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Streets and Walkways Sub (Planning and Transportation) Committee

Date: **MONDAY, 17 NOVEMBER 2014**

Time: **11.00 am**

Venue: **COMMITTEE ROOMS, 2ND FLOOR, WEST WING, GUILDHALL**

Members:

Marianne Fredericks (Chairman)
Jeremy Simons, Open Spaces and City Gardens (Deputy Chairman)
Randall Anderson
Alex Bain-Stewart
Deputy John Barker, Finance Committee (Ex-Officio Member)
Revd Dr Martin Dudley
Alderman Alison Gowman, Police Committee (Ex-Officio Member)
Brian Harris
Oliver Lodge
Sylvia Moys
Graham Packham
Deputy Michael Welbank

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

Lunch will be served in Guildhall Club at 1pm

John Barradell
Town Clerk and Chief Executive

AGENDA

Part 1 - Public Agenda

1. **APOLOGIES FOR ABSENCE**

2. **MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**

3. **MINUTES**
To agree the public minutes and summary of the meeting held on 20 October 2014.

For Decision
(Pages 1 - 6)

4. **OUTSTANDING ACTIONS**
To note the list of outstanding actions.

For Information
(Pages 7 - 8)

5. **REPORTS OF THE DIRECTOR OF THE BUILT ENVIRONMENT :-**

a) **Highway maintenance: funding and effectiveness**
This report will be considered by the Planning and Transportation Committee on 11 November 2014.

For Decision
(Pages 9 - 26)

b) **Gresham Street G7**
This report will be considered by the Projects Sub Committee on 9 December 2014.

For Decision
(Pages 27 - 46)

c) **Cycle Superhighways - City's formal response to the public consultation**
This report has been considered and approved by the Policy and Resources Committee and will be considered by the Planning and Transportation Committee on 11 November 2014.

For Information
(Pages 47 - 76)

d) **Major Highway Works for 2015-16**
This report will be considered by the Planning and Transportation Committee on 11 November 2014 and by the Policy and Resources Committee on 11 December 2014.

For Information
(Pages 77 - 88)

e) **Street Works Update**

This report will be considered by the Planning and Transportation Committee on 11 November 2014 and by the Policy and Resources Committee on 11 December 2014.

For Information
(Pages 89 - 104)

f) **Items placed on the Highway (streets and pavements)**

This report will be considered by the following Committees – Port Health and Environmental Services Committee – 18 November 2014, Health and Well Being Board – 28 November 2014, Policy and Resources Committee - 11 December 2014 and Planning and Transportation Committee – 13 January 2015.

For Information
(Pages 105 - 120)

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

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

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STREETS AND WALKWAYS SUB (PLANNING AND TRANSPORTATION) COMMITTEE

Monday, 20 October 2014

Minutes of the meeting of the Streets and Walkways Sub (Planning and Transportation) Committee held at Committee Rooms, 2nd Floor, West Wing, Guildhall on Monday, 20 October 2014 at 11.30 am

Present

Members:
Marianne Fredericks (Chairman)
Jeremy Simons (Deputy Chairman)
Randall Anderson
Deputy John Barker (Ex-Officio Member)
Alderman Alison Gowman (Ex-Officio Member)
Sylvia Moys
Graham Packham
Deputy Michael Welbank

Officers:

Katie Odling	Town Clerk's Department
Steve Presland	Department of the Built Environment
Sam Lee	Department of the Built Environment
Victor Callister	Department of the Built Environment
Ian Hughes	Department of the Built Environment
Rob Oakley	Department of the Built Environment
Alan Rickwood	City Police
Norma Collicott	City Police

1. **APOLOGIES FOR ABSENCE**
   Apologies for absence were received from Alex Bain-Stewart, the Reverend Dr Martin Dudley, Brain Harris and Oliver Lodge.

2. **MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**
   There were no declarations of interest.

3. **MINUTES**
   RESOLVED – That the Minutes of the meeting held on 22 September 2014, be approved.

4. **CYCLE SUPERHIGHWAYS - THE CITY'S INTERIM RESPONSE TO THE PUBLIC CONSULTATION**

The Sub Committee received a report of the Director of the Built Environment regarding the City's interim response to the public consultation in relation to the Cycle Superhighways.

The Committee acknowledged that the proposals had implications that could not easily be reversed. Members noted that key data was still not forthcoming from Transport for London. It was unlikely that this data would be available in time to inform the City's response prior to the expiry of the consultation. It was therefore appropriate based on the information that was available, to request Transport for London (TfL) to consider the points detailed in paragraph 44 (a-k) of the report.

During discussion, reference was made to the following –

- A further public consultation should be undertaken if the proposals were to change;
- The implications of increased journey times for the E-W route;
- The implications of waiting times on restrictions;
- Phasing of deliveries to the evening, where possible to reduce traffic levels throughout the day which would be included in a larger project;

The Committee requested that the implications of other major projects such as the Thames Tideway Tunnel Development and the Bank Station Upgrade should also be considered when responding to the consultation.

RESOLVED – That the report be noted.

5. **MUSEUM OF LONDON ROUNDABOUT - PROPOSED ROAD DANGER REDUCTION MEASURES**

The Sub Committee considered a report of the Director of the Built Environment in relation to the Museum of London Roundabout and the proposed road danger reduction methods.

Members noted that in view of the considerations, a short term, low cost scheme was being proposed to reduce collisions. The proposal consisted of the following -

- Reduce the width of the circulating carriageway from 10m to approximately 6m. This will reduce speeds and improve lane discipline but maintain a route for HGVs;
- Introduce cycle lanes at key conflict locations;
- Reduce the approach and exit lanes on London Wall and Aldersgate Street (north) to a single lane. This will reduce speeds, improve lane discipline and reduce conflict; and
- Upgrade the lighting units under the covered area to reduce the rapid light dark transition.

Members were informed that it was likely that the proposal would have a minor impact on traffic capacity and journey times, however, the safety benefits expected to be achieved outweighed this impact.

RESOLVED – That the Road Danger Reduction measures detailed in the report be approved, at an estimated cost of £49,000, to be funded from DBE's Traffic Management Budget of £125,000 in 2014/2015.

6. **40-45 CHANCERY LANE (SOUTHAMPTON BUILDINGS) - EE074**

The Sub Committee considered a report of the Director of the Built Environment in relation to 40-45 Chancery Lane (Southampton Buildings).

RESOLVED – That approval be given for the following –

a) the design outlined in this report;
b) the reprioritisation of projects, with Southampton Buildings now being top priority;
c) Officers to pursue the necessary approvals to pedestrianise this small section of carriageway and to relocate existing motorcycle parking;
d) the release of funds necessary to progress to the next Gateway (£15,323), as detailed in Section 17 of this report, and;
e) the Gateway 5 (Authority to Start Work) report to be delegated to the Chief Officer in consultation with the Chairman and Deputy Chairman of the Streets and Walkways Sub Committee.

7. **LUDGATE HILL CROSSING - EE070**

The Sub Committee considered a report of the Director of the Built Environment concerning Ludgate Hill crossing.

The Chairman reported that a letter had been received from 'Living Streets' in which concern was expressed regarding the proposed trial which they considered would have a negative effect on pedestrians and motor traffic flows. They considered that traffic congestion in Ludgate Hill was the result of problems in other locations, such as Ludgate Circus Junction. The Sub Committee acknowledged these concerns.

The Sub Committee noted that the recommended option would provide the benefit of permanent improvement to the public realm in the area, regardless of the type of crossing provided. The widened footway would remain in place with either a signalised or a zebra crossing, allowing more circulation space for pedestrians whilst still accommodating road traffic in both directions.

The proposed option would also reduce the amount of overall impact of disruption caused by the works, as there would be no requirement to remove the footway infrastructure at the end of the trial. The benefits of the footway widening would continue to be felt following the culmination of the trial, and would better serve the safety of pedestrians which the Sub Committee considered was paramount.

Members noted that this project would be undertaken in conjunction with the development of the Fleet Street Corridor Strategy.

The Sub Committee considered that a maximum wait time for pedestrians of 30 seconds would be appropriate. They felt that TfL's proposal for a 68 second green time for vehicles wouLd be excessive, particularly during the lunch time period, and requested that Officers take this up with TfL.

RESOLVED – That approval be given for the following,

a) Option 3, with the trial results reported back to Members for a decision on the permanent crossing type in due course;
b) the start of works for the purpose of undertaking a 12 month trial, based on the revised costs as set out above and in sections 7 and 18 below;
c) to officers to pursue TfL LIP funding under delegated authority; and
d) the release of funds required to reach the next Gateway (£178,478) as outlined in section 18 below.

8. **FISHMONGER'S RAMP**

The Sub Committee considered a report of the Director of the Built Environment concerning the Riverside Walk Enhancement Strategy: Fishmongers' Wharf Access Improvements.

RESOLVED – That,

a) the project be approved at an estimated implementation cost of £379,000 funded from TfL LIP funding for 2014/15 (£100,000) and 2015/16 (£279,000);
b) approval of the Gateway 5 report (Authority to Start Work) to be delegated to the Director of the Built Environment as per the Regular Route of the Project Approval Procedure; The underspend (£9,245.71) will be used to finalise the design towards Gateway 5;
c) officers be authorised to enter into a licence agreement with the Fishmongers' Company to allow construction of the works, subject to obtaining planning permission; and
d) approval be given for the procurement approach in accordance with the City of London Procurement Regulations (January 2014).

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

Following the incident involving a cyclist and a lorry on Ludgate Circus, a Member requested that consideration be given to immediate measures that could be put in place to improve the safety of this junction. The Transport and Public Realm Director assured Members he would engage with Transport for London on this matter.

<u>20mph speed limit</u> – Superintendent Norma Collicott reported that since the implementation of the 20mph speed limit in the City, out of 1988 vehicles stopped for speeding 56 were prosecuted. Members agreed it would be useful to have regular updates on this matter at future meetings.

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

There were no items of urgent business.

The meeting ended at 1.20 pm

Chairman

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

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Date	*Action*	*Officer responsible*	*To be completed/ progressed to next stage*	*Notes/Progress to date*
22 September 2014 Item 6	**Middlesex Street Estate** Improved communication with residents – issue to be raised with the Housing Management and Almshouses Sub Committee.	Community and Children's Services		***Completed***
22 September 2014 Item 6	**Middlesex Street Estate** Information reports containing details of the use of the on-street Parking Reserve Fund to be submitted to the Streets and Walkways Sub Committee	Director of the Built Environment		**Report to:** *Planning and Transportation Committee – 11 November 2014; and Streets and Walkways Sub Committee – 17 November 2014*
22 September 2014 Item 9 **&** **20 October 2014 Item 3**	**Parking for Motorcyclists** As part of the review of fees and charges for car parks, consideration be given to the implications on motorcycle parking. A further report to be submitted to the Sub Committee regarding the framework for charging and provision of more parking bays	Director of the Built Environment Director of the Built Environment		**Report to:** *Streets and Walkways Sub Committee 19 January 2015* ***Report to:*** *Future meeting of the Sub Committee*
22 September 2014 Item 10	**Highway changes at Gresham Street** Review of the effectiveness of the courtesy crossing on Gresham	Director of the Built Environment		**Report to:** *Streets and Walkways Sub Committee – 17 November 2014*

	Street			
20 October 2014 Item 9	Following an incident involving a cyclist and a lorry on Ludgate Circus, a Member requested that consideration be given to immediate measures that could be put in place to improve the safety of this junction. The Transport and Public Realm Director assured Members he would engage with Transport for London on this matter.	Director of the Built Environment		
20 October 2014 Item 9	20mph speed limit – To receive regular updates on enforcement action.	City of London Police		

Committee(s):		Date(s):
Planning & Transportation Streets and Walkways Sub Committee	For Decision For Information	11 November 2014 17 November 2014
Subject: Highway maintenance: funding and effectiveness		
Report of: Director of the Built Environment		**For Decision**

Summary

As part of the Service Based Review process, savings totalling £180k were initially considered from the Department of the Built Environment's highway maintenance budget as part of DBE's contribution to that review. However, these were flagged as 'red' due to the likely impact they would have on the current and future state of the highway in the City, and were declined by the Policy and Resources Committee, pending a further report on the condition of the City's highways, that would also assess the impact of any savings proposals.

This report outlines the current funding situation regarding highway maintenance in the City, particularly focussing on road resurfacing, where local risk budgets have considerably reduced in real terms over time, and where these further proposed savings would be most likely to impact.

Despite supplemental income from sources such as Transport for London that have helped to offset some of these historical budget reductions, and savings in contract rates being made at the time of the last term contract tender, the empirical evidence suggests that the City's highway is declining in quality, both in real terms and relative to other London authorities. There is now evidence of a significant backlog in repairs, and the lack of certainty around budgets leads to inefficiencies in planning those repairs.

New initiatives, such as improved liaison with utilities and closer monitoring of their reinstatements, have been put in place to improve existing budget efficiency, but if funding for highway maintenance remains at its current level, there is every likelihood that this long-term decline will continue. Therefore, this report recommends that no further savings are taken at this time, and that officers continue to monitor the highway's condition, assess the progress made with managing utility reinstatements, and come back to Members with budget proposals in a year's time with the benefit of a further year's monitoring.

Recommendation(s)

Members are recommended to agree that:

- No further savings are to be made from the highways maintenance budgets as part of the current review;
- Officers continue to monitor the highway through the various measures outlined in this report, and bring a further report on the highway's condition and the resources needed to maintain it in 12 months' time.

Main Report

Background

1. The City Corporation is the Highway Authority for all the public highway and City walkway areas in the Square Mile, except for those streets that fall within the Transport for London Road Network (or 'Red Routes').

2. As such, the City is responsible for maintaining those streets, footways and walkways, including inspecting them for defects, undertaking repairs and resurfacing, changing or enhancing streets through major projects, maintaining signs, bollards, street nameplates and drainage, and looking after all the powered & illuminated street furniture in the City, from road signs to street lights.

3. The City's term contractor, JB Riney, identifies highway and electrical defects, prioritises them for repair, orders the works and undertakes the repair, resulting in a lean, joined-up and efficient process. The City then sample checks these works on a monthly basis to ensure they are correctly identified, prioritised and completed, as well as correctly measured, priced and invoiced. This process was reviewed and supported in 2011 as Best Practice in the PP2P 'quick wins' programme, and the subsequent contract retender conducted on that basis.

4. In the context of the need to identify savings for the recent Service Based Review process, a budget reduction totalling £180k was initially considered from the Department of the Built Environment's highway maintenance budget as part of DBE's contribution to that review. However, these savings were flagged as 'red' due to the likely impact they would have on the current and future state of the highway in the City, and were declined by the Policy and Resources Committee, pending a detailed report on the condition of the City's highways. This report reviews the current position of funding for highway maintenance in the City, the focus of that funding, and the evidence behind the current condition of the City's streets.

Current Position

Footways

5. The City has traditionally sought to maintain a safe and high quality footway surface to facilitate the large number of pedestrians that use its narrow streets. As a result, the City has an intensive maintenance regime with extremely low intervention levels (ie what defines a trip hazard) of 12mm for the footway, compared to the typical national standard of 25mm.

6. This standard has been established and maintained over many years, reflecting the City's expectations for a safe and high quality footway surface for the City community. Such standards and processes also significantly reduce the number of accident claims made against the City, and help to reduce the associated insurance premium. As a result, the City has relatively few accident claims, and is seen as a relatively 'good risk' in what has become a very difficult insurance market overall.

7. The footway materials used to achieve this are typically hard wearing and robust with long life spans. In particular, the City's choice of York stone paving has demonstrated its suitability to City conditions over many years, and trials with cheaper, softer materials have shown that such options represent a false economy in terms of their durability and maintenance costs.

8. However, all surfaces deteriorate over time through wear and tear, particularly if they are damaged, and periodically need to be repaired, replaced or refurbished. Each month, JB Riney identify locations that have become hazardous to pedestrians, typically due to the paving breaking apart and becoming uneven. This is sometimes due to weather conditions, but more often due to vehicle damage after they have been driven over.

9. Despite 'parking on the footway' being an established parking contravention, drivers continue to choose to do this, sometimes to keep narrow streets open to traffic, but paving is not designed to take such loading and will often crack and break as a result.

10. Of the £80k paid monthly to JB Riney for highway repairs and maintenance, the key priority remains maintaining high quality footways, albeit this amount must also be stretched to cover damaged and missing street furniture (eg signs, benches and kerbs), as well as carriageway potholes, larger carriageway patches and repairs to raised tables.

Street Lighting

11. DBE's budget for highway maintenance must also fund the cost of maintaining the City's stock of aging street lights, but over the last few years, this commitment has started to absorb an increasing share. Almost a third of DBE's overall budget for highway maintenance is now dedicated to this part of the service (£630k pa), and together with rising energy costs, the introduction of carbon taxes, and an increase in the need to manage and maintain other electrical items such as fountains and irrigation systems, such costs are becoming unsustainable.

12. DBE have established a project to review its street lighting provision that will seek to take advantage of new LED technology to reduce its energy consumption and repair bill over the next 7-8 years. This project is currently being assessed in light of the IS Division's technology infrastructure review to see whether there are synergies between this and the provision of street lights that could support a 4G communications network. A report will be brought to Members on this project in the normal way, but savings from it have been identified within the Service Based Review for future years.

Carriageways

13. Aligned to the City's desire to maintain high quality footways, the City's carriageways have also been historically maintained to a high standard, with an intensive maintenance regime that requires the 34 Category A roads in the Square Mile to be inspected once a fortnight, and all other roads once a month. Again, the City's expectations for quality are demonstrated by setting a relatively low intervention level of 20mm for a carriageway pothole, compared to typical national benchmark of 40mm.

14. Carriageway repairs are needed to compensate for a number of problems, particularly based around:

- weathering (deterioration caused by the natural expansion and contraction of the surface, amplified by water acting against the integrity of the construction);
- loading from heavy vehicles (often along set tracks such as bus lanes or the police check points);
- long-term structural failure (often in and around past utility works and boxes, caused by their cumulative effect of disrupting the integrity of the road base construction);
- less hard wearing surface materials (typically used to deliver other benefits, such as road safety advantages).

15. The design of the City's streets is intended to provide the maximum level of strength for an urban environment, but as utilities must continue to lay and maintain their plant beneath it for the foreseeable future, it must also be easily excavated and reinstated to a high level of structural integrity.

16. Although some carriageway repairs are funded by the monthly allocation to JB Riney, the more efficient method of repairing a road surface is to fully resurface it. DBE's local risk budget for programmed resurfacing works is now £254k pa, which is a figure that has significantly reduced over the last decade due to both efficiency savings in contract rates, and general departmental budget reductions. The following table illustrates this incremental change since 2006/7.

DBE Local Risk Resurfacing Budget: 2006/7 to 2014/15

Year	Amount (£'000)
2006/7	850
2007/8	789
2008/9	687
2009/10	687
2010/11	623
2011/12	591
2012/13	292
2013/14	246
2014/15	254

17. Savings in contract rates were made at the time of the last term contract tender in 2011, but this overall reduction in budgets of 70% since 2006/7 has had an inevitable effect on the amount of work that can be afforded, and based on DBE local risk funding alone, the resurfacing frequency now extends well beyond the expected working life of the materials used.

18. Based on current local risk funding levels and contract rates, the City can only afford to resurface its main roads every 31 years, and its minor roads every 76 years. However, the average life for a Hot Rolled Asphalt carriageway surface is approximately 25 years, which can be reduced by up to 17%* to almost 20 years following major utility works. (*Ref: 'A Charge Structure for Trenching in the Highway'; Transport Research Laboratory, 2009.)

