenue is the only option after the closure of Lime Street outside the Lloyd's Building. Notes that there were no problems when this was opened whilst Fenchurch Avenue was closed. There is no access for taxis to take passengers to destinations in Lime Street or Fenchurch Avenue. Has worked in Lime Street for many years and seen no problems with pedestrian traffic apart from them walking in the road on many streets but believes this would not warrant closing Fenchurch Street for example. Questions how raising the carriageway at the closure point will facilitate ease of movement and for whom. Asks why the cycle parking is being relocated and where it is going; why a lay-by for service vehicles is necessary if the road is closed and notes that before the closure there are hardly any pedestrians; and what will the monitoring equipment monitor?</p> | | |
| <p>Responses: It is noted you feel the overall pedestrian levels are low along Lime Street, however the area around Lime Street is very busy and the streets are especially crowded at peak times. Surveys we have commissioned show the area has experienced an average 18 % increase in pedestrian levels between 2013 and 2016. Our survey also indicates that pedestrian volume over a typical week day is now well in excess of 120,000 people with an increasing proportion of pedestrians choosing to walk in the carriageway due to the narrow footways along Lime Street. We feel this is a road safety issue that needs to be addressed.</p> <p>The need to address this safety concern is increasing in urgency given the area is projected to experience further increase to its working population with several tall buildings currently under construction at either end of Lime Street, and in the wider Eastern City Cluster in general. Our project intends to create a safer pedestrian space with fully accessible walking routes to improve the area for the future influx of workers in addition to visitors to the Leadenhall Market Principal Shopping Centre.</p> <p><u>Access to Leadenhall Street</u></p> <p>The timed closure of Lime Street from 21 Lime Street to Leadenhall Place means drivers will need to access Leadenhall Street by a different route during the hours of 8 am to 6 pm, Monday to Friday. Lime Street is designated as a "Local Access Road" in the City's highway hierarchy. Local</p> | | |

Access Roads are intended to serve the local frontage, rather than be used for through traffic. The re-direction of traffic from Lime Street onto other distributor roads in the highway network is therefore consistent with the application of the City's highway hierarchy.

Taxi Access

The timed closure of Lime Street has restricted direct taxi access to some premises, however this section of Lime Street remains a short walk from either end of Lime Street which itself remains accessible to vehicles at all times. The short walk to reach these premises during the timed closure is now safer and more pleasant given the removal of traffic. Taxi access to Fenchurch Avenue is not affected by the closure at Lime Street, and premises along Fenchurch Avenue can continued to be reached by taxi by way of Billiter Street.

Raised carriageway, cycle parking and lay-by

The proposed raised carriageway will improve pedestrian accessibility and increase the comfort levels of all pedestrians including those with mobility issues. The existing cycle parking at the southern end of Lime Street will be re-located to Rood Lane and a new loading bay will replace the existing cycle parking. The loading bay is required to provide an alternative designated area for delivery vehicles during times when Lime Street is closed to traffic. Please note there are no intentions to close Fenchurch Street as part of this proposal.

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| Date: 17 th November 2015 | Name: Darren Cox Global Relationship Manager | Address: Property Services Lloyd's One Lime Street London EC3M 7HA |
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Comments:
Apart from the safety aspect of people walking in the roads due to the narrow pavements is not sure there are any advantages for Lloyd's. It makes it more difficult for firms to get supplies in and puts more traffic down Fenchurch Avenue. Is concerned that this may lead to the reopening of Lime Street between Lloyd's and Willis which they would wish to avoid.

Responses:

Pedestrian Levels at Lime Street

The area around Lime Street is very busy and the streets are especially crowded at peak times. Surveys we have commissioned show the area has experienced an average 18 % increase in pedestrian levels between 2013 and 2016.

Our survey also indicates that an increasing proportion of pedestrians choosing to walk in the carriageway due to the narrow footways along Lime Street. The need to address this safety concern is increasing in its urgency given the area is projected to experience further increase in its working

population with several tall buildings currently under construction at either end of Lime Street, and in the wider Eastern City Cluster in general.

Our project intends to create a safer pedestrian space with fully accessible walking routes, new seating and greenery to improve the area for the future influx of workers in addition to visitors to the Leadenhall Market Principal Shopping Centre.

Deliveries to Lloyd's of London

Whilst I accept the closure of this section of Lime Street between 8 am to 6 pm, Monday to Friday have restricted the times when vehicles can access premises along this section of the street, the proposal maintains vehicular access to Lloyd's of London at all times. Deliveries to Lloyd's continue to be possible by way of Billiter Street and Fenchurch Avenue which remains accessible to vehicular traffic (including your suppliers) at all times of the day.

Traffic along Fenchurch Avenue

Our recent 2016 survey has shown that traffic volumes along Fenchurch Avenue has remained at a similar level to that in 2013 despite the timed closure of Lime Street. This indicates that the majority of traffic which relied on Fenchurch Avenue in the past, and continues to do so now, is local traffic accessing premises along Fenchurch Avenue and its immediate area.

This is consistent with the City's designation of Fenchurch Avenue as a "Local Access Street" in the City's highway hierarchy. Local Access Streets are intended to serve the local frontages, rather than a street used for through traffic. It can therefore be concluded that the timed closure of Lime Street has had negligible impact on traffic flows along Fenchurch Avenue.

Traffic management closure at Lime Street for security purposes

I further note your concern that the implementation of the timed closure at Lime Street may result in the removal of the traffic management closure at Lime Street between Fenchurch Avenue and Leadenhall Street (i.e. outside Lloyd's) which act as part of your security measures. There are currently no proposals for the removal of this closure, and I can confirm that the City will not change this closure without first consulting with you and your neighbours.