19. To put this into context, the following benchmarking data was published in the 2014 Annual Local Authority Road Maintenance (ALARM) survey, compiled from information collated from highway authorities throughout the UK. It shows that the City is now well below the London average in terms of the frequency it can afford to resurface its streets:

Avg length of time before roads are resurfaced

Class of Road	England	London	City of London
Principal	33 years	19 years	31 years
Unclassified	101 years	41 years	76 years
All classes	68 years	32 years	52 years

20. A further calculation would suggest that £13.33m would be needed to resurface every street in the City at current contract prices. However, given a road surface life span of 25 years, a budget of £533k pa would be needed to resurface every street in that time, or more than twice the current local risk budget allocation of £254k. By comparison, the budget allocations in 2006/7 suggested that the City could afford to replace its highway surface before it became life-expired, despite the slightly higher contract costs at that time.

21. If that road surface life span is reduced to 20.75 years (based on TRL's research to account for utility intervention), the required budget increases still further to £642k pa, suggesting that even with our best efforts to control utility reinstatements, there is a significant shortfall to hold the highway condition to a steady state.

22. Based on local risk budgets alone, a funding gap clearly now exists between what can be afforded and how frequently a road surface ideally needs to be replaced. However, DBE has been highly active in securing other sources of funding to help bridge this gap, as illustrated in the table below.

Resurfacing budgets (and sources)

Year	DBE Local Risk Budget	TFL Funding	Extra City Funding	Total
2010-11	£623,222	£96,600	£233,435	£953,257
2011-12	£590,839	£56,338	£0	£647,177
2012-13	£292,000	£91,000	£112,000	£495,000
2013-14	£246,000	£100,576	£328,916	£675,492
2014-15	£254,000	£230,000	£100,000	£584,000

23. The City typically receives a contribution from Transport for London towards resurfacing under the Mayor's Local Implementation Plan (LIP) process. This allocation is subject to a bidding round, and is ring fenced for resurfacing the

Principal Road Network (the A-roads in the City), but it has been a key source of funding in recent years.

24. In addition, in four of the last five years, DBE has also identified funding from other sources to supplement its base resurfacing budget. In the run up to the Olympics, additional funding from carry forwards was made available for resurfacing (particularly for the Olympic marathon route and other high profile locations), and in the last two years, the resurfacing budget was supplemented due to a higher than expected recovery of income from scaffold licences.

25. However, such funding supplements are transitory at best, and can only provide a short term stop gap to conceal the primary local risk budget shortfall. In addition, because the additional internal funds are typically made available only late in the year, it is difficult to plan ahead and use such supplements in the most efficient way.

Road Surface Quality

26. Given the nature of the materials used in highway construction, trends must be considered in the long term. Short term budget changes will not necessarily be reflected immediately in highway condition surveys, but long-term changes will undoubtedly have a measureable impact.

27. A greater emphasis on monitoring the condition of the highway has been triggered by a number of factors, including new requirements from CIPFA (the Chartered Institute of Public Finance & Accountancy) for whole government accounting, a better understanding of whole life costing for highway materials, and a far greater focus on efficiency in highway maintenance generally.

28. The City uses a number of metrics to monitor the condition of the City's streets, and using them together provides a balanced scorecard approach, accepting the pros and cons of each type of survey. Briefly, these measures are:

- The Annual Local Authority Road Maintenance (ALARM) benchmarking survey, covering resurfacing frequency, budgets & costs, maintenance backlog etc. across the UK.
- LB Hammersmith & Fulham SCANNER automated carriageway condition surveys of the principal road network, which measure the structure of the highway as well as the surface. (Hammersmith & Fulham have the specialist equipment needed for this type of survey, so they provide this information to all London highway authorities. TfL then use the data to benchmark the performance of each highway authority against one another.)
- Visual inspections of the City's footways and carriageways by an independent consultant to the nationally-accredited standard; the UK Pavement Management System or UKPMS. (This survey generates defect 'heat maps', and is the only method of completing the CIPFA valuation – see below.)

- Conversion of the UKPMS data into a CIPFA compliant highway valuation, which calculates a depreciated value for the highway, and thereby indicates the value of any backlog in highway repairs.
- The City's own carriageway inspection survey called the Street Condition Index, using a bespoke set of standards to rate the condition of different streets. Although less detailed than using UKPMS, the Street Condition Index still provides the City with its best long-term trend data as such surveys have been done by officers for the last nine years.

29. Using these different measures, the table below sets out the percentage of the City's highway network identified as failing and requiring repair:

% of the network failing (data comparison)

Year	Street Condition Index	UKPMS	SCANNER
2009/10	18.9%	--	14%
2010/11	22.5%	--	12%
2011/12	21.9%	--	19%
2012/13	21.6%	10%	32%
2013/14	23.4%	14%	34%
Source	*City of London*	*Independent survey*	*LB H&F*
Coverage	*All streets*	*All streets*	*Principal Road Network*
Basis	*Carriageway*	*Carriageway & footway*	*Carriageway surface & substructure*

30. In terms of the differences, gaps and changes in the above data:

- The City's own Street Condition Index has a higher quality threshold compared to the national UKPMS standard because it is intended to reflect the City's desire for a superior road surface compared to the national average. This difference in quality threshold may explain why this figure is higher than the UKPMS survey (ie a defect under SCI may not be one under UKPMS), plus it uses a broad whole street approach to judging highway quality, rather than detailing defects down to actual square metres, which is the basis of UKPMS.
- UKPMS data has only been collected in the City for two years, but as it represents the national standard, it will become a core part of the City's long-term data set.
- SCANNER surveys are limited to the City's A-roads (which tend to pass through the northern part of the City), but funding prior to the Olympics tended to focus around the marathon route, hotels and tourist attractions in the central and southern parts of the City. This may explain the sharp deterioration of this index between 2011/12 and 2013/14 as funding was directed elsewhere.

31. What these three surveys suggest is that there is a significant and increasing concern with the state of the highway in the City. To the national standard, about one eighth of the network needs resurfacing, but to the City's traditional higher standards, this figure increases to around a quarter.

32. The SCANNER data measuring the state of principal roads is higher still, which is concerning as this is the benchmark that TfL use to judge the relative performance of highway maintenance effectiveness across London. The table below summarises the most recent pan-London SCANNER surveys, and shows that for TfL's purposes, the condition of the principal road network in London has deteriorated in the last three years, but it has done so more rapidly, and from a worse starting position, in the City.

% of Principal Roads requiring planned maintenance

Year	London (Avg)	City of London
2011/12	8%	19%
2013/14	13%	34%

33. Using the UKPMS data and the CIPFA-approved method of calculation, the total value of the current backlog is estimated to be £7.8m. This calculation is highly complex, and the methodology behind it is still being developed, but it is already thought to be an under-estimate as it cannot yet compensate for the additional cost of more expensive materials. If an adjustment for this additional cost is made, the true value of the backlog is thought to be nearer £8.5m at current prices.

34. Finally, the UKPMS data would also suggest that a backlog of footway repairs is beginning to develop. As noted earlier, the need to absorb heavy pedestrian footfall has led the City to traditionally invest in durable, high quality materials such as York stone paving and mastic asphalt. Such surfaces have typically lasted well, only needing reactive maintenance to cover minor repairs to small areas, and as a result, footway repairs have been absorbed within the JB Riney monthly repair budget without a formal planned maintenance programme. This latest information would suggest that the monthly general repairs budget is starting to be stretched too far, and that the number of footway repairs identified is starting to outstrip the budget available.

35. Evidence of this happening in this year's UKPMS data is an indication of the likelihood that despite the reduction in contract costs at the last tender in 2011, available budgets across the board in highway maintenance are insufficient to hold the quality of the footway at a steady state. This would appear to be mainly due to the cumulative impact of budget reductions, increasing costs (particularly as street lighting repairs have expanded to take a larger proportion of the overall budget), continued high levels of utility works creating weaknesses in the highway construction, and in some instances, the choice of more expensive and harder to maintain high quality materials.

36. In summary:

- Three key highway surveys confirm that significant parts of the City's highway network are already in need of urgent repair.
- Based on DBE local risk budgets, carriageway resurfacing frequencies in the City are well below the London average.
- Funding streams are inconsistent, with core budgets significantly reduced over a number of years.
- Offsetting contract rate savings only partially explain the significant step change in budgets since 2006/7, with previous departmental savings being

a major contributory factor.

- Reliance has been placed on transient sources of funding over and above the local risk resurfacing budget to close the funding gap.
- Given current budgets, the City's highway is expected to continue to deteriorate in the long-term faster than it can be repaired, particularly with the current level of major utility intervention.
- A backlog in footway repairs is also developing, which is currently reliant on the monthly general repair budget to counteract it.
- An increase in the proportion of the overall highway maintenance budget required for maintaining electrical items has meant a corresponding reduction in the budget available for highway repairs.
- If budgets are cut further, as was originally considered in the Service Based Review, there will be reputational risks, as well as further long-term impacts on the quality of the highway, accident claims and the City's ability to maintain its areas of high footfall and prestige streetscene enhancements.

Actions

37. Officers from the Highways Group in DBE have established a Highway Maintenance Efficiency Plan to set out and track the available survey evidence on highway quality, and to identify and manage how budgets and operational activities can be delivered most effectively. The analysis from that Plan (much of which is summarised in this report) has led to a number of proposed actions in the following areas:

    - Long-term planning
    - Calculating funding needs
    - New specific budget items
    - Utilities
    - Riney mobile working
    - Data gathering

<u>Long-term planning</u>

38. The Government's 2012 Pothole Review suggested that trying to manage the carriageway backlog on a year by year basis via inconsistent funding levels can be highly inefficient. This approach to funding results in works being levered into a programme at short notice with little opportunity for a more effective strategic approach, and it recommended that greater budget certainty was needed; ideally four years in advance to mirror government spending reviews. This would allow more efficient maintenance strategies to be delivered, and with more certainty in the supply chain, further cost reductions could be sought.

39. The City and JB Riney have sought to ensure that highway maintenance works are planned as efficiently as possible, but the problem of piecemeal 'stop / start' investment in road maintenance was again highlighted in September this year by the Public Accounts Committee. It reiterated that piecemeal funding remained one of the key barriers to delivering cost-effective highway maintenance, and in the context of DfT funding for roads

maintenance, the Committee said that 'unpredictable and fluctuating budgets for road maintenance…put value for money at risk'.

40. As a result, a more strategic long-term funding plan is needed to address the problem. Creating greater certainty around what can be afforded will allow a more formal structure to be implemented for monitoring street condition and prioritising works, leading to a more efficient resurfacing programme overall. It will also lead to the long-term co-ordination of programmes with the Local Transportation and Streetscene Enhancement teams, whereby streets that are liable for externally-funded enhancement in the medium to long term are maintained (in the short term) with that in mind.

Calculating funding needs

41. The new focus on establishing and tracking accurate survey data for highway condition, and the requirement from CIPFA to calculate the value of the highway and the backlog of work, has helped officers to have a better understanding of what funding might be required to reach a 'steady state' ie where the condition of the City's streets is not getting any better or worse.

42. Although it is difficult to project how much funding would be required to close the backlog, recent evidence would suggest that the overall level of funding in 2013-14 (£675k, including TfL and DBE reallocations) did appear to slow some of the apparent downward trends. This aligns with the calculation that an estimated annual resurfacing budget of £642k is required if the City's streets are to be resurfaced before they are life expired.

43. Therefore, our current best estimate of the funding needed to hold the carriageway at a steady state would be for a core resurfacing fund of £650k pa, preferably supplemented by TfL and departmental moneys as / when these are available to help address the backlog. Conversely, our assessment would suggest that an annual funding level less than £650k in total will likely result in an increased repairs backlog, and the deteriorating state of the highway becoming more noticeable.

44. As some of these methods of calculating the scale of the backlog are relatively new, a further 12 months of monitoring would better inform our trend analysis. However, it would already appear clear that further cuts to current budgets would see this decline accelerate, particularly as the costs of materials are expected to increase faster than any CPI inflationary increase to local risk budgets. Equally, if these trends are to be reversed, existing funding levels need to be retained, and new sources of funding identified, such as seeking longer terms of up to 20 years for maintenance funding of streetscene enhancements through s106, s278 and CIL.

New specific budget items

45. It is also important that DBE funding seeks to address the maintenance of other key elements of the highway, such as granite sett repairs, patching and a footway repair programme. These factors should ideally not be funded from the wider reactive maintenance budget, but instead have their own separate budgets and works programmes, to make sure that funding is spent within the correct area. Given the current number of defects for granite setts in the City, this could require an annual allocation itself of around £150k pa to reduce the current backlog, or £75k pa to hold it at a steady state.

46. The UKPMS data makes it clear that a planned footway maintenance programme is needed and should be funded and implemented on a long-term basis, rather than through the monthly Riney general maintenance spend. In addition, a patching budget and programme would allow for areas of large rutting or potholing to be targeted with a first-time preventive cure, rather than a series of smaller repeat visits. Once again, in order to achieve this, current budgets need to be retained and new sources of funding identified.

Utilities

47. As mentioned earlier in this report, the detrimental effects to the network from legitimate utility openings can reduce the life of the carriageway by up to 17%, even when reinstatements are done correctly. This is because the cumulative impact of successive excavations will inevitably cause the structure of the highway sub base to deteriorate over time.

48. We must therefore take every possible measure to ensure that new surfaces are disrupted as little as possible after being laid. Better long-term planning of resurfacing will allow utilities greater visibility of future resurfacing schemes, giving them more opportunity to advance their work so that it happens before the City's resurfacing takes place. In addition, that 'early view' of the City's programme will allow a more rigid use of the City's powers to prevent utilities from digging up a newly resurfaced street.

49. Monitoring (and enforcing) the quality of utility reinstatements is also key, as can be shown by the results of the City's coring programme for the last three years (shown below):

% of coring failures

Year	Failure Rate (%)	Method
2011/12	14	Random sample
2012/13	12	Random sample
2013/14	63	Targeted against poor performers

50. In 2011/12 and 2012/13, this assessment was done on a random basis, and suggested that in general, just over 10% of utility reinstatements are inadequate in the City. This is a low figure for a random sample in comparison to the experience of other highway authorities in London, who have found failure rates over 70% in a similar random sample. However, last year we undertook a more targeted intelligence-based assessment focusing on a handful of companies suspected of poor performance. By contrast, this assessment resulted in nearly two out of every three cores failing inspection.

51. Each failed core is challenged, the reinstatement formally rejected, the utility instructed to repeat the work, and the combined cost of the original core, the officer time and an inspection fee is recharged. This penalty amounts to over £150 per failure, and although not a major financial penalty in itself, the cost of doing the work a second time can be. It also sends out a positive message that the City will not accept substandard trench reinstatements, which are more likely to become highway maintenance liabilities to the City in the long-term.

52. We must also continue to be innovative with utilities. Some recent examples of this include:

- agreeing prescribed reinstatement protocols for areas with granite setts;
- offering to supply granite setts to help utilities complete first time reinstatements, as they cannot easily source small quantities of specialist materials themselves;
- offering the services of our term contractor to undertake works using specialist materials on behalf of the utility;
- securing special reinstatement agreements, even beyond the expiry of the standard warranty period;
- challenging utilities (as a result of targeted coring) to employ contractors who deliver works to a high standard and do not cut corners;
- bringing pressure to bear on utilities to share the cost of highway repairs where their plant is not installed at the proper depth under the highway.

Riney Mobile Working

53. The highway maintenance term contractor, JB Riney, have just started trialling the use of tablet computers to record and manage the City's highway defects. The new mapping and database system will allow both City officers and Riney themselves to better examine and review the current inspection and repair process (ie what types of repairs are being identified, prioritised and fixed, how quickly repairs are being made etc).

Data gathering

54. The UKPMS surveys of the City's highway network will continue, as this process allows us to map the data, identify patterns and trends, and calculate the value of the backlog. In the long term, this process must also be robust enough to stand the scrutiny of CIPFA-led auditing of our highway accounts.

55. The Street Condition Index will also continue as a secondary check, as it still represents the best long-term trend data we have, and will be supplemented by specific annual reviews of the condition of the City's granite setts.

56. We will also work with LB Hammersmith & Fulham to further refine their survey work, and commit to contributing to London and National benchmarking studies such as the ALARM survey.

Conclusion

57. Different sets of surveys consistently suggest that a significant part of the City's highway network requires repair, and that despite additional sums being drawn from TfL and departmental sources to supplement DBE's base resurfacing budget, the state of the highway has not improved.

58. If funding for highway maintenance remains at its current level, there is every likelihood that this long-term decline will continue. Therefore, it is recommended that no further savings are taken at this time, and that officers

continue to monitor the highway's condition, assess the progress made with managing utility reinstatements, and come back to Members with budget proposals in a year's time with the benefit of a further year's monitoring.

Appendices

- Appendix 1 – UKPMS Carriageway condition survey 2012/13 and 2013/14
- Appendix 2 – UKPMS Footway condition survey 2013/14

Background Papers:

- None

Ian Hughes
Assistant Director (Highways), Dept of the Built Environment

T: 020 7332 1977
E: ian.hughes@cityoflondon.gov.uk

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Legend

DVI2012-13

OVERALL_CI

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- 50.000001 - 75.000000
- 75.000001 - 150.000000

DVI2013-14

OVERALL_CI

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- 50.000001 - 75.000000
- 75.000001 - 150.000000

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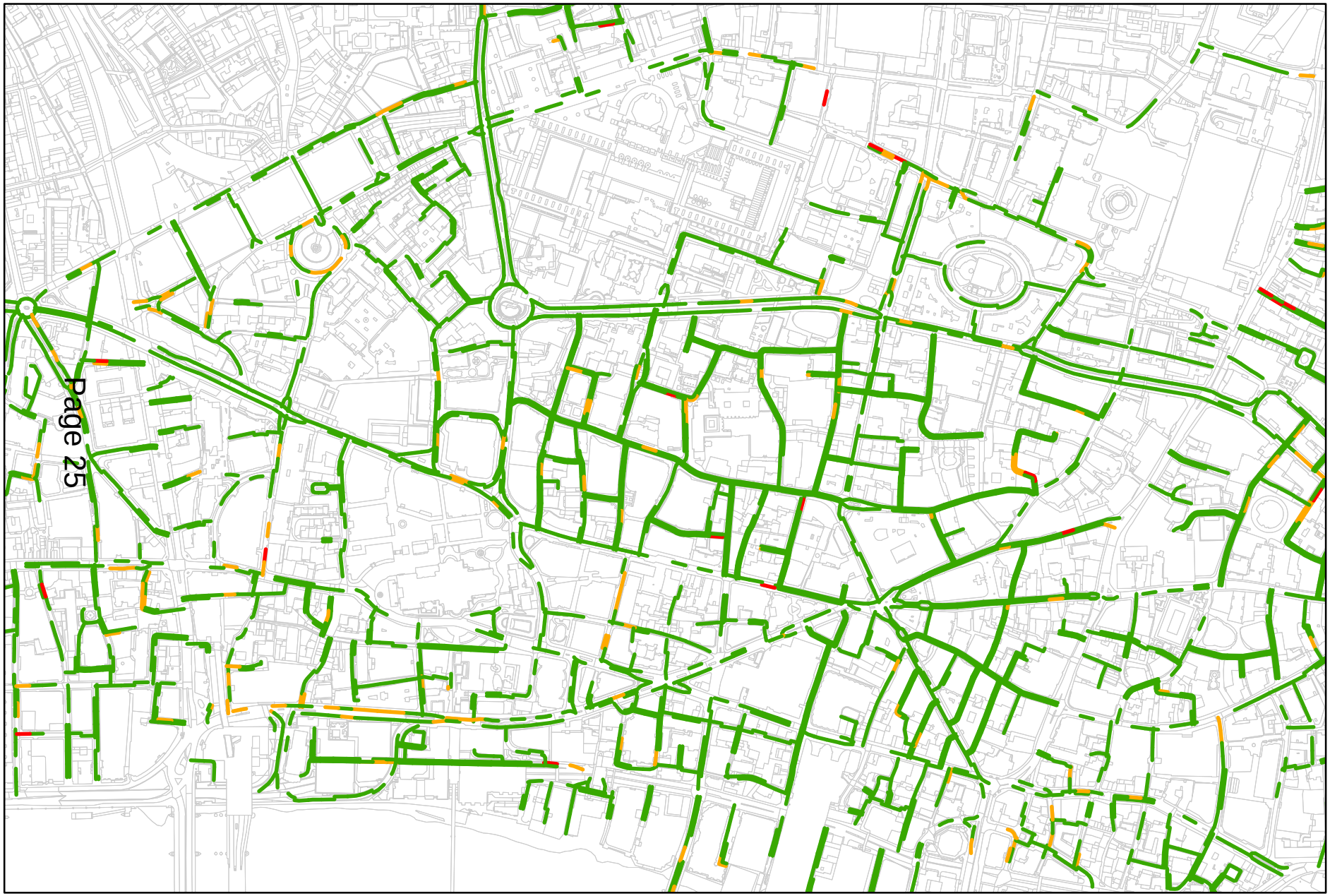
City of London
UKPMS assessment- DVI survey 2013/14
Footway overall CI condition



N

Legend

FW_2013_14_DVI

OVERALL_CI

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- 50.000001 - 100.000000

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Nasser Hashemi- Ext 3627

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Committees:	Dates:	Item no.
Streets and Walkways Sub-Committee Projects Sub Committee	17/11/2014 09/12/2014	
Subject: **Cheapside 4A – Gresham St Scheme**	**Gateway 7 Outcome Report**	**Public**
Report of: Director of the Built Environment		**For Decision**

Summary

- Project Status - Green
- Project Stage - Gateway 7 – Outcome Report
- Approved Budget - £168,355*
- Final Cost – £150,762*
- Overall project risk - Green

* Figures quoted above include pre-evaluation and are accurate as of October 2014. Please see Appendix A for the financial breakdown.

Recommendations

It is recommended that:

1. The lessons learnt highlighted in this report be noted and the project be closed.

Main Report

1. Brief description of project	In June 2010, the junction of Gresham Street and St Martins Le Grand was re-opened to eastbound traffic to facilitate works along Cheapside and surrounding areas. Over the course of the temporary two-way arrangement the City received a number of requests to formalise the temporary arrangement and make this junction permanently open to traffic in both directions. This project was to make the two way arrangement permanent thereby improving vehicle accessibility and to also improve cyclist accessibility. The project included construction of a raised table with the primary reasons of improving junction safety and pedestrian accessibility. . The raised table was constructed with a buff anti-skid surfacing rather than granite, This was done given the cost of construction and maintenance of granite tables and the longer construction time associated with granite tables.The

	intention was to assess whether a coloured surface was as effective as granite in making vehicles yield to pedestrians, slow approach speeds, and reduce accidents. Works were completed on programme in September 2013.
2. Assessment of project against success criteria	Success criteria for this project:- 1. <u>Improved motor vehicle accessibility for local occupiers</u> Achieved by the introduction of eastbound vehicle movements through the junction of Gresham St and St Martins Le Grand. Before and after surveys (2010-2014) suggest this has been achieved as vehicle volumes show an increase from 3089 to 4150 vehicles per day. 2. <u>Improved highway network resilience</u> Achieved by the introduction of two way traffic movements through the junction. The introduction of two-way traffic flows at the junction provides more potential diversion routes in the event that streets in the local area had to be closed. This would reduce the impact of road closures on local businesses. 3. <u>Improved cycling accessibility, convenience and safety</u> The introduction of a shared pedestrian/cycle route from Angel Street to Gresham Street has improved accessibility, convenience and safety for cyclists on this important east/west cycle route. Post implementation surveys and feedback from cyclists was generally positive with the majority considering the junction to be safe. However, a similar majority of cyclists surveyed also thought the junction looked like a standard City junction and that the raised surface treatment did not encourage them to reduce speed. This may be due, in part, to the approach speeds of vehicles exiting the Museum of London rotunda. Behavioural observations from the study also showed that regularly cyclists do not slow down when entering the junction and frequently weave through pedestrian traffic on the crossing. This may be due to the large radius of the entry arm from St Martins Le Grand. It must be noted that this design element was essential due to the Gresham St and St Martins Le Grand forming part of the Lord Mayor's carriage and Cart Marking day route. A full breakdown of the on street interviews and behavioural observations can be found

	in Appendix C of this report. 4. <u>Usability for pedestrians</u> Accessibility has been improved by the introduction of a raised courtesy crossing. The raised crossing better meets the needs of people with physical disability. Over 60% of those interviewed considered the crossing safe with another 23% offering no opinion. However it was observed that little courtesy to pedestrians was offered at this location. This is possibly due to the speed vehicles approach from St Martins Le Grand which makes this a rather atypical junction against which to assess the effectiveness of coloured anti-skid in delivering courtesy. a. Pedestrian Comfort Survey data indicates that most pedestrians consider this junction to be safe and are in support of having the road surface raised to footway level. This is seen as particularly useful for mobility impaired users. This is further reinforced as no collisions have been recorded to date. The main comments from pedestrians interviewed are as follows: • that vehicles do not always slow down when entering the junction; • that vehicles often come close to pedestrians; • that cars take sharp turns when entering Gresham Street; and • that the main safety issue is that some pedestrians assume that they have priority and cross through traffic. However, behavioural observations show that in practice most pedestrians wait for the junction to be free of vehicles before crossing. In contrast a small number of pedestrians were also observed crossing without looking either left or right, which may imply that they felt that they had priority or simply indicate inattention. b. Driver Responses Post implementation interviews with drivers showed that they considered the junction to be safe. In general most drivers believed that the junction looked like a standard City street. Behavioural observations showed that approximately half of motor vehicles slowed down

	when entering the crossing area however the shallow gradient of the raised table does not seem to force drivers to consistently slow down and a number of vehicles were observed taking sharp turns at relatively high speed when entering Gresham Street. This is possibly due to drivers being concerned about being hit from behind by fast moving following traffic. c. Vehicle Speed & Volumes Overall analysis of vehicle numbers, speeds, and material type from 2010-2014 suggests that the junction is considered to function safely by the vast majority of users. However, whilst the accessibility benefits of the raised courtesy crossing are widely recognised, the buff antiskid surface dressing and gradient of the approach ramps only seems to significantly modify the behaviour of around 50% of drivers in terms of speed reduction. Overview The evidence to date suggests that whilst the level of courtesy offered is not as high as experienced at some other courtesy crossings in the City,eg: • Fleet Street / Salisbury Court • London Wall / Circus Place • London Wall / Copthall Avenue • Newgate Street / Warwick Lane Never the less approximately 50% of vehicles were observed slowing down or offering more pedestrian priority. The junction has proved to date to be safe in that to date no collisions or casualties have been recorded. However experience elsewhere suggests that tighter radii, shorter crossing distances, and steeper entry and exit ramps would be likely to deliver further safety. It should be noted that due to utility locations and design features to accommodate the Lord mayors Show these design features were not practicable at this junction. These peculiarities are considered to make this an atypical junction for the purposes of assessing the effectiveness of coloured anti-skid in delivering speed reductions and pedestrian courtesy. 5. <u>Minimise the impacts of increased traffic using Gresham Street</u> As had been anticipated. Traffic flows on Gresham Street have increased from 3,089 to 4,150 per day. Average traffic speeds on Gresham Street have also increased, from 13mph to 20.6mph. A contributing

factor to the increased speeds is the large radii needed for Lord mayors Show.

6. <u>Reducing accidents in line with the City's Road Danger Reduction Plan</u>

Table 1:

Accident Analysis 2006 to 2013 (Junction of Gresham St and St Martins le Grand)

Gresham/St Martins Le Grans	**ACCIDENTS**		
	Fatal	Serious	Slight
2006	0	0	0
2007	0	0	1
2008	0	0	0
2009	0	0	0
2010	0	0	1
2011	0	0	1
2012	0	1	1
2013	0	0	0
Totals	**0**	**1**	**4**

From Table 1 above it can be seen that as a whole collisions have slightly increased since the junction was changed from a one way exit westbound (2009) to two-way movements through the junction (2010-13). However, since the completion of the project in September 2013 there have been no recorded accidents.

It is considered that the accident rate at the junction could have been even lower if it had been constructed with tighter radii and greater vertical deflection, as research indicates that motorists are more likely to yield to pedestrians when these design features are implemented. However, these design features were not practical at this junction as set out in 4c above.

3. Programme	The project was completed within the agreed programme
4. Budget	The project was completed within the agreed budget The quoted underspend is in relation to piped subway works estimated for but not required.

Review of Team Performance

5. Key strengths	• Working in partnership with the City's term contractor (Riney's) to deliver the project on budget and to programme; • Managing communications successfully through a robust communications strategy to ensure that the local businesses were aware of the project's start and end dates inclusive of the benefits the project will bring; and • Establishment of standardised pre-post implementation survey methodologies which can be applied to the future implementation of courtesy crossings within the City.
6. Areas for improvement	• Improve on design and data collection methodologies to ensure year on year analysis of courtesy crossings is undertaken to allow for a City Wide quantitative assessment of their increasing ability of reduce road danger.
7. Special recognition	Sam Lee - Cheapside Area Improvements Project Manager Geoff Pluck – Project Manager (No Longer at the City) Johnathon Russell – Highways JB Riney – Term Contractor

Lessons Learnt

8. Key lessons	The key lessons learnt from this project are: 1. Ensure that standardised data sets are collected over time to facilitate ease of assessment and comparison. By establishing a standardised format for the collection of traffic data it will enable historic and future City wide data sets to be collected and analysed giving more precise results, which in turn will inform future design; 2. To minimise disruption an attempt was made during construction to minimise the curing time prior to applying the antiskid surface. This impacted upon the bonding of the antiskid surfacing and has resulted in some premature deterioration of the surface. To

	ensure maximum benefit/cost for utilisation of any materials on courtesy crossings in future sufficient curing time or standoff periods should be observed before vehicle over running is allowed. This will significantly reduce the whole life cost of a scheme and reduce likelihood of defects occurring in the short term. 3. Further trials of the effectiveness of coloured anti-skid are recommended at more typical City junctions to better assess its effectiveness in reducing traffic speeds and encouraging pedestrian courtesy.
9. Implementation plan for lessons learnt	• Officers will utilise information and lessons learnt from this project to inform material types, and successful design elements when designing and implementing future courtesy crossings within the City ; and • The findings above will be utilised to prepare a wider trial of courtesy crossing construction which it is proposed will consider costs and most appropriate use of materials and design.

Appendices

Appendix A	Detailed Finance Breakdown
Appendix B	General Arrangement Drawing
Appendix C	Full details of interviews and observations

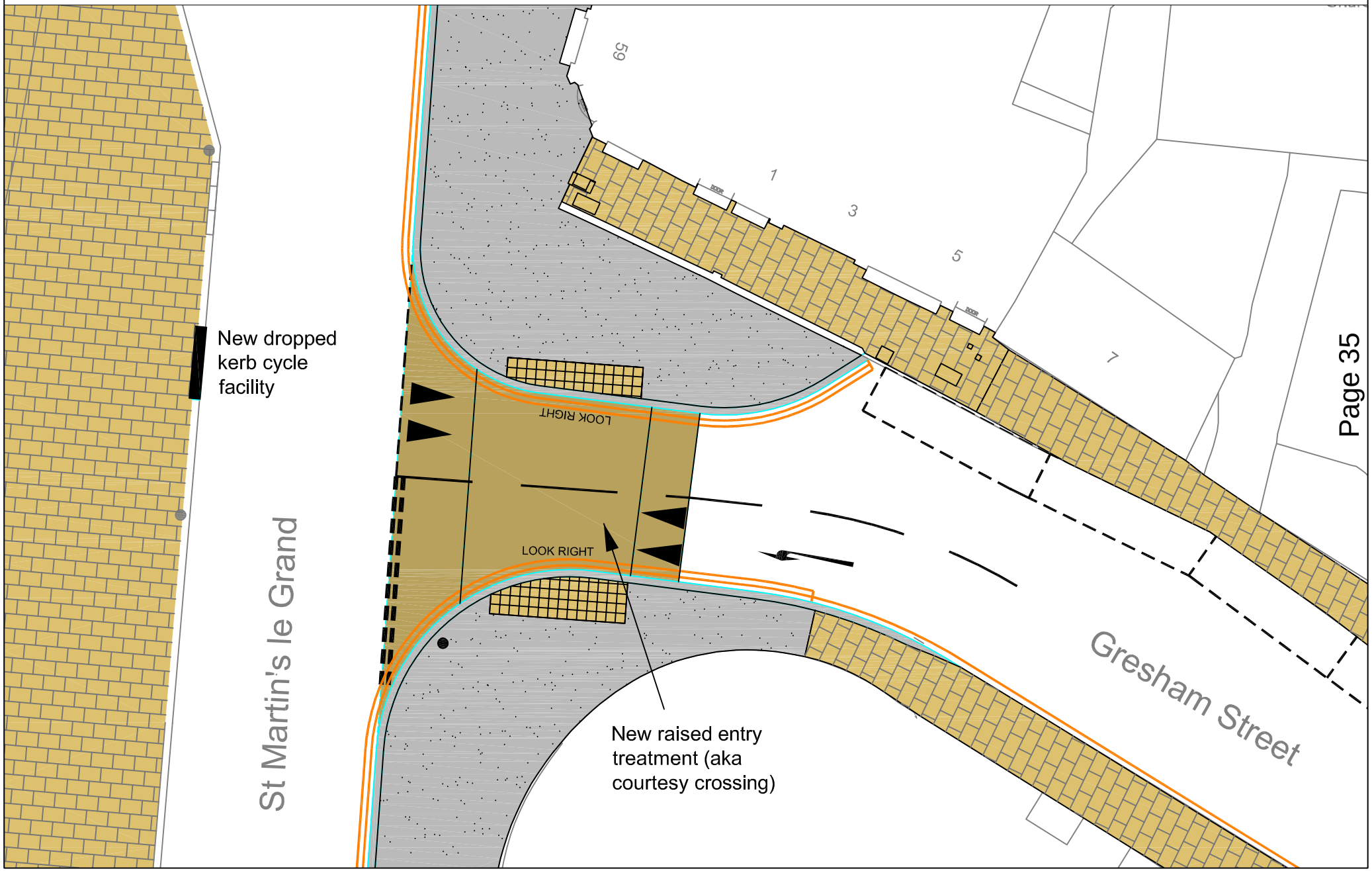
Contact

Report Author	Aaron Banfield
Email Address	Aaron.banfield@cityoflondon.gov.uk
Telephone Number	Ext: 1723

APPENDIX A – DETAILED FINANCE BREAKDOWN

Cheapside Stage 4A - Gresham Street			
Description	**Budget (£)**	**Actual (£)**	**Balance (£)**
Pre evaluation			
Fees	17,110	15,875	1,235
Staff Cost	49,390	47,328	2,062
Total Pre evaluation	**66,500**	**62,203**	**3,297**
Implementation			
Fees	13,150	11,373	1,777
Staff Cost	22,000	21,463	537
Works	57,850	39,964	17,867
Total Implementation	**93,000**	**72,799**	**20,201**
Total Outcome report			
Staff Cost	**8,555**	**14,760**	**(5,905)**
Total scheme cost	**168,355**	**150,762**	**17,593**

Appendix B - General Arrangement



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CITY OF LONDON
ST MARTIN'S LE GRAND / GRESHAM STREET JUNCTION
USER SURVEY AND SITE OBSERVATIONS

MARCH 2014

INTRODUCTION

This study was commissioned by the City of London's Built Environment Department in December 2013.

It investigates how the St Martin's Le Grand/Gresham Street junction is perceived by its different users. It also aims to asses its success in reducing vehicle speeds and improving pedestrian safety.

This has been done by:

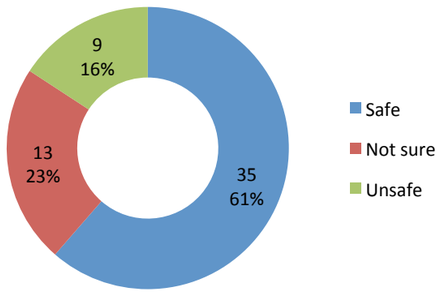
A. Site observations at peak hours

B. Interviewing 61 users to understand how this junction is perceived:
- 40 pedestrians,
- 10 cyclists,
- 5 taxi drivers,
- 6 van drivers.

This site work was carried out in January 2014.

SUMMARY OF FINDINGS

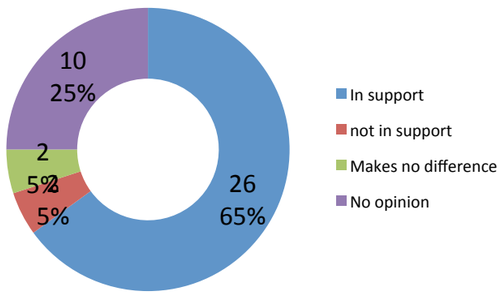
FEEDBACK FROM ALL USERS INTERVIEWED TO THE QUESTION «DO YOU THINK THE JUNCTION IS SAFE»



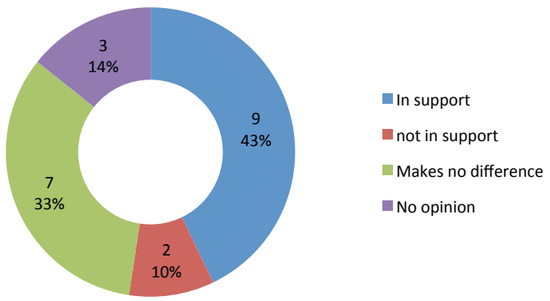
1. THE JUNCTION IS CONSIDERED TO BE SAFE BY MOST USERS

Most pedestrians and vehicle drivers consider this junction to function safely.
However, a number of pedestrians mentioned the sharp turning circles of vehicles entering Gresham Street and the speed of vehicles as factors hindering safety.

FEEDBACK FROM PEDESTRIANS



FEEDBACK FROM VEHICLE DRIVERS

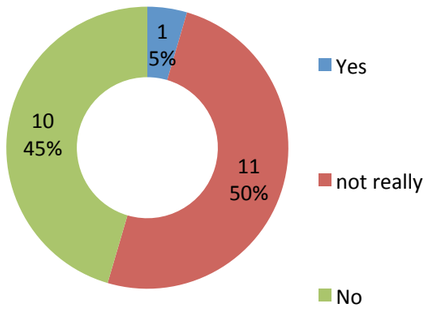


2. PEDESTRIANS ARE IN SUPPORT OF THE RAISED TABLE TREATMENT, VEHICLE DRIVERS ARE NOT CONVINCED

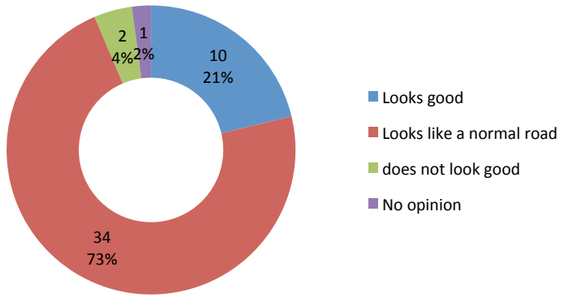
Around two thirds of pedestrians are in support of having the road surface raised, mainly for accessibility reasons. A large number of users mentioned benefits for mobility impaired people.