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| Date: 17 th November 2015 | Name: Harun Karakurt | Address: H&M Tailoring Unit A 12 Lime Street London EC3M 7AA |
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Comments:
Relate to the building works at 21 and 31-33 Lime Street. They have seen a reduction in footfall as clients have been forced to avoid the area. Large construction vehicles are there early morning when many clients choose to visit before they start work. The works are in progress all day which disturbs clients. Large amounts of dust and debris soil the windows, frontage displays and enter the shop collecting on the garments. They have had to employ additional cleaning contractors. Noise disturbance due to

construction vehicles, machinery and general construction work. Reduced visibility of the shop frontage due to large vehicles and scaffolding. The ambience of the area has been affected and deterred clients from spending time with them. All this has had a negative impact on their business. Understands the necessity of the work but ask for consideration while they try to maintain the performance of the business. Would like to know if there is a compensation process that can be applied for.

Responses:

The construction vehicles are not within the control of the City, they are to serve the construction sites at 21 Lime Street and 31-33 Lime Street. There should not be any other vehicles within the closure area after 8 a.m. Anyone who is will be enforced against.

You should take up any issues relating to the building works with the contractors working on site.

Construction works must adhere to strict noise guidelines set by the City, which you can find on the CoL website.

Any issues with vehicles or scaffolding you need to raise with the contractor responsible, contact details should be visible on any scaffolding etc.

There is a significant amount of development in this part of the City at the moment, which in turn will translate into significantly more people in this area.

The long term aspiration to close Lime street during the day will lead to a significantly enhanced shopping experience for pedestrians and will hopefully encourage people to spend more time in the street.

The majority of your concerns relate to the building works currently taking place, which is the responsibility of building owners and contractors, rather than the closure of the street, which is the responsibility of the City. The best course of action is to identify which sites are causing the main issues and contact them directly. If they are not responsive then you could always contact your local ward councillors.

Appendix 3 – Detailed finance tables

The following summary tables 2-4 shows existing budgets for Lime Street Area, Lime Street Traffic Management Experiment and Cullum Street phases, which are all part of Lime Street Area project.

| Table 2 - Expenditure to Date - Lime Street Area | | | |
|---|----------------------------|------------------------|--------------|
| Description | Approved Budget (£) | Expenditure (£) | |
| Fees | 8,600 | 8,600 | - |
| P&T Staff Costs | 8,400 | 7,000 | 1,400 |
| Env Servs Staff Costs | 4,000 | 1,030 | 2,970 |
| TOTAL | 21,000 | 16,630 | 4,370 |

| Table 3 - Expenditure to Date - Lime St Traffic Management Experiment | | | |
|--|----------------------------|------------------------|--------------------|
| Description | Approved Budget (£) | Expenditure (£) | Balance (£) |
| Fees | 31,150 | 29,673 | 1,477 |
| P&T Staff Costs | 37,688 | 37,628 | 60 |
| Env Servs Staff Costs | 3,000 | 2,800 | 200 |
| Works | 9,862 | 5,961 | 3,901 |
| TOTAL | 81,700 | 76,062 | 5,638 |

| Table 4 - Expenditure to Date - Cullum Street Enhancement Works S106 | | | |
|---|----------------------------|------------------------|--------------------|
| Description | Approved Budget (£) | Expenditure (£) | Balance (£) |
| Fees | 18,750 | 8,414 | 10,336 |
| P&T Staff Costs | 16,700 | 16,700 | - |
| Env Servs Staff Costs | 15,300 | 11,963 | 3,337 |
| Open Spaces Staff Costs | 2,500 | 40 | 2,460 |
| Works | 204,901 | 138,877 | 66,024 |
| TOTAL | 258,151 | 175,995 | 82,156 |

Table 5 shows details of the budget adjustment required from the Cullum Street budget to the Lime Street Area budget to progress the project to the next Gateway 4/5.

Table 5 - Budget Adjustment required to reach the next Gateway

| Description | Approved Budget (£) | Adjustment (£) | Revised Budget (£) |
|--|---------------------|----------------|--------------------|
| 16100255 - Cullum Street Enhancement Works S106 | | | |
| Env Servs Staff Costs | 15,300 | | 15,300 |
| Open Spaces Staff Costs | 2,500 | | 2,500 |
| P&T Staff Costs | 16,700 | | 16,700 |
| Design Fees | 15,250 | (9,725) | 5,525 |
| Traffic Orders | 3,500 | (610) | 2,890 |
| Drainage/Utilities | 28,750 | (23,029) | 5,721 |
| Lighting | 5,000 | (4,547) | 453 |
| Main Works | 147,970 | | 147,970 |
| Soft Landscaping | 4,600 | | 4,600 |
| Street Furniture | 18,581 | (3,342) | 15,239 |
| 16100255 TOTAL | 258,151 | -41,253 | 216,898 |

Table 6 below shows the final balance of the Lime Street Area budget, following the budget adjustment from the completed Cullum Street stage of the project.

Table 6 - Lime Street Final Balance

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|------------------------------------|----------------|---------------|----------------|
| 16100227 - Lime Street Area | | | |
| Env Servs Staff Costs | 4,000 | 20,000 | 24,000 |
| P&T Staff Costs | 8,400 | 15,225 | 23,625 |
| Design Fees | 8,600 | 6,028 | 14,628 |
| 16100227 TOTAL | 21,000 | 41,253 | 62,253 |
| GRAND TOTAL | 279,151 | - | 279,150 |

Appendix 3 - Proposed Road Layout – Experimental Road Closure