However, whilst few vehicle drivers are against this approach, a third consider that it does not have any impact on their behavior. A few explained this by the fact that the gradient of the approach is too shallow to force vehicles to slow down. Site observations confirmed that only around half of vehicles slow down when entering the crossing area.

FEEDBACK FROM PEDESTRIANS TO THE QUESTION «DO YOU FEEL THAT YOU HAVE PRIORITY OVER VEHICLES?»



OVERALL FEEDBACK ON THE AESTHETICS OF THE JUNCTION



3. PEDESTRIANS DO NOT FEEL THAT THEY HAVE PRIORITY OVER CARS

95% of the users interviewed felt like the design of the junction did not give priority to pedestrians over vehicles. This was confirmed by site observations that showed that vehicles stop to give way to pedestrians in approximately only a quarter of cases.

4. THE JUNCTION IS CONSIDERED BY MOTS USERS TO LOOK LIKE A STANDARD CITY JUNCTION

When asked if they thought that the junction looked good, most users where surprised by the question and replied that it looked like a normal road. However it is interesting to note that very few users (2 out of 61) considered that it did not look good.

OVERALL, THE JUNCTION IS CONSIDERED TO LOOK AND FUNCTION LIKE A STANDARD CITY JUNCTION

Most pedestrians and vehicle drivers consider that this junction is safe but does not look or feel different from other junctions in the City. Whilst the raised surface is considered to be a positive feature for accessibility reasons, most vehicle drivers state that it does not modify their behavior. Site observations tended to verify this.

DETAILED USER FEEDBACK

The following pages present the detailed feedback and site observations for :

- pedestrians,
- cyclists,
- taxi drivers,
- van drivers.

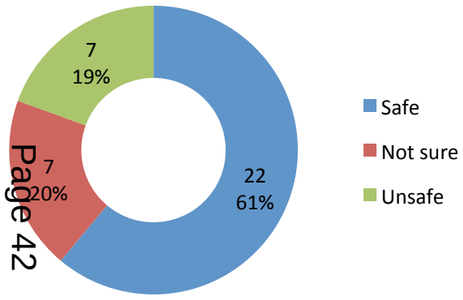
The following questions were asked to users:

1. Do you think the junction is safe?
2. Are you in support of having the road surface raised?
3. Do you feel you have priority over vehicles (this question was only asked to pedestrians)?
4. Do you think that the junction looks good?
5. How often do you use the junction?

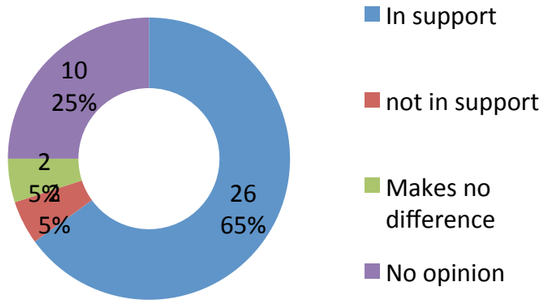
These surveys were carried out the 15, 16 and 17 January 2014.

PEDESTRIANS - 40 INTERVIEWED

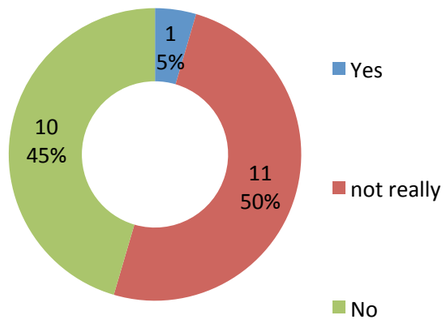
DO YOU THINK THE JUNCTION IS SAFE?



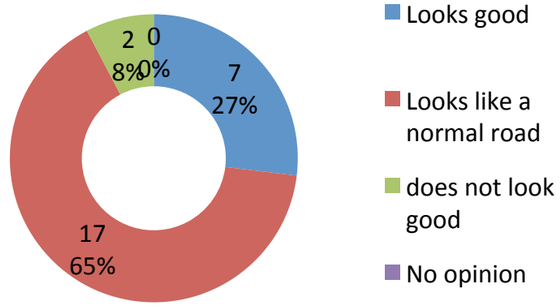
ARE YOU IN SUPPORT OF HAVING THE ROAD SURFACE RAISED?



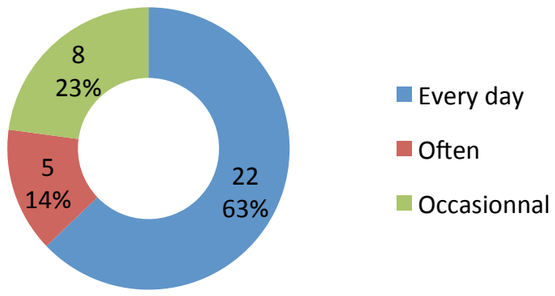
DO YOU FEEL YOU HAVE PRIORITY OVER VEHICLES?



DO YOU THINK THE JUNCTION LOOKS GOOD?



FREQUENCY OF USE



FEEDBACK

The survey indicates that most pedestrians consider this junction to be safe and are in support of having the road surface raised at footway level, this is seen as particularly useful for mobility impaired people.

However, the general feeling is that this junction functions like a standard City junction, pedestrians do not feel that they have some sort of priority over vehicles or that the junction looks different from other City roads.

MAIN COMMENTS

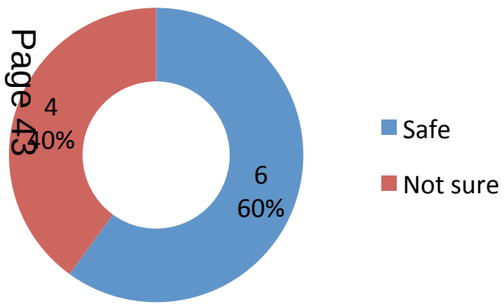
- 5 mentioned that vehicles do not always slow down when entering the junction
- 3 mentioned that vehicles often come close to pedestrians
- 3 stated that cars take sharp turns when entering Gresham Street
-4 stated that the main safety issue is that some pedestrians assume that they have priority and cross through traffic

BEHAVIOUR OBSERVATION

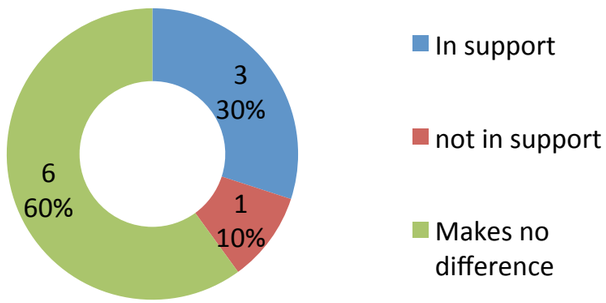
- Most pedestrians wait for the junction to be free of vehicles to cross
- A small number of pedestrians were observed crossing without looking left or right, assuming that they had priority
- vehicle drivers stop to give way to pedestrians only if forced to (i.e. when pedestrians are already engaged)

CYCLISTS - 10 INTERVIEWED

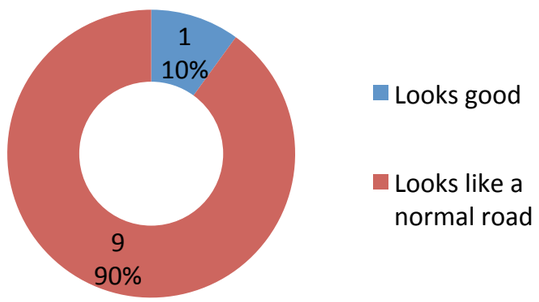
DO YOU THINK THE JUNCTION IS SAFE?



ARE YOU IN SUPPORT OF HAVING THE ROAD SURFACE RAISED?



DO YOU THINK THE JUNCTION LOOKS GOOD?



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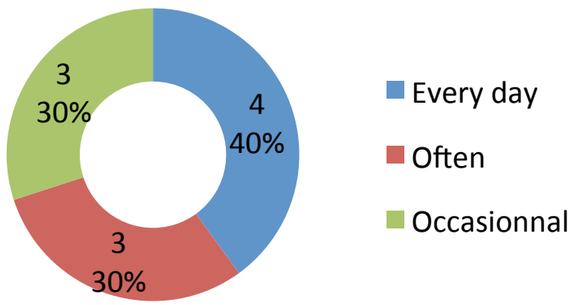


FEEDBACK

Feedback was generally positive, most cyclists did not have any particular comments to make and considered the junction to be safe. 2 mentioned that the recent enhancement works have improved the junction.

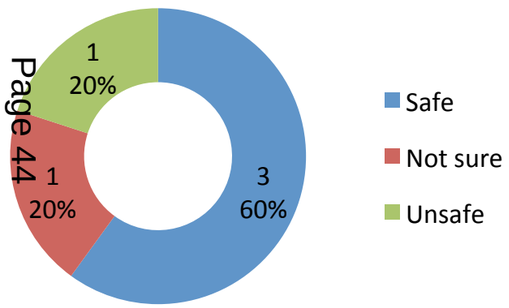
However, 9 out of 10 thought that the junction looked like a standard City junction and 6 out of 10 stated that the raised surface treatment did not make any difference to the way the junction functions.

BEHAVIOUR OBSERVATION

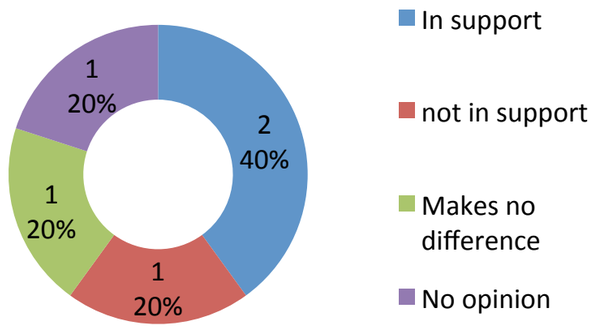
- Most of the cyclists do not slow down when entering the junction
- Cyclists generally manage to merge through pedestrian traffic

TAXI DRIVERS - 5 INTERVIEWED

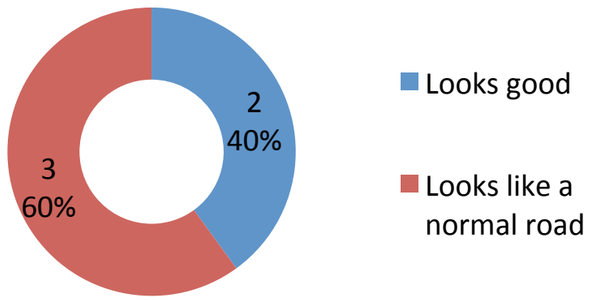
DO YOU THINK THE JUNCTION IS SAFE?



ARE YOU IN SUPPORT OF HAVING THE ROAD SURFACE RAISED?



DO YOU THINK THE JUNCTION LOOKS GOOD?



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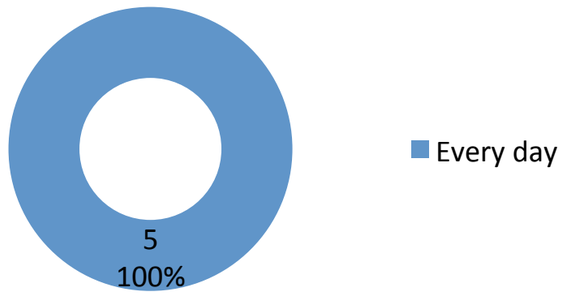


FEEDBACK

Most taxi drivers considered the junction to be safe.

However they were divided on the benefits of having the road surface raised. 2 mentioned that it was good for mobility impaired people whilst one thought it encouraged pedestrians to cross through traffic which was seen as dangerous. Another one thought it made no difference.

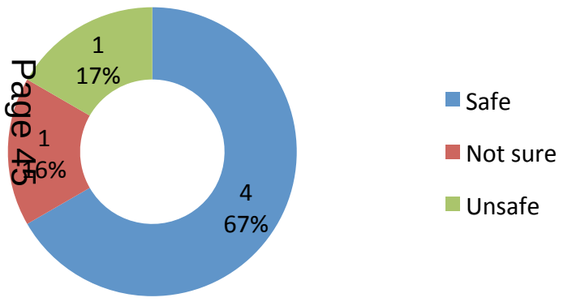
They mostly considered that the junction looked like a standard City road.

BEHAVIOUR OBSERVATION

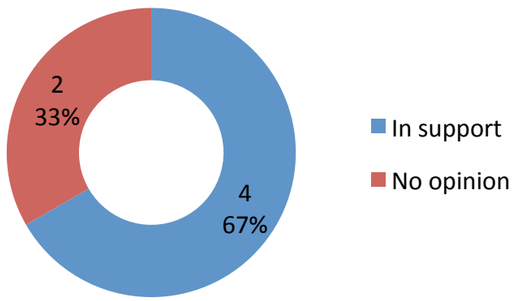
- approx half of motor vehicles slowed down when entering the crossing area - the shallow gradient of the raised table does not seem to force drivers to slow
- a number of taxis were observed taking sharp turn at relatively high speed when entering Gresham Street
- a number of taxis were observed stopping to pick up and drop off costumers on and just before the junction

VAN DRIVERS - 6 INTERVIEWED

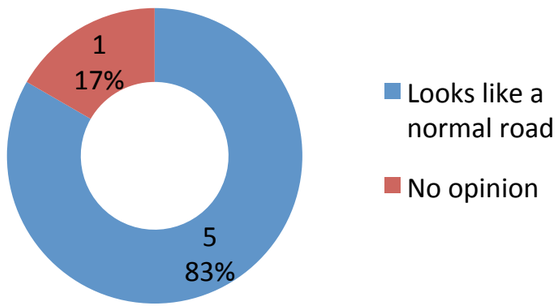
DO YOU THINK THE JUNCTION IS SAFE?



ARE YOU IN SUPPORT OF HAVING THE ROAD SURFACE RAISED?



DO YOU THINK THE JUNCTION LOOKS GOOD?



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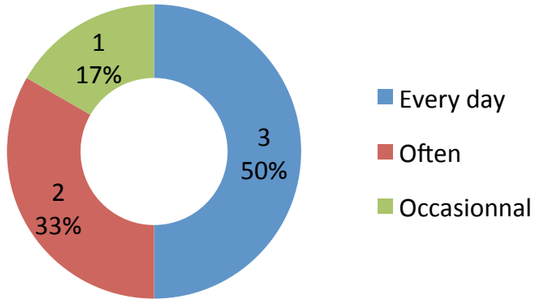

FEEDBACK

Van drivers had little to say about the junction.
They mostly considered it to be safe and were in support of the raised carriageway treatment, seen as good for pedestrians and mobility impaired people.

However, they overwhelmingly considered the junction to look and function as a standard City road.

BEHAVIOUR OBSERVATION

- approx half of motor vehicles slowed down when entering the crossing area - the shallow gradient of the raised table does not seem to force drivers to slow

CONCLUSION

As part of this study, 61 users of the St Martin's Le Grand/Gresham Street junction were interviewed. This was completed by site observations at peak times. Whilst this cannot be considered as a full survey of the junction's road users, the findings provide useful insights that can help further develop the City's approach to junction design.

In particular, this research suggests that this junction is considered to function safely by most users. However, whilst the accessibilty benefits of the raised table treatment are widely recognised, it does not seem to modify the behavior of vehicle drivers, in terms of speed reduction or giving more priority to pedestrians. Neither is it considered to improve the aesthetics of the space.

Overall, this study suggests that the design of the junction is functional but could be improved to better pedestrian comfort, reduce vehicle speeds and enhance the aesthetics of the area.

Committee(s):	**Date(s):**
Policy and Resources Planning and Transportation Streets and Walkways Sub (for information)	6 November 2014 11 November 2014 17 November 2014
Subject: Cycle Superhighways – City's formal response to the public consultation	**Public**
Report of: Director of the Built Environment	**For Decision**

Summary

The Mayor of London is currently consulting on his two Cycle Superhighway proposals (the East-West and the North-South routes). The public consultation closes on 9 November 2014.

Whilst the City agrees and supports the principle of the Cycle Superhighways, there are a number of reservations about them as they currently stand. The City is particularly concerned about potential adverse impacts on road safety (particularly to other vulnerable road users), pedestrian convenience, local access, network resilience and the knock-on impacts to the City's highway.

Transport for London (TfL) has provided the City Corporation with more information recently and promised that further information will follow. TfL are also considering our request for an extension to the consultation deadline; however, as this is still outstanding, it is therefore necessary to provide a response before the 9th November. This report therefore proposes the City's formal response.

Recommendation(s)

Members are asked to:

- Approve that the City will support the future use of Castle Baynard Street for the E-W Cycle Superhighway on the condition that the N-S Cycle Superhighway proposals are agreed with the City prior to implementation.
- Approve the City's response as detailed in Annex 2.

Main Report

Background

1. At your last meeting, Members considered a report on the public consultation currently being undertaken by TfL on the proposed Cycle Superhighways. The report informed Members that it may be necessary for the City to register its views formally, in order for changes to be made. Members approved that the City's response be delegated to the Town Clerk in consultation with the Chairman and Deputy Chairmen of this Committee and the Planning and Transportation Committee.

2. On 14th October, the Planning and Transportation Committee considered a report which detailed the potential impacts of the Cycle Superhighways and agreed to the City's interim response. Members also noted that there was insufficient technical information and therefore resolved that officers would seek more data and request an extension to the consultation deadline. A copy of this report is attached as Annex 1.

3. On 20th October, the Streets and Walkways Sub-Committee also requested that the City consultation response should call for Transport for London to undertake a further public consultation exercise if there are material changes to the proposals as a result of the consultation exercise.

Current Position

4. TfL has very recently provided more data and some responses to the City's concerns, such as the process used to amend traffic flows and how traffic flow into central London will be managed. These responses are still to be reviewed. The additional data is very complex and is also being reviewed by officers, but it is hoped that an update will be provided at your meeting. TfL has also acknowledged that further information is still pending and will provide this in due course.

5. Officers have also sought an extension to the consultation deadline so that the new data can be reviewed and Members informed accordingly. This request is currently being considered by TfL.

Proposed response

6. As the request for an extension to the consultation deadline is still being considered, it is therefore necessary to register the City's formal response before the consultation deadline of the 9th November.

7. Also, as the additional data has only just been received (still to be reviewed) and further data is still to follow, it is proposed that the City's interim response, as approved by the Planning & Transportation Committee on 14th October form the City's formal response together with an additional request from the Streets and Walkways Sub-Committee as detailed in para 3.

8. The current route alignment of the E-W Cycle Superhighway proposes to use Castle Baynard Street which requires our approval. However, the City

Corporation has less influence on the N-S Cycle Superhighway (as the route is on TfL's road) but the N-S proposals have some significant impacts, particularly at Ludgate Circus and Blackfriars junction. These impacts include longer wait times, narrow pedestrian islands and complicated layouts (as detailed in the Planning & Transportation report of 14th October). It is therefore proposed that Members additionally agree that the City will support the future use of Castle Baynard Street for the E-W Cycle Superhighway provided the N-S Cycle Superhighway proposals are agreed with the City prior to implementation.

9. Annex 2 provides a draft of the City's formal response for your approval.

Corporate & Strategic Implications

10. The Cycle Superhighways fully accords with the City's strategic and corporate policy objectives. The reduction in motor vehicles could deliver components of the Air Quality Strategy, the Climate Change Mitigation Strategy, the Health and Wellbeing Strategy and the Noise Strategy. The proposals could also help to deliver greater safety on the City's streets.

Implications

11. The delivery of Cycle Superhighways is very important for the Mayor of London. However, as the City's concerns have not been adequately addressed, the City Corporation cannot support the current detailed proposals.

Conclusion

12. Whilst the City agrees and supports the principle of the Cycle Superhighways, there are considerable reservations about them as they currently stand. The City is particularly concerned about potential adverse impacts on road safety (particularly to other vulnerable road users), pedestrian convenience, local access, network resilience and the knock-on impacts to the City's highway.

13. Until these reservations are addressed, the City Corporation therefore objects to both the N-S and E-W Cycle Superhighway proposals as they currently stand.

Appendices

- Annex 1 – Report of the Director of the Built Environment to the Planning & Transportation Committee on 14th October 2014.
- Annex 2 – Draft response to the consultation.

Mark Kelder
Project Manager, Department of the Built Environment

T: 020 7332 3970
E: mark.kelder@cityoflondon.gov.uk

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Annex 1

Committee(s):	Date(s):
Planning & Transportation	14 October 2014
Subject: Cycle Superhighways – The City's interim response to the public consultation	**Public**
Report of: Director of the Built Environment	**For Decision**

Summary

The Mayor of London is currently consulting on his two Cycle Superhighway proposals (the East-West and the North-South routes). Further proposals for Cycle Superhighways within London are due for consultation throughout the autumn. Some of these routes, CS1, CS2 and CS4 terminate close to or on the City boundary. These proposals have significant benefits as well as implications. It represents a major change in the way cycling facilities on the public highway should be provided. However, the proposals could lead to implications that cannot easily be reversed such as the re-instatement of turning movements or the way junctions operate.

Part of the E-W proposals is on Castle Baynard Street and therefore requires the City of London to exercise its Highway powers. Many changes to Traffic Orders are required as well as listed building consent. This would also require the City of London to exercise its Traffic and Planning powers. The City can, should Members choose, delay or stop the introduction of both Cycle Superhighways.

The proposals are heavily biased towards cycling but results in negative impacts on some other users. The overall impact of the current proposals on pedestrians, local access and the environment are not in keeping with the Mayor of London's Vision to 'create better places for everyone'.

This report represents officer's initial views of the consultation proposals. Further data is promised but yet to be released therefore a further paper is proposed to agree the City's final consultation response.

Recommendation(s)

Members are asked to:

- Note this report.
- Agree to the key requirements as detailed in para 44.
- Agree that officers seek an extension to the consultation period of at least one week and that if this is not agreed, the final response to the consultation be agreed by the Policy & Resources Committee and then by the Planning & Transportation Committee though urgency provisions.

Main Report

Background

1. The Mayor of London launched his Vision for Cycling in London in March 2013. One of his four key themes was a tube network for the bike. The Mayor is currently consulting on his proposals for two segregated Cycle Superhighways that run through the City of London. He has acknowledged that there will be benefits as well as impacts on other road users.
2. In March 2014, this Committee agreed 'in principle' with the routes of the Superhighways. It also agreed that 'in principle' certain City streets could form part of the superhighway.
3. The Mayor is now consulting on his two Cycle Superhighways and has set out his intention to start building in early 2015. Further proposals for Cycle Superhighways within London are due for consultation throughout the autumn. Some of these routes, CS1, CS2 and CS4 terminate within the City, close to or on the City boundary. Appendix 1 provides details of the E-W proposals through the City. Appendix 2 provides details of the N-S proposals through the City.
4. In addition to the Cycle Superhighways, there is also an extensive network of cycle "quiteways" proposed throughout Central London. The routes in the City have been agreed in principle by the Streets & Walkways Sub-Committee earlier this year. Appendix 5 provides a plan showing all the various proposed cycle routes.
5. The original deadline for responses was 19th October but due to the significance of the proposals and the delayed release of the technical information, it has been extended until 9th November 2014.
6. This report provides Members with detailed information (as far as it is available to officers) and suggests the City's requirements.
7. Responding to highway proposals is within the remit of the Streets & Walkways Sub-Committee. However due to the overall significance of the issues, it is proposed that the response be made by the Policy and Resources Committee and the Planning and Transportation Committee on behalf of this Committee. A paper on this matter was considered by the Policy and Resources Committee at their meeting on the 2nd October.

Current Position

8. The City has being working with TfL since August 2013, to try to ensure that the proposals developed provide the best possible outcome for the City. The proposals will provide many benefits but due to Mayor's design objectives, there are also negative implications for the City and the whole of London.
9. The Mayor has acknowledged that the analysis shows that the proposals would mean longer journey times for motorists as well as longer waits for pedestrians at crossings in a number of locations. He proposes to mitigate these impacts through the use of "wider traffic management plans". The City

has not been made aware of what the wider traffic management plans will include. Some of the improvements for pedestrians include new pedestrian crossings, which are discussed later.

10. TfL promised to release traffic modelling information during the course of the public consultation; to inform the public of the effects of its proposals. The modelling work is a major and complex piece of work and is key to understanding the implications. This data was released on 24th September 2014 but it does not provide sufficient detail at a local level, nor does it show the overall implications for movement throughout London.

11. It is now understood that further modelling information will be made available to officers and in order to consider that information thoroughly, officers will be seeking a further extension to the consultation deadline beyond the 11th November (which is the date this Committee next meets). If this is not secured, the City's response will need to be agreed at the Policy & Resources Committee on the 6th November and then by the Planning & Transportation Committee under the urgency provisions.

12. The design of both the N-S and E-W Cycle Superhighways are intended to be for higher volume, faster routes for cyclist. They will run mostly on TfL roads, be direct and largely segregated. At junctions, conflicts between motor vehicles and cyclists will be removed. In order to achieve these design objectives, the reallocation of road space, amended signal times and restricted access is proposed. The City considers that the proposals are too heavily biased towards cyclists with insufficient consideration given to the needs of other users. Key changes are therefore needed before officers would recommend that the City should offer its support.

Key Issues & Analysis

13. TfL has provided a summary of the modelling results and has described the benefits and disadvantages of the proposal. These are shown in Appendices 3 & 4. The results generally detail implications at a wider, strategic level as well as at a few key City locations. Officers believe that further information is still missing, such as the operation of each junction and link, collision analysis, impacts on the rest of the City, and the process to manage traffic flows and signal operations in the future.

14. Officers believe that TfL's proposals will have a significant adverse impact on the City. In particular to pedestrians, traffic flow, access and network resilience. It also fails to sufficiently address other challenges such as casualty reduction, air quality and the built environment.

<u>Pedestrians</u>

15. The two Cycle Superhighways will provide10 new signalised pedestrian crossings and change the level of service at four existing crossings. The changes to the crossings are shown in the table below.

Location	Existing crossing facility	Proposed crossing type
Trinity Square	Large refuge island and contrasting carriageway	Single stage
Queen Street Place	Refuge island	Stagger (2-stage)
Temple Avenue	Refuge island	Single stage
Victoria Embankment	Single stage	Stagger (2-stage)
New Bridge Street by Watergate	Large traffic island	Stagger (2-stage)
Fleet Street/Ludgate Circus	Refuge island	Stagger (2-stage)
Ludgate Hill/Ludgate Circus	Refuge island	Stagger (2-stage)
Charterhouse Street (east)/Farringdon Street	Refuge island	Single stage
Charterhouse (west)/Farringdon Street	Refuge island	Single stage
Farringdon Street/Charterhouse Street	Refuge island	Stagger (2-stage)
Farringdon Road/Charterhouse Street	Refuge island	Single stage
Tower Hill/Minories	3 stage	Single stage
Shorter Street/Minories	Single stage	Stagger (2-stage)
Minories/Tower Hill	3 stage	Remove one crossing arm

16. Whilst most of these new crossings are welcomed and long overdue, a number of them are proposed to be the “stagger” type crossings. These are crossings where pedestrian will need to cross in two attempts (two stages) and are therefore less than ideal.

17. Officers consider that the existing stagger crossings at Ludgate Circus do not work effectively. At both crossing points, many pedestrians simply cross outside the crossing area and “green” man phase. They choose instead to cross in a straight line rather than use the narrow stagger islands. The current long pedestrian wait times also increases non-compliance with the pedestrian facilities provided thereby increasing road danger.

18. Also at Ludgate Circus, the width of the existing stagger on the southern arm is proposed to be reduced. It is already substandard in width to accommodate the number of pedestrians using it and reducing it further would make this an unusable facility. Because it is so narrow, people in wheel chairs or pushing a buggy will struggle to negotiate around the stagger and the necessary signal poles. On the other arms, new islands are also proposed to be of a similar substandard width. It is therefore considered that the proposals to retain the existing stagger crossing as well as to provide two new stagger crossings coupled with longer wait times is inappropriate. These crossings need to be significantly improved.

19. Over the last decade or so, pedestrian wait times at signal crossings have gradually increased. These increases have been made by TfL in order to maintain capacity for motor vehicles. It involves increasing signal cycle times which means it will take longer for the “green” man to appear. This also means that many pedestrians now ignore the “green” man and cross when they can, again increasing road danger.

20. Signal sequence times and pedestrian wait times are already excessive and encourage many pedestrians to cross outside of the green man phase. This increases risk. These Cycle Superhighway proposals will lead to a situation where pedestrians will be required to wait even longer before their opportunity to cross is given. A summary of the maximum wait times proposed are shown in the table below.

Location	**Existing max wait times**	**Proposed max wait times**	**Change**
Tower Hill/Minories	82 seconds	90 seconds	+ 8 seconds
Upper Thames St/Queen Street Place	98 seconds	98 seconds	No change
Blackfriars Station (westbound exit)	90 seconds	114 seconds	+ 24 seconds
Ludgate Circus	90 seconds	114 seconds	+ 24 seconds
Farringdon St/Charterhouse St	No existing facility	114 seconds	N/A

21. From the table above, it can be seen that the increased wait times at Ludgate Circus and Blackfriars Station are unreasonably excessive. The wait times at the other locations including the new crossings are also increased or considered too long. A reduction in wait times are needed rather than increased or at worst they should remain the same.

22. There is also a significant issue and a huge missed opportunity to improve pedestrian access to the City. As part of the Thames Tideway project, it is proposed to re-locate the existing Blackfriars Pier to Puddle Dock. The pier will bring more pedestrian activity into this area but their routes into and from the City are extremely limited. In addition, access for people with disabilities has not been provided at all (whether as part of the Thames Tideway or the Cycle Superhighway projects). Although pedestrian facilities along Puddle Dock are very poor, the width of the highway provides significant opportunities to make this a much better route. If the E-W proposals were implemented as proposed, it would preclude this opportunity. There are already pedestrians using this route. They cross the traffic lanes and climb over the wall to access the riverside. The new pier will only make the need for this missing pedestrian route that much more obvious.

23. Although the proposals provide more pedestrian space, they are not necessarily at the locations where they are most needed such as the large islands north of Ludgate Circus or the islands forming the cycle lane segregation. In fact, the proposal looks to reduce footway space, particularly outside areas where high pedestrian flows exist such as at the Tower of London, Trinity Square Gardens, Queen Street and Ludgate Circus.

24. The proposals expect and plan for an increase in cycling activity. The City is planning for a significant uplift in the number who work in and visit the City. Therefore, the proposals must be able to cater for an uplift of between 25% and 50% in the number of pedestrians using key junctions. The current proposals do not seem to be able to accommodate this increase.

Traffic flow, local access and network resilience

25. The E-W route is a very important strategic route for general traffic movement. It is an arterial route carrying large volumes of traffic through the City. A significant proportion of these are essential traffic such as vans, lorries and coaches. The route also provides for local access to residential and business premises.

26. Currently the route is often congested in both directions but TfL have adopted a design which seeks to retain two westbound traffic lanes for most of the length of the route through the City, but only one lane eastbound. It is not clear why this design has been adopted but officers believe that the extra westbound lane will be used to stack excess traffic; that can then be released slowly into the rest of central London. This would be detrimental to air quality in the City.

27. The N-S route is less significant in terms of strategic traffic movement but still carries quite a large volume of traffic. The proposals will reduce traffic capacity and lead to longer journey times along the route.

28. According to TfL's modelling, journey times for the E-W route will take up to an additional 16 minutes w/b and 7:30 minutes e/b. TfL also claims that on some routes they predict that journey times will actually reduce in the eastbound direction. It is hard to understand the reasons for this, especially as it is the eastbound carriageway that is being taken up to make way for the cycle lane. The N-S journey times could take an additional 12 minutes n/b and be quicker by over 2 minutes in the southbound direction. A summary of this is provided in the table below.

Route	Direction	Current		Proposed		Change	
		AM	PM	AM	PM	AM	PM
Limehouse Link Tunnel to Hyde Park Corner	W/B	34:34	30:51	50:28	44:20	15:54	13:29
	E/B	27:51	30:38	35:29	35:06	7:38	4:28
East Smithfield Street to Margaret Street	W/B	18:15	17:06	18:34	23:14	0:19	6:08
	E/B	14:50	16:37	11:51	12:45	-2:59	-3:52
Elephant & Castle to Farringdon Station	N/B	11:28	10:56	12:09	15:12	0:41	4:16
	S/B	10:50	12:17	9:42	9:13	3:53	2:03
Stamford Street to Queen Victoria Street (Journey starts on Stamford St)	N/B	3:45	3:20	15:43	12:41	11:58	9:21
	S/B	5:50	5:22	3:39	3:41	-2:11	-1:41

29. One of the design parameters is to remove conflict between cyclists and motorists at junctions. TfL proposes to achieve this by providing either dedicated signal phases/advanced green time for cyclists or to prohibit certain movements. A large number of prohibited movements are proposed. Some have more impact than others. A summary of the prohibited movements are detailed below.

30. These include:-

a. Shorter Street – Bus and cycles only street. This would mean that any southbound traffic on Mansell Street (Inner Ring Road) will not be able to proceed westbound. Instead they will need to find alternative routes. It is likely that this traffic will either divert onto streets in Tower Hamlets (Leman Street) or the City (Aldgate High Street, Fenchurch Street, etc). Traffic flows using this route are not high but it is inappropriate to direct strategic traffic, in particular large vehicles onto the City's streets. This change would also impact on Cleansing vehicles from accessing Walbrook Wharf from that area.

b. Trinity Square – No access from Byward Street/Tower Hill. The alternative access would therefore be at Puddle Dock (this is the closest junction for eastbound traffic before arriving at Trinity Square) or Minories. It would then involve motorists negotiating very narrow and pedestrian dominated streets such as Crutched Friars and Cooper's Row. Although the number of motorists using this area is fairly small (TfL counts of ~200 vehicles during the peak hour), there are many businesses such as hotels that require access for larger vehicles. It is inappropriate to divert more traffic onto these streets. These streets are also not suitable to accommodate larger vehicles.

c. Fish Street Hill – No left turn onto Fish Street Hill or from Fish Street Hill onto Lower Thames Street. The left turn onto Fish Street Hill provides a useful route for vehicles wishing to head south over the Thames. It would now mean motorists will have to either use Puddle Dock or cross over the Thames using Blackfriars Bridge. The number of vehicles affected by this is small (TfL counts of ~120 during the peak hour). The impact would be greatest for drivers of HGV's.The alternative route for them after Blackfriars Bridge will be a lot more limited and may need to go a lot further east before they can head south. The banned left turn onto Lower Thames Street is less of a concern as the alternative route would be for vehicles to use Eastcheap and Great Tower Street.

d. Swan Lane – No right turn into Swan Lane. This would mean that access into Swan Lane can only be achieved from the east or Arthur Street (if coming from the south). Westbound traffic would need to use Puddle Dock, turning round at Fish Street Hill. This proposal would only impact on a small number of motorists (~37 vehicles during the peak hour), and is therefore considered to be acceptable.

e. Caste Baynard Street (local access only) and Lambeth Hill (one-way northbound). These proposals are not expected to have any significant impacts as access and alternative routes are being maintained.

f. Puddle Dock – banned right turn into Castle Baynard Street. This would only impact motorists wishing to access Castle Baynard Street from Upper Thames Street. The alternative route is cumbersome but the number of motorist likely to be impacted is very low. However, one of those that are impacted includes vehicles used by the Open Spaces Department to access their depot. TfL has assured officers that vehicles in the service of the Local Authority can use the right turn only for buses at Blackfriars Junction.

g. Temple Avenue – cycles only. To enable motorists to exit this area, Carmelite Street will be made into an exit only street instead of the current closure. It will require police camera technology to maintain the integrity of the security cordon, but will mean that all current movements (albeit a slightly longer eastbound diversion) can be retained. The impact of this proposed change is therefore not considered to be significant.

h. Tudor Street (cycles only) and Bridewell Place (two-way). This will mean that access into this area can be made from Bridewell Place (for northbound traffic only) or from Fleet Street via Ludgate Circus (for southbound traffic). The proposals will also divert more traffic onto Watergate, as this is the only route onto New Bridge Street that would now permit traffic to proceed northbound. Although, motorists are being diverted onto other routes, some of which are less than ideal (such as Watergate and Bridewell Place), it is thought that this change is not significant.

i. Charterhouse Street – no right turn for southbound traffic. TfL has two options for the Cycle Superhighway north of Stonecutter Street. This is because the route alignment in Islington and Camden has not yet been agreed. One of the options therefore prohibits motorists from turning right at Charterhouse Street towards Holborn Circus. The diversionary route for these motorists will be to continue to Ludgate Circus, use the one-way system around Smithfield Market or make the diversion a lot earlier. This would impact on a small number of vehicles, and is not thought to be significant.

31. No information has been made available regarding the volume of traffic and the routes that motorists might seek to take on City Streets. It is not yet possible to say whether the proposals will add more traffic to the local streets in the City and the rest of central London. However, increases on traffic flows, in particular larger vehicles trying to use local streets to effect turning movements that will be banned on the major street network, will be undesirable and inappropriate.

32. There are implications in relation to current and imminent building developments in the City including 33 King William Street, Fleet Building, Thames Tideway Tunnel, 10 Trinity Square, etc. It is not clear how the works to construct the Cycle Superhighway will affect these developments but consideration will need to be given so that these developments are not unreasonably impacted.

33. The proposals will include removable street infrastructure to facilitate certain special events such as the Lord Mayor's Show or along ceremonial routes. However, increasing the level of street infrastructure that needs to be removed will take longer to safely deliver each time and this will increase costs and disruption. Some events may need to be rerouted, relocated, rescheduled or cancelled altogether as a result of the works or the permanent change. Further details about the impact of the proposals on special events will be reported to Members in due course.

34. The impact on the road network during the Superhighway construction is still uncertain, mainly because the methodology cannot be agreed until the detailed design is finalised following the current consultation. However, preliminary discussions on construction and programming would suggest that extensive lane closures and contra-flows will be required, effectively removing capacity from the network for the build programme that will mirror the permanent design. Several side roads will have to be temporarily closed, including Puddle Dock, Fish St Hill, Eastcheap and Trinity Square, and some directional closures of the superhighway route itself may be required. The direct and combined impact of these works will have the potential to impact other projects and works in the City, and a further report on the network impact of major works taking place in the City will be provided to Members of this Committee later this year.

35. The segregation design would significantly compromise network resilience. The "hard" engineering measures to create the separation will mean that it will be much more difficult for the network to adapt to incidents or to facilitate routine and emergency road works. The problem would be further exacerbated by the proposed prohibited movements and will therefore lead to more frequent and severe congestion occurring. It will not take much for this to happen.

36. TfL has stated that they will be engaging a number of traffic management measures to mitigate the impacts. What measures they will use has not been shared with the City, but it is expected to be similar to those used during the Olympics. One of these measures is likely to involve either constraining the traffic flow coming into central London or increasing them in other locations. It is not clear what level of traffic restriction, if any, has been used for the modelling.

<u>Safety, casualty reduction and prevention</u>

37. Recent cycling fatalities involving cyclists has put pressure on the Mayor to deliver safer measures for cyclists. However, it is not clear how these proposals will improve road safety on the specific routes or the implications on road safety as a result of the wider impacts caused by the proposals.

38. In the absence of any information from TfL, officers consider that cyclists' safety will be significantly improved along most parts of the proposed routes through the City. However, it is considered that at two locations, safety could be compromised.

    a. Blackfriars Station. This junction currently has a very high collision rate. One of the reasons for this is likely to be because of the complex

layout. The proposal retains that layout but with the addition of the two-way cycle lane on the western side (increasing the confusion and complexity of the junction significantly) and the excessive wait times, it is considered that risks and collisions will increase.

b. Ludgate Circus. This is the most dangerous location in the City. It is already a location where many pedestrians ignore the pedestrian crossings. The proposed stagger crossings, reduced refuges island widths, excessive increases in wait times and the additional two-way cycle lane running through the junction, will add further risks and collisions, particularly to pedestrians.

39. There is also the possibility that collisions will generally transfer to other locations and to other user groups, particularly pedestrians and powered two wheelers. If pedestrian wait times increase, it is more likely that they will risk crossing the road outside the “green” man. Similarly, if there are longer delays for motor vehicles, it is likely that more powered two wheelers will weave in and out of stationary or slow moving traffic and expose themselves to higher risks.

Environmental (air, noise and the built environment)

40. TfL has not provided any information on the effects of the proposal on air and noise pollution, other than claim that it would shift traffic noise and fumes further from pedestrians. It is however conceivable that air and noise pollution could improve due to the fact that less traffic can actually access and use these streets. However, if the route and surrounding roads become so congested, the balance could swing towards a more polluting environment.

41. Some of the proposals include greening and planting but there is also some loss of trees. Some of these belong to the City so it would be a requirement that TfL provides a replacement of these either along the route or elsewhere.

42. Environmental considerations need to go beyond air and noise pollution and should consider the impact on the wider built environment. The layout of the proposals at Blackfriars, the stagger crossings and use of islands throughout are excessively over-engineered and traffic dominated measures. These contribute to a poor built environment.

43. The proposal will impact on some existing listed structures including City of London Dragons, Blackfriars Bridge lamp columns and the Queen Victoria Statue at Blackfriars. Works to these will require listed building consent. The issues surrounding this will be separately considered.

Key needs

44. The proposals could lead to implications that cannot easily be reversed. Once implemented, it would be very difficult to effect change, such as the re-instatement of turning movements or the way signalised junctions operate. Whilst key data is still missing and it is unlikely that these will be provided in time to inform Members prior to the expiry date of the consultation. It is

therefore appropriate based on the information that is available, to request TfL to consider the following:-

a. Pedestrian wait times are not made worse at key locations. In some locations wait times need to be reduced. The locations include Ludgate Circus, Blackfriars Station junction and Upper Thames Street/Queen Street Place.

b. A maximum cycle time at traffic signals is set at no more than 88 seconds. At existing locations where cycle times already exceed this, they should be reduced.

c. Pedestrian crossings need to be simple, straightforward and useable. At Ludgate Circus, they need to be single stage crossings. In other locations, they should also ideally be single stage crossings.

d. Local access (or convenient and appropriate diversions) must be provided at a number of locations including at Shorter Street, Trinity Square and into Fish Street Hill (for traffic heading over the Thames).

e. Provide a pedestrian link along Puddle Dock to the new river pier at Blackfriars.

f. Redesign of Blackfriars junction to improve streetscape, remove confusion and improve safety for all road users.

g. Consider alternative design measures to ensure a resilient, road network and demonstrate how the network will accommodate planned and unplanned road works.

h. Any traffic management measure used by TfL does not increase traffic on the City's streets.

i. The cycling proposals do not prejudice the City's ability to implement current projects such as at Bank junction, Museum of London gyratory, Fleet Street and Ludgate Hill; as well as projects associated with Crossrail.

j. Agree a process that will be used to manage traffic flows into and out of the City.

k. TfL and City officers work together to achieve an acceptable outcome. This may require changes in the process and governance that TfL has adopted up to now, an extension to the consultation deadline so that the further modelling information can be fully assessed, the needs of building developments, special events and construction impact mitigation.

45. These are not expected to detract from the Mayors' plans for the segregated cycle routes. They should provide a much more balanced and better outcome for the City and for London.

Corporate & Strategic Implications

46. The Cycle Superhighways fully accords with the City's strategic and corporate policy objectives. The reduction in motor vehicles could deliver components of

the Air Quality Strategy, the Climate Change Mitigation Strategy, the Health and Wellbeing Strategy and the Noise Strategy. The proposals could also help to deliver greater safety on the City's streets.

Implications

47. The delivery of Cycle Superhighways is very important for the Mayor of London. It would be in the interest of City to facilitate TfL's proposals.

48. Part of the E-W route is on Castle Baynard Street which is part of the City's highway. In order to deliver the E-W superhighway, the Mayor therefore requires the City to exercise its Highway & Traffic powers. Other parts of the routes may also need the City to exercise those powers, but these are likely to have less impact. Where the proposals impact on listed structures, listed building consent from the City will also be required.

49. Members have already agreed in principle that Castle Baynard Street can be used for the superhighway. Without it, it would not be possible, if at all, for TfL to deliver the Cycle Superhighway as it currently stands. The Cycle Superhighway proposals will change significantly the way that surface transport operates throughout London. This accords with the Mayor's Transport Strategy but the pace of change is of concern to some.

Conclusion

50. TfL's proposals have significant benefits as well as implications. However, those benefits are heavily biased towards cycling. This unbalanced approach leads to significant implications for other users. Some key changes and agreed processes are required in order for the City to be able to support the proposals. These do not detract from the Mayor's plan for the segregated cycle routes and should provide a better balanced outcome.

Appendices

- Appendix 1 – E-W proposals in the City
- Appendix 2 – N-S proposals in the City
- Appendix 3 – E-W modelling information
- Appendix 4 – N-S modelling information
- Appendix 5 - Proposed cycle routes in Central London

Sam Lee
Team Leader, Department of the Built Environment

T: 020 7332 1921
E: sam.lee@cityoflondon.gov.uk

Web copy
East-West Cycle Superhighway – benefits and impacts to road users

Overall context
Two broad trends have been seen on central London's roads over the last eight years: a significant reduction in motor traffic and a significant rise in cycling. Motor traffic in central London has fallen by around 17% per cent since 2006/07. On many of the routes covered by the superhighway, the reduction has been greater: traffic has fallen by 28 per cent on Victoria Embankment and by 30 per cent on Upper Thames Street, for instance. However traffic flows in central London have stabilised in the last year.

Cycling in London has more than doubled in the last decade. Bikes now make up around a quarter of rush hour traffic in central London - but there are few special routes or facilities for them.

This scheme aims to allocate road space more in line with the actual usage of the road network. The great majority of the road space would still be for motorists but part would be reallocated to cyclists. It aims to reduce conflict between cyclists and motor vehicles and to provide safer, more comfortable journeys for cyclists.

The route of the Superhighway has been chosen to minimise impacts to other users. Far less of it is served by buses than most other main roads and there is much less business loading or residential parking along it, for example. However, there are impacts – both benefits and disadvantages - for other users, which this document describes in more detail. The information is accompanied by a table of data (LINK). The numbers included in the text below are taken from column D, showing the difference between the current situation on–street and the situation expected if the scheme were to be implemented. Column B outlines the expected situation by December 2016 if the scheme were not built, taking account of the impact of other schemes planned for delivery by this date.

Pedestrians and environment
There would be a net increase of over 4,000 square metres of pedestrian space – widened footway, traffic islands, bus and coach stops - along the route.

On the Victoria Embankment, the wide dividing island between the narrowed road and the cycle lane would shift traffic noise and fumes further from pedestrians and the river. The scheme would give the street more of a boulevard appearance.

At Parliament Square, the scheme would provide two long-demanded new pedestrian crossings into the middle of the square, realising more of its potential as a pedestrian space. New, wider pedestrian islands would be created at the Westminster end of Westminster Bridge to cope with high numbers of tourists.

A new traffic-free pedestrian boulevard would be created on Horse Guards Road, removing a major barrier between Whitehall / Horse Guards Parade and St James's Park.

On Constitution Hill, the scheme would remove conflict on the shared pedestrian/ cycle track. Pedestrians and cyclists would get their own more clearly separated tracks.

High quality materials would be used to enhance the look of the streets and reflect their importance. On parts of the scheme, the segregation will be removable for state occasions.

Waiting times for pedestrians to cross the route would either remain the same as now, or increase slightly, by no more than 9 seconds. Some 25 crossings would be shortened and four crossings, which are currently two-stage (requiring pedestrians to wait in the middle of

the road), would become one-stage to allow pedestrians to cross entirely in one movement. Pedestrian countdown would be installed at 18 signalised crossings along the route and there would be 14 new traffic light controlled crossings pedestrians. Collectively, these changes would offer significant safety improvements for pedestrians crossing at those points.

General traffic (excluding buses)
There would be longer journeys for motor vehicles at the busiest times of day on several parts of this route, and on routes heading towards the Cycle Superhighway. However, journey times on much of the route would increase only slightly and some journeys would be shorter.

The traffic modelling analysis looks at journey times at the busiest single hour in the morning and evening peaks. The model assumes that traffic volumes in central London will remain at current levels. Traffic in central London has fallen over the last eight years, though it has recently stabilised. It also includes the impact of the advanced traffic signal management programme which will change signal phasing to more effectively regulate the flow of traffic into central London.

Travelling westbound from East Smithfield (east of Tower Hill) to St Margaret Street on Parliament Square, journey times in the morning would increase very slightly from 18 minutes 15 seconds to 18 minutes 34 seconds. Those journeys in the opposite direction in the morning would be quicker by 2 minutes 59 seconds, reducing from 14 minutes 50 seconds to 11 minutes 51 seconds. In the evening, journey times for those vehicles heading eastbound would also reduce from 16 minutes 37 seconds to 12 minutes 45 seconds. For general traffic heading westbound on this route in the evening, journey times would increase from 17 minutes 6 seconds to 23 minutes 14 seconds.

For general traffic heading from Westminster Bridge southern roundabout to Hyde Park Corner westbound through Parliament Square along the route, journey times would remain at today's levels of 8 minutes 3 seconds in the morning. Westbound journeys in the evening would increase very slightly from 8 minutes 1 second to 8 minutes 34 seconds. For general traffic heading east on this route, journeys would increase from 7 minutes 2 seconds to 16 minutes in the morning. The same journey in the evening would increase from 7 minutes 37 seconds to 13 minutes 59 seconds.

On the Bayswater section, northbound from Lancaster Gate to the Westway (Harrow Road) on Westbourne Terrace, average journey time in the evening peak would fall slightly, from 5 minutes 4 seconds to 4 minutes 53 seconds. The same journey in the morning would also fall, from 4 minutes 36 seconds to 4 minutes 20 seconds. Travelling southbound from Westway to Lancaster Gate, average journey time in the morning peak would increase from 4 minutes and 36 seconds to 6 minutes 16 seconds. A journey southbound in the evening would take slightly longer from 4 minutes 51 seconds to 5 minutes 18 seconds.

The Westway flyover section of the Superhighway is being consulted on separately next year and journey time impacts for that section will be published then.

The biggest changes to journey times would not occur in central London or on the superhighway section, but on the A1203 and A13 east of Tower Hill, where road space would remain the same as now but westbound traffic will be held longer at various points to control the flow on to Tower Hill and Upper Thames Street. To evaluate the scale of these impacts, we have modelled a journey between the eastern end of the Limehouse Link Tunnel and Hyde Park Corner. The current journey time westbound is currently 34 minutes 34 seconds in the morning and 30 minutes 51 seconds in the evening. Once the scheme is built, journeys for general traffic in this direction would be 50 minutes 28 seconds in the

morning and 44 minutes 20 seconds in the evening. The same journey eastbound is 27 minutes 51 seconds in the morning and 30 minutes 51 seconds in the evening. Once the scheme is built, these journey times would increase to 35 minutes 29 seconds in the morning and 35 minutes 6 seconds the evening.

We plan to further reduce journey time delays using a number of other techniques which we successfully used during the Olympic Games. These include:

- greatly increased enforcement against illegal parking and loading on these routes to keep unplanned disruption to a minimum;
- a freight management and consolidation strategy, which encourages freight operators (on these and other routes) to plan their activity to avoid the busiest times and locations;
- a behaviour change strategy (on these and other routes), which encourages drivers to use alternative forms of transport; and
- a travel demand management strategy to provide more comprehensive and specific travel advice to road users, which would help them make informed journey choices to avoid busy times and busy locations.

The figures given above do not include the effects of these further techniques. However, experience of pilot schemes suggests they could be of substantial help in further reducing journey time impacts.

Parking and loading
On most of the route, there is no residential parking. On the northern section from Lancaster Gate, some residential parking would be removed, as well as small amounts of parking on some side roads.

The public parking on the Victoria Embankment would also be removed. Changes to parking and loading on the Embankment can be found at
https://consultations.tfl.gov.uk/cycling/3cd789da

Buses and tourist coaches
The vast majority of the new Superhighway will run on roads which are not served by TfL buses. However, four short sections – Tower Hill, Parliament Square, Hyde Park Corner and Lancaster Gate/ Westbourne Terrace – are served by buses. Traffic modelling has been undertaken for four bus routes which go through the scheme area at these points and which broadly represent the impact of the scheme on bus journeys.

- **Bus route 15** between Tower Hill and Byward Street - only journeys heading west in the morning would be affected, taking up to one minute extra at the busiest hour. Journeys heading east in the morning would not change. Journeys in the evening would benefit in both directions by up to two minutes heading west and by up to one minute heading east. The overall effect is positive.
- **Bus route 453** between Westminster Bridge and Trafalgar Square - journeys towards Trafalgar Square in the busiest hour in the morning would be 2-5 minutes longer than now. Heading in the opposite direction towards Westminster Bridge from Trafalgar Square, journeys during the busiest hour in the morning would be 7-10 minutes longer than now. Journeys in the evening on this route would experience an extra 1-2 minutes in both directions. The overall effect in the immediate scheme area is negative. However, we are introducing a new bus priority point at Westminster Bridge Road, just west of Elephant and Castle, to avoid buses travelling in a south / east direction being further delayed at this point.
- **Bus route 16** from Grosvenor Place to Park Lane via Hyde Park Corner – journey times would increase by less than a minute in the busiest peak hours for most

journeys except those heading north in the morning, where the journey would be quicker by up to one minute.

- **Bus route 94** from Lancaster Gate to Marble Arch - the remodelling of the gyratory would benefit eastbound journeys, which would be up to 2 minutes quicker in both the morning and the evening. Westbound journeys, however, would be 1-2 minutes longer in the morning and 2-5 minutes longer in the evening. The overall effect is slightly negative.

Where there are negative impacts on journey times for bus routes impacted by the scheme, a programme of work is being developed to save time elsewhere along the affected route by addressing delays and giving priority to buses at certain pinch-points. Floating or "island" bus stops would be provided for TfL bus stops, tourist bus stops and commuter coaches, where these stops are alongside the cycle track.

Reassignment of cyclists
We expect that cyclists currently using other roads east-west through the West End and City, would transfer to the new route, reducing the potential for conflict between motorists and cyclists on these mixed-traffic streets.

Broader public transport benefits
The cycle superhighway would have a capacity of around 3000 cyclists an hour in both directions. This is the equivalent of the capacity of 10 trainloads (based on seating capacity) or around two and a half trainloads (based on crush-standing capacity), on the District and Circle Underground lines that run beneath a large part of the Cycle Superhighway. Adding this additional capacity to London's transport network would complement the improvements we are already making to the District and Circle lines, by offering Londoners a different transport option to make their journeys through central London.

Explanatory note on accompanying traffic modelling data table
TfL has used traffic modelling techniques to calculate the expected journey time changes on certain routes through the scheme area at the busiest hour in both the morning and evening peak. The data table attached (LINK) outlines the expected journey times through three modelled stages;

- **Base model (column A)** – current situation on street. Journey times for general traffic and cyclists are taken from TRANSYT models. Journey times for buses are taken from Hyperion data
- **Future base model (column B)** – Expected situation for general traffic in December 2016 if the East-West and North-South Cycle Superhighway schemes were not built, but taking account of the impact of all other TfL road schemes delivered by this date. Without the scheme, traffic signal timings in the scheme area would not change, so pedestrian wait times would remain as they are currently
- **Future journey times with scheme (column C)** – Expected on-street conditions in December 2016 once the East-West and North-South Cycle Superhighway schemes are built. These journey times taking account of the advanced traffic signal management programme, which will change signal phasing to more effectively regulate the flow of traffic at certain locations to keep central London moving

The attached data table includes information for four sample routes through the scheme area for general traffic, four bus routes which go through the scheme area to represent the impact of the scheme on bus journeys, four cycling routes along the Cycle Superhighway route and four example pedestrian crossings.

Further detailed modelling information is available on request by emailing your requirements and contact details to trafficmodelling@tfl.gov.uk.

Complementary Measures
The impacts calculated through the traffic models do not take account of a range of additional complementary measures that would have beneficial impacts on journey times for buses and general traffic.

- Where there are negative impacts on journey times for bus routes shown in the table, a programme of work is being developed to save time elsewhere along the affected route by addressing delays and giving priority to buses at certain pinch-points
- Road users can expect more comprehensive and specific travel advice to help them to make informed journey choices to avoid busy times and locations
- We will continue our work with freight and servicing companies to support them to plan their activity to avoid the busiest times and locations, evaluate quieter technology to enable more deliveries to take place out of hours and investigate the benefits of consolidation centres
- Through the creation of the new Roads and Transport Policing Command, we will target enforcement at the busiest locations and known hot spots to reduce hold-ups and delays and keep traffic moving

-: ends :-

East-West Cycle Superhighway - Modelling Results

Correct as at 23 September 2014	(A) Base Model - current situation on street				(B) Future base model - Expected situation on-street Dec 2016 without scheme				(C) Future journey times Dec 2016 with scheme				(D) Difference between Future with scheme (C) and base (A)		(E) Difference between future with scheme (C) and future base (B)	
	Current journeys		AM	PM	Journeys modelled		AM	PM	Journeys modelled		AM	PM	AM	PM	AM	PM
Traffic Average journey times (minutes:seconds)	Limehouse Link tunnel to Hyde Park Corner	Westbound	34:34	30:51	Limehouse Link tunnel to Hyde Park Corner	Westbound	32:39	26:55	Limehouse Link tunnel to Hyde Park Corner	Westbound	50:28	44:20	15:54	13:29	17:49	17:25
		Eastbound	27:51	30:38		Eastbound	26:06	31:49		Eastbound	35:29	35:06	7:38	4:28	9:23	3:17
	East Smithfield to St Margaret Street (Parliament Square exit)	Westbound	18:15	17:06	East Smithfield to St Margaret Street (Parliament Square exit)	Westbound	16:30	13:18	East Smithfield to St Margaret Street (Parliament Square exit)	Westbound	18:34	23:14	0:19	6:08	2:04	9:56
		Eastbound	14:50	16:37		Eastbound	12:25	15:54		Eastbound	11:51	12:45	-2:59	-3:52	-0:34	-3:09
	Westminster Bridge to Hyde Park Corner (Knightsbridge)	Westbound	8:03	8:01	Westminster Bridge to Hyde Park Corner (Knightsbridge)	Westbound	7:51	7:42	Westminster Bridge to Hyde Park Corner (Knightsbridge)	Westbound	8:03	8:35	0:00	0:34	0:12	0:53
		Eastbound	7:02	7:37		Eastbound	6:37	7:07		Eastbound	16:00	13:59	8:58	6:22	9:23	6:52
	Lancaster Gate to A40 Westway	Northbound	4:36	5:04	Lancaster Gate to A40 Westway	Northbound	4:41	5:10	Lancaster Gate to A40 Westway	Northbound	4:20	4:53	-0:16	-0:11	-0:21	-0:17
		Southbound	4:36	4:51		Southbound	4:30	4:16		Southbound	6:16	5:18	1:40	0:27	1:46	1:02
Buses A sample of journey times on four routes through the scheme area (minutes:seconds) Difference against base (A), expressed as a range in column D	Route 15 (between Tower Hill and Byward Street)	Westbound	10:00	9:54	Future base data available for general traffic journeys only				Route 15 (between Tower Hill and Byward Street)	Westbound			0-1m	-(2-5m)	Future base data available for general traffic journeys only	
		Eastbound	5:06	7:18						Eastbound			-(0-1m)	-(0-1m)		
	Route 453 (between Westminster Bridge and Trafalgar Square, via Parliament Square	Northbound	8:18	8:06					Route 453 (between Westminster Bridge and Trafalgar Square, via Parliament Square	Northbound			2-5m	1-2m		
		Southbound	8:24	10:48						Southbound			7-10m	1-2m		
	Route 16 (between Park Lane and Grosvenor Place)	Northbound	2:24	2:42					Route 16 (between Park Lane and Grosvenor Place)	Northbound			-(0-1m)	0-1m		
		Southbound	2:06	2:12						Southbound			0-1m	0-1m		
	Route 94 (between Lancaster Gate and Westbourne Terrace)	Westbound	3:18	3:30					Route 94 (between Lancaster Gate and Westbourne Terrace)	Westbound			1-2m	2-5m		
		Eastbound	8:48	5:48						Eastbound			-(1-2m)	-(1-2m)		
Cycling Average journey times (minutes)	Royal Mint Street to Hyde Park Corner	Westbound	32	32					Royal Mint Street to Hyde Park Corner	Westbound	30	29	-2	-3		
		Eastbound	31	31						Eastbound	31	29	0	-2		
	Royal Mint Street to St Margaret Street (Parliament Square exit)	Westbound	20	20					Royal Mint Street to St Margaret Street (Parliament Square exit)	Westbound	19	17	-1	-3		
		Eastbound	21	21						Eastbound	17	16	-4	-5		
	Parliament Square to Hyde Park Corner	Westbound	11	12					Parliament Square to Hyde Park Corner	Westbound	11	11	0	-1		
		Eastbound	10	10						Eastbound	15	13	5	3		
	Lancaster Gate to A40 Westway	Northbound	7	7					Lancaster Gate to A40 Westway	Northbound	5	4	-2	-3		
		Southbound	7	7						Southbound	5	5	-2	-2		
Pedestrians Traffic signal cycle times and associated wait times (seconds) NOTE: Future base would be same as current base without scheme	Tower Hill - Minories - Shorter Street	Max. cycle time	88	88	Tower Hill - Minories - Shorter Street	Max. cycle time	88	88	Tower Hill - Minories - Shorter Street	Max. cycle time	96	96	8	8	8	8
		Max. wait time	82	82		Max. wait time	82	82		Max. wait time	90	90	8	8	8	8
	Upper Thames Street - Queen Street - Queen Street Place	Max. cycle time	104	104	Upper Thames Street - Queen Street - Queen Street Place	Max. cycle time	104	104	Upper Thames Street - Queen Street - Queen Street Place	Max. cycle time	104	104	0	0	0	0
		Max. wait time	98	98		Max. wait time	98	98		Max. wait time	98	98	0	0	0	0
	Parliament Square - Parliament Street - Bridge Street	Max. cycle time	112	112	Parliament Square - Parliament Street - Bridge Street	Max. cycle time	112	112	Parliament Square - Parliament Street - Bridge Street	Max. cycle time	120	112	8	0	8	0
		Max. wait time	105	105		Max. wait time	105	105		Max. wait time	114	106	9	1	9	1
	Knightsbridge - Hyde Park Corner - Grosvenor Place	Max. cycle time	96	96	Knightsbridge - Hyde Park Corner - Grosvenor Place	Max. cycle time	96	96	Knightsbridge - Hyde Park Corner - Grosvenor Place	Max. cycle time	96	104	0	8	0	8
		Max. wait time	90	90		Max. wait time	90	90		Max. wait time	90	98	0	8	0	8

Web copy
North-South Cycle Superhighway – benefits and impacts to road users

Overall context
Two broad trends have been seen on central London's roads over the last eight years: a significant reduction in motor traffic and a significant rise in cycling. Motor traffic in central London has fallen by around 17% per cent since 2006/07. Along the Superhighway route, the reduction has been greater, with motor traffic levels falling by 24% since 2006. However traffic flows in central London have stabilised in the last year.

Cycling in London has more than doubled in the last decade. Bikes now make up around a quarter of rush hour traffic in central London - but there are few special routes or facilities for them.

This scheme aims to allocate road space more in line with the actual usage of the road network. At present, around 50% of all traffic going across Blackfriars Bridge in the morning period is cyclists. The great majority of the road space would still be for motorists but part would be reallocated to cyclists. It aims to reduce conflict between cyclists and motor vehicles and to provide safer, more comfortable journeys for cyclists.

However, there are impacts – both benefits and disadvantages - for other users, which this document describes in more detail. The information is accompanied by a table of data (LINK). The numbers included in the text below are taken from column D, showing the difference between the current situation on–street and the situation expected if the scheme were to be implemented. Column B outlines the expected situation by December 2016 if the scheme were not built, taking account of the impact of other schemes planned for delivery by this date.

Pedestrians and environment
There would be a net increase of over 3,000 square metres of pedestrian space – widened footway, traffic islands and bus stops - along the route.

New street furniture and planting, including nine new benches and 38 new trees would create a more pleasant and pedestrian-friendly boulevard environment on Blackfriars Road. There will be a wide central island, with some of the new trees on it, separating the traffic and the cycle lane, shifting traffic noise and fumes further from pedestrians on the western pavement.

A number of changes would be made to pedestrian crossings, which collectively would offer significant safety improvements for pedestrians crossing at those points. Six crossings would be shortened. Three crossings are currently two-stage (requiring pedestrians to wait in the middle of the road); these would become one-stage to allow pedestrians to cross in a single movement. Pedestrian countdown would be installed at 12 signalised crossings along the route and there would be 10 new traffic light controlled pedestrian crossings. Signal timings would be altered at some existing crossings, which would increase the time pedestrians wait to cross the road by up to 24 seconds in some locations.

General traffic (excluding buses)
There would be longer journeys for motor vehicles at the busiest times of day on this route, and for some roads which cross the route.

The traffic modelling analysis looks at journey times at the busiest single hour in the morning and evening peaks. The model assumes that traffic volumes in central London will remain at current levels. Traffic in central London has fallen over the last eight years, though it has recently stabilised. It also includes the impact of the advanced traffic signal management

programme which will change signal phasing to more effectively regulate the flow of traffic into central London.

Travelling northbound from Elephant & Castle to Farringdon Station, average journey time in the morning peak would rise by 41 seconds, from 11 minutes 28 seconds to 12 minutes 9 seconds. In the evening, in the same direction, journey times would increase from 10 minuets 56 seconds to 15 minutes 12 seconds. Travelling southbound from Farringdon Station to Elephant & Castle, average journey time in the morning peak would rise from 10 minutes 50 seconds to 14 minutes 43 seconds. This journey in the evening would increase slightly from 12 minutes 17 seconds to 14 minutes 20 seconds.

We have also modelled a journey for general traffic between Stamford Street and Queen Victoria Street, across Blackfriars Bridge. Journeys for general traffic travelling north from Stamford Street to Queen Victoria Street would increase from 3 minutes 45 seconds to 15 minutes 43 seconds in the morning, and from 3 minutes 20 seconds to 12 minutes 41 seconds in the evening. Journeys heading south in the opposite direction would be quicker by 2 minutes 11 seconds in the morning and by 1 minute 41 seconds in the evening.

We plan to further reduce journey time delays using a number of other techniques which we successfully used during the Olympic Games. These include:

- greatly increased enforcement against illegal parking and loading on these routes to keep unplanned disruption to a minimum;
- a freight management and consolidation strategy, which encourages freight operators (on these and other routes) to plan their activity to avoid the busiest times and locations;
- a behaviour change strategy (on these and other routes), which encourages drivers to use alternative forms of transport; and
- a travel demand management strategy to provide more comprehensive and specific travel advice to road users, which would help them make informed journey choices to avoid busy times and busy locations.

The figures given above do not include the effects of these further techniques. However, experience of pilot schemes suggests they could be of substantial help in further reducing journey time impacts.

Parking and loading
Although there would be a 45 metre reduction in parking for general traffic, there would be an additional 90 metres of dedicated loading bay and an additional 6 metres of motorcycling parking.

Buses
Traffic modelling has been undertaken for four bus routes which go through the scheme area and which broadly represent the impact of the scheme on bus journeys.

- Route 45 between Charterhouse Street and Elephant and Castle heading north in the morning would see a reduction in journey time of between 2-5 minutes. The same journey in the evening northbound would increase by 1-2 minutes. Journeys on this same bus route travelling south in morning would increase between 2-5 minutes and between 5-7 minutes in the evening.
- Route 381 crossing the North-South cycle superhighway route between Southwark Street and Stamford Street could experience an increase of 2-5 minutes in both directions at the busiest times.
- Route 100 between Elephant & Castle and Queen Victoria Street would experience a drop in journey time of between 5-7 minutes in the morning heading north and a drop of between 2-5 minutes in the evening in the same direction. Southbound journeys

along the route in the morning would be up to one minute longer, but in the evening would be 1-2 minutes quicker.
- Route 11 travelling between Ludgate Hill and Fleet Street could experience an increase of 2-5 minutes crossing the route westbound in the morning, and an increase of 1-2 minutes eastbound in the morning and both directions in the evening.

A new bus gate on Westminster Bridge Road would help minimise delays on bus routes 12, 53, 148, 453 and C10 heading southeast along London Road towards Elephant and Castle.

Where there are negative impacts on journey times for bus routes impacted by the scheme, a programme of work is being developed to save time elsewhere along the affected route by addressing delays and giving priority to buses at certain pinch-points. Floating or "island" bus stops would be provided for TfL bus stops where these stops are alongside the cycle track.

Broader public transport benefits
The cycle superhighway would have a capacity of around 3000 cyclists an hour in both directions. This is the equivalent of the capacity of 10 London Underground trainloads (based on seating capacity) or around two and a half trainloads (based on crush-standing capacity). Adding this new capacity to London's transport network provides a viable alternative transport option for those making journeys north-south through the city.

Explanatory note on accompanying traffic modelling data table
TfL has used traffic modelling techniques to calculate the expected journey time changes on certain routes through the scheme area at the busiest hour in both the morning and evening peak. The data table attached (LINK) outlines the expected journey times through three modelled stages;

- **Base model (column A)** – current situation on street. Journey times for general traffic and cyclists are taken from TRANSYT models. Journey times for buses are taken from Hyperion data
- **Future base model (column B)** – Expected situation for general traffic in December 2016 if the East-West and North-South Cycle Superhighway schemes were not built, but taking account of the impact of all other TfL road schemes delivered by this date. Without the scheme, traffic signal timings in the scheme area would not change, so pedestrian wait times would remain as they are currently
- **Future journey times with scheme (column C)** – Expected on-street conditions in December 2016 once the East-West and North-South Cycle Superhighway schemes are built. These journey times taking account of the advanced traffic signal management programme, which will change signal phasing to more effectively regulate the flow of traffic at certain locations to keep central London moving

The attached data table includes information for two sample routes through the scheme area for general traffic, four bus routes which go through the scheme area to represent the impact of the scheme on bus journeys, one cycling route along the Cycle Superhighway route and five example pedestrian crossings.

Further detailed modelling information is available on request by emailing your requirements and contact details to trafficmodelling@tfl.gov.uk.

Complementary Measures
The impacts calculated through the traffic models do not take account of a range of additional complementary measures that would have beneficial impacts on journey times for buses and general traffic.

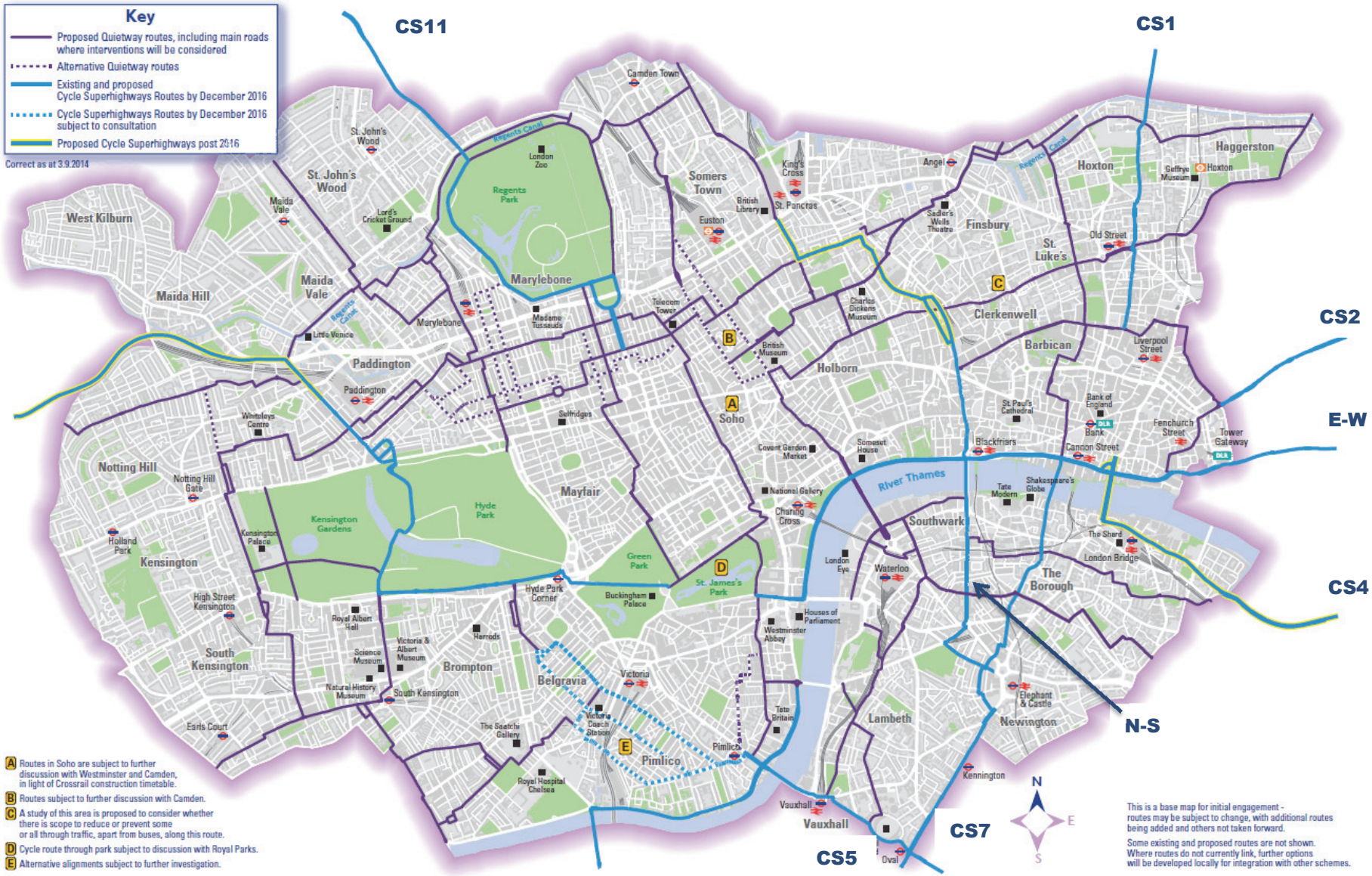
- Where there are negative impacts on journey times for bus routes shown in the table, a programme of work is being developed to save time elsewhere along the affected route by addressing delays and giving priority to buses at certain pinch-points
- Road users can expect more comprehensive and specific travel advice to help them to make informed journey choices to avoid busy times and locations
- We will continue our work with freight and servicing companies to support them to plan their activity to avoid the busiest times and locations, evaluate quieter technology to enable more deliveries to take place out of hours and investigate the benefits of consolidation centres
- Through the creation of the new Roads and Transport Policing Command, we will target enforcement at the busiest locations and known hot spots to reduce hold-ups and delays and keep traffic moving

-: ends :-

North-South Cycle Superhighway - Modelling Results

Correct as at 23 September 2014	(A) Base Model - current situation on street				(B) Future base model - Expected situation on-street Dec 2016 without scheme				(C) Future journey times Dec 2016 with scheme				(D) Difference between Future with scheme (C) and base (A)		(E) Difference between future with scheme (C) and future base (B)	
	Current journeys		AM	PM	Journeys modelled		AM	PM	Journeys modelled		AM	PM	AM	PM	AM	PM
Traffic Average journey times (minutes:seconds)	Elephant & Castle to Farringdon Station	Northbound	11:28	10:56	Elephant & Castle to Farringdon Station	Northbound	10:22	09:37	Elephant & Castle to Farringdon Station	Northbound	12:09	15:12	0:41	4:16	1:47	5:35
		Southbound	10:50	12:17		Southbound	09:42	09:13		Southbound	14:43	14:20	3:53	2:03	5:01	5:07
	Stamford Street to Queen Victoria Street	Northbound	3:45	3:20	Stamford Street to Queen Victoria Street	Northbound	03:43	03:25	Stamford Street to Queen Victoria Street	Northbound	15:43	12:41	11:58	9:21	12:00	9:16
		Southbound	5:50	5:22		Southbound	05:03	03:25		Southbound	3:39	3:41	-2:11	-1:41	-1:54	0:16
Buses A sample of journey times on four routes through the scheme area (minutes:seconds) Difference against base (A), expressed as a range in column D	Route 100 (between Elephant & Castle and Ludgate Hill)	Northbound	14:12	13:06	Future base data available for general traffic journeys only				Route 100 (between Elephant & Castle and Queen Victoria Street)	Northbound			-(5-7m)	-(2-5m)	Future base data available for general traffic journeys only	
		Southbound	10:12	11:00						Southbound			0-1m	-(1-2m)		
	Route 381 (between Stamford Street and Southwark Street)	Eastbound	1:54	1:54					Route 381 (between Stamford Street and Southwark Street)	Eastbound			2-5m	2-5m		
		Westbound	1:12	1:06						Westbound			2-5m	2-5m		
	Route 11 (between Fleet Street and Ludgate Hill)	Eastbound	1:12	2:06					Route 11 (between Fleet Street and Ludgate Hill)	Eastbound			1-2m	1-2m		
		Westbound	1:54	2:06						Westbound			2-5m	1-2m		
	Route 45 (between Elephant & Castle and Charterhouse Street)	Northbound	15:24	12:36					Route 45 (between Elephant & Castle and Charterhouse Street)	Northbound			-(2-5m)	1-2m		
		Southbound	13:18	14:36						Southbound			2-5m	5-7m		
Cycling Average journey times (minutes)	Elephant & Castle to Farringdon Station	Northbound	18	17					Elephant & Castle to Farringdon Station	Northbound	19	14	1	-3		
		Southbound	14	15						Southbound	14	20	0	5		
Pedestrians Traffic signal cycle times and associated wait times (seconds) NOTE: Future base would be same as current base without scheme	St George's Circus	Max. cycle time	NO SIGNALISED FACILITES		St George's Circus	Max. cycle time	NO SIGNALISED FACILITES		St George's Circus	Max. cycle time	112	120	N/A		N/A	
		Max. wait time				Max. wait time				Max. wait time	106	114				
	Southwark Tube station	Max. cycle time	88	88	Southwark Tube station	Max. cycle time	88	88	Southwark Tube station	Max. cycle time	104	104	16	16	16	16
		Max. wait time	82	82		Max. wait time	82	82		Max. wait time	98	98	16	16	16	16
	Blackfriars Station (westbound exit)	Max. cycle time	96	96	Blackfriars Station (westbound exit)	Max. cycle time	96	96	Blackfriars Station (westbound exit)	Max. cycle time	120	120	24	24	24	24
		Max. wait time	90	90		Max. wait time	90	90		Max. wait time	114	114	24	24	24	24
	Ludgate Circus (east-west) No facilities north-south	Max. cycle time	96	96	Ludgate Circus (east-west) No facilities north-south	Max. cycle time	96	96	Ludgate Circus (east-west) No facilities north-south	Max. cycle time	120	120	24	24	24	24
		Max. wait time	90	90		Max. wait time	90	90		Max. wait time	114	114	24	24	24	24
	Farringdon Street-Charterhouse Street	Max. cycle time	NO SIGNALISED FACILITES		Farringdon Street-Charterhouse Street	Max. cycle time	NO SIGNALISED FACILITES		Farringdon Street-Charterhouse Street	Max. cycle time	120	120	N/A		N/A	
		Max. wait time				Max. wait time				Max. wait time	114	114				

Proposed Central London Cycle Grid - Routes for completion by December 2016



Chairman, Policy & Resources Committee
Mark Boleat

Mr Leon Daniels
Managing Director, Surface Transport
Transport for London
Palestra
197 Blackfriars Road
London
SE1 8NJ

Email mark.boleat@cityoflondon.gov.uk

Date

Dear Mr Daniels

North-South and East-West Cycle Superhighways

As you may know, the City Corporation has requested further information on the proposals and the potential impacts which may affect the City of London and further afield. We have also requested for an extension to the consultation deadline so that our officers can review that information and inform us, the elected Members, accordingly. I note that your officers are giving this some consideration, however, as it currently stands, we must work to the current deadline of the 9th November 2014 so this letter sets out the City Corporation's formal response to the public consultation.

The City's Response

The City of London Corporation fully supports proposals to improve road safety and to provide better facilities to reflect a changing environment. We also support proposals for sustainable transport, measures to reduce pollution, improve public transport and the built environment.

Whilst we agree and support the principle of the Cycle Superhighways, we have considerable reservations about them as they currently stand. We are particularly concerned about potential adverse impacts on road safety (particularly to other vulnerable road users), pedestrian convenience, local access, network resilience and the knock-on impacts to the City's highway.

In light of the above and in response to your consultation I therefore submit our concerns to the N-S and E-W Superhighway proposals and request that you consider and adequately respond to the 13 points detailed below:-

1. Pedestrian wait times are not made worse at key locations. In some locations wait times need to be reduced. The locations include Ludgate Circus, Blackfriars junction and Upper Thames Street/Queen Street Place.
2. A maximum cycle time at traffic signals is set at no more than 88 seconds. At existing locations where cycle times already exceed this, they should be reduced.

3. Pedestrian crossings need to be simple, straightforward and useable. At Ludgate Circus, they need to be single stage crossings. In other locations, they should also ideally be single stage crossings.
4. Local access (or convenient and appropriate diversions) must be provided at a number of locations including at Shorter Street, Trinity Square and into Fish Street Hill (for traffic heading over the Thames).
5. Provide a pedestrian link along Puddle Dock to the new river pier at Blackfriars.
6. Redesign of Blackfriars junction to improve streetscape, remove confusion and improve safety for all road users.
7. Consider alternative design measures to ensure a resilient, road network and demonstrate how the network will accommodate planned and unplanned road works.
8. Any traffic management measure used by TfL does not increase traffic on the City's streets.
9. The cycling proposals do not prejudice the City's ability to implement current projects such as at Bank junction, Museum of London gyratory, Fleet Street and Ludgate Hill corridor; as well as projects associated with Crossrail.
10. Agree a process that will be used to manage traffic flows into and out of the City.
11. TfL and City officers work together to achieve an acceptable outcome. This may require changes in the process and governance that TfL has adopted up to now, an extension to the consultation deadline so that the further modelling information can be fully assessed, and the needs of building developments, special events and construction impact mitigation.
12. If there are material changes, further public consultation is carried out, and
13. The City Corporation will support the future use of Castle Baynard Street for the E-W Cycle Superhighway on the condition that the N-S Cycle Superhighway proposals are agreed with the City prior to implementation.

Further background to the City's concerns can be found on the attached report to our Policy and Resources Committee document.

I hope that TfL will continue to work closely with City officers so that appropriate Cycle Superhighway measures can be implemented that are beneficial to both cyclists as well as other street users.

Yours sincerely,

Mark Boleat
Chairman, Policy & Resources Committee

Committee(s):	Date(s):
Planning & Transportation Streets and Walkways Sub Committee Policy & Resources	11 November 2014 17 November 2014 11 December 2014
Subject: Major Highway Works for 2015-16	**Public**
Report of: Director of the Built Environment	**For Information**

Summary

The Traffic Management team in the Department of the Built Environment manages the co-ordination of work on the highway in the Square Mile, and looks to balance the needs of work promoters with the disruption they may cause to the public. The team seeks to facilitate such works as much as possible, but at the same time, it looks to ensure the direct impact on stakeholders of individual sets of work, and the cumulative impact on the network as a whole, is minimised.

This report provides details of the planning already underway to manage what is likely to be the largest concentration of major transport construction initiatives in the Square Mile for many years, due to begin next year. That concentration includes the works relating to the Mayor's proposed cycle super highway, Thames Water's Thames Tideway Tunnel and Transport for London's Northern Line upgrade project for Bank station, in addition to the on-going works for Crossrail, the City's own project at Aldgate, and other continuing major building developments such as Bloomberg.

In summary, officers have sought to influence and direct numerous works programmes in order to co-ordinate these various projects and minimise the direct and cumulative disruption they may cause, and such work will continue throughout next year and beyond.

Recommendation(s)

Members are recommended to receive this report.

Main Report

Background

1. The Traffic Management team within the Department of the Built Environment is tasked with co-ordinating all major activities on the highway, and has officers involved in negotiating, approving and facilitating the extent and timing of:

    - All road closures, including the necessary diversions

- Major building site operations, including mobile crane works
- Special events, including the Lord Mayor's Show
- Street works by utilities
- Major Streetscene and transportation projects by the City
- Resurfacing and highway repairs by the City's own term contractor, JB Riney
- Works by major transport infrastructure providers, such as Crossrail
- Works by TfL on the 'Red Routes' and the City's neighbouring authorities on the City fringe
- Large scale deliveries and removals through the parking 'dispensation' system
- Large film shoots and outside broadcasts
- Parking bay suspensions

2. As part of that process, they have well-established links with the City's Environmental Health team, the emergency services, Transport for London and other key City stakeholders so that information can be shared, co-ordinated and publicised to the general public.

3. The demand for room on the City's streets remains high, and officers try to accommodate the needs of applicants and works promoters whenever they can. There will always be consequences of delaying or refusing permission for an activity, whether on a developer, a utility, a customer or a contractor, but the Traffic Management team must also ensure that the needs of the public are not forgotten, and that a balance is struck between their needs and those of the works promoters.

4. Given the City's intricate street pattern, understanding how to fit together different sets of works can take significant time to master. However, between the officers involved, there is now over 50 years of combined experience in understanding the City's highway network, and how best to safely minimise the direct and cumulative impact of all sorts of highway activities.

5. As an example, when considering road closures, the following general approach is adopted:

    - no overlapping works or diversions,
    - no parallel streets to be affected,
    - local access to be maintained as much as possible,
    - ideally two north / south and east / west routes through the City to be kept clear of disruption,
    - no more than four major daytime closures in the City at any one time, ideally spread across the Square Mile.

6. However, the demand for space on the City's highway network will be tested next year due to what is likely to be the largest concentration of major transport construction initiatives in the Square Mile for many years. The

remainder of this report outlines the planning already underway to co-ordinate, manage and minimise the impact these major projects are likely to have.

Major Projects for 2015 & 2016

7. As noted in my other report on this agenda, the volume of street works in the City may not yet match the pre-Olympic period, but the scale of the work is clearly about to increase. Facilitating projects of the scale of Crossrail is a trend that will escalate throughout 2015 as some significant transport infrastructure projects begin next year.

8. The following paragraphs outline what works are already being planned for 2015, and how the Traffic Management team have already influenced (and will continue to influence) those plans. However, critically some of these projects are authorised by bespoke powers enabled by Acts of Parliament, deliberately drafted to limit the ability of a local authority to prevent, delay or control their works. They assume primacy of their works over other projects, and leave officers in the position of having to influence the timing and impact of works without the final authority to control them.

9. Crossrail was the first example of this, and yet their co-operative approach demonstrates that such powers do not necessarily mean that the City cannot achieve a favourable outcome. However, that has been a result of the partnership approach adopted between the City and Crossrail as the delivering authority, and it remains to be seen whether Thames Water (Thames Tideway Tunnel) or TfL / London Underground (Cycle Super Highway / Bank Northern Line Upgrade) will be as responsive as Crossrail to the City's partnership approach.

<u>Crossrail</u>

10. Crossrail continues to have a major presence in the Square Mile, but thanks to the close co-operation between the City and the five major surface-level aspects of the scheme (at Moorgate, Liverpool Street, Blomfield Street, Finsbury Circus and Lindsey Street), complaints from the public remain at a very low level, and its impact has been 'manageable'. The scale of the project may be much larger than a 'normal' set of building sites, but Crossrail has managed to become part of the background activity in the City, despite the fact that in the last year, officers worked to accommodate major closures of Moorgate, South Place, Eldon Street, Blomfield Street and Liverpool Street bus station, as well as St Johns Street and Farringdon Road just outside the City.

11. Crossrail and the City still meet on a weekly basis to plan the project's highway works, and Crossrail recognise that without this level of commitment from the Traffic Management team, the project would be well behind schedule, and would likely have had a far more noticeable and disruptive impact on City life.

12. Crossrail's next major phase of highway works will involve the southbound closure of Moorgate, starting in late November, to accommodate a major escalation in works at the Moorgate worksite. This deliberately comes after Blomfield Street has reopened, and is a repeat of the traffic arrangements

from two years ago. At that time, the same closure was accommodated with little network-wide impact, and although buses will be diverted again, the level of disruption is again expected to be manageable. This closure will be the key set of works in the northern part of the City during 2015, around which all other works will be managed.

Cycle Super Highway

13. At the time of writing, the plans for the construction of the Mayor's cycle super highway remain uncertain as the final design is still subject to TfL's ongoing consultation. However, the likely impact of such a build would be to restrict the north / south and east / west super highway routes to one lane in each direction, critically introducing limits on the capacity of the network at the start of the build phase, rather than at its completion. TfL's wider intervention in managing traffic across the entire network, and whether they can reduce traffic flows overall, will therefore be critical to the level of impact these works will have.

14. Preliminary discussions with TfL would suggest that they are anticipating a build period in the City of around 12 months from May 2015, assuming a final design broadly similar to the currently consultation. In addition to extensive lane closures and contra-flows, several side roads will also have to be temporarily closed, including Puddle Dock, Fish Street Hill, Eastcheap and Trinity Square, and some directional closures of the superhighway route itself may be required.

15. TfL's approach will become clearer as they feed the results of the consultation into a revised design, but critically the City have asked TfL to explain their plan for communicating their build programme to City officers and stakeholders. A significant amount of combined advance planning will be necessary for this to be managed effectively.

Aldgate

16. Members will be fully aware of the City's own programme of works to regenerate and redefine the Aldgate gyratory. In the context of this report, the City have been working with TfL for over a year to integrate the likely impact of the cycle super highway works into the Aldgate construction scheme, including a full scale reprogramming of Aldgate by the City so that the current works in Minories will become the first element to be completed.

17. Minories is now planned to reopen to two-way traffic in May 2015, deliberately programmed (in consultation with TfL) to create additional capacity into the City in parallel to any reduction in capacity caused by the super highway works in Upper Thames Street. In addition, those aspects of the Aldgate project that require further road closures are programmed into 2016 to avoid the likely super highway construction window.

18. TfL have been fully appreciative of the City's approach to early and open joint programming, and have often remarked that the way in which the Aldgate team have interacted with TfL should be seen as an example of best practice. Indeed, the City's certainty of delivery for Aldgate has placed the project in a pre-eminent position, where TfL have accepted that their works must fit around the City's needs for delivering the Aldgate project as much as their own.

Bank Northern Line Upgrade

19. This project will involve the construction of a new Northern Line tunnel for Bank station, a new ticket hall from Cannon Street, various new interchanges underground, and lift access from street level direct to the Docklands Light Railway.

20. At surface level, the project has two main worksites; Cannon Street for the new station entrance and Arthur Street from where TfL will sink a shaft to (and tunnel from) an existing abandoned underground station structure. Given the complexity of the project, this appears a reasonable approach, as it also allows TfL to feed their second site at Cannon Street without lorries having to go through Bank junction. City officers were consulted on the feasibility of this option verses some of the main alternatives, and those discounted options typically had far greater impact on the highway network than using Arthur Street.

21. In the context of this report, the closure of Arthur Street has some localised impacts to premises, but the wider effects are limited to a small number of bus diversions and the beneficial removal of the weight limit at the northern end of London Bridge for HGV traffic. Arthur Street is also a key access point into the City for the London Fire Brigade from their Dowgate station, and so following discussions between the LFB, the City and TfL, an emergency fire access point into the City will be created for them at Suffolk Lane.

22. The major station works are not expected to start until spring 2016, but TfL have indicated that major advance utility diversions will be required in Arthur Street from February 2015 to create room in the highway to sink the construction shaft. In addition, as with Crossrail, tunnelling creates the possibility of vibration and settlement that can cause damage to sewers and utility pipelines, so TfL have identified a number of vulnerable underground assets that will require exposing, relining or replacement before works can begin.

23. So far, those streets that are likely to be affected include Princes Street, Cannon Street and King William Street, all of which are traffic sensitive. However, to minimise disruption and to save the most days in terms of network impact, the Traffic Management team have proposed that TfL incorporate their Cannon Street and Princes Street works with those of the Bloomberg and 27 Poultry developments respectively (see below), leaving King William Street to be programmed separately. Overall, it would appear that these works can be accommodated, provided the Bank project team continue to work closely with the City, as they have so far.

Thames Tideway Tunnel

24. Thames Water's project for London's 'super sewer' will involve a large construction site in the Thames connecting to the outfall of the River Fleet, just west of Blackfriars Bridge. Although major works in this location are not expected to start until 2016, Thames Water have indicated that enabling

works, including utility diversions and the relocation of Blackfriars Pier to the east of Blackfriars Rail bridge, will likely take place from summer 2015.

25. Thames Water are still finalising their plans, and both the riverside walkway and the 'down' slip from Blackfriars Bridge onto the Embankment are likely to be the first elements affected. We are again working with Thames Water to understand the scope and timing of the scheme, but of primary importance is clarification of how the likely site will impact the eventual intersection of the north / south and east / west cycle super highways by TfL.

Development Activities: Utility Connections & Site Activities

26. During 2015, the key planned activities relating to building developments in the City are briefly as follows:

- Power and gas connections to the Bloomberg site are programmed to close Cannon Street eastbound in January and February. As proposed by the Traffic Management team, TfL are now expected to combine their utility upgrade works for Bank station into the same road closure.
- A major new development will begin before the end of this year at 27 Poultry, but it can only be fed from either Princes Street or Poultry. As a result of Crossrail's southbound closure (and subsequent diversion) of Moorgate from November, Princes Street can also be closed southbound with relatively little additional impact over the same period. This was proposed by the Traffic Management team with the agreement of TfL (London Buses) as the best way to minimise the combined impact and keep both projects on track. In addition, the City has also proposed that TfL's utility upgrade works for Bank station in Princes Street take place within this same closure, thereby facilitating more major activity at no extra disruption.
- At some point in 2015, a major new power connection will be required for the Angel Court development off Copthall Avenue. No dates or impact assessment have been made available yet by UK Power Networks, but the supply will have to be routed from the nearest substation at Devonshire Square via London Wall.

Streetscene Enhancements

27. The major Streetscene enhancement works planned for late 2014 into 2015 are not particularly significant in terms of the highway network at large, but are briefly as follows:

- Works around the development at 5 Broadgate are currently underway with a westbound closure of Appold Street and Sun Street. This has had little network impact, and works are currently expected to finish in summer next year.
- The current enhancement works in Silk Street, followed by Moor Lane, are expected to last until around April 2015, but although the works are of obvious importance to residents in the area, the network impact has typically been localised to the Barbican area since Beech Street was reopened last July.

- Ludgate Hill will be closed westbound from mid-November until January 2015 for the key enhancement works around the Ludgate Hill / Old Bailey / Limeburner Lane development. At the same time, it is hoped that the new signalised pedestrian crossing at Ave Maria Lane can also be installed, taking advantage of the one-direction closure.
- Works to enhance Austin Friars have been programmed to last from January to June 2015, but discussions with the owners of Throgmorton Avenue are well advanced to ensure that deliveries to this otherwise dead end can be made from this location rather than from Old Broad Street.

Summary

28. The key approach from officers has been to identify the needs of these major projects early, to combine them where possible, and to keep them apart when they are not. In addition, the Traffic Management team has so far successfully sought to influence and adjust various programmes in order to bring works forward to before May 2015, when TfL's cycle super highway works are expected to begin in the City.

29. This 'adjustment' of other people's programmes is already underway, and was illustrated by the recent closure of Leadenhall Street, which would otherwise have taken place in 2015, and only added to this major concentration of work. More details for next year can be found in the appendices to this report, including an outline calendar of major works proposed in 2015 and a map showing the location of these various projects.

30. As part of this process, the City's own streetscene works will also be planned so that their construction impacts are considered much earlier in the process, and only when they are fitted into the wider programme of works in the City will they move forward.

31. This approach can only work when project promoters, utilities and developers are open and informed about their needs, and plan sufficiently far in advance for the City to help them. The City must continue to encourage this sharing of information, and the Chairman of the Policy & Resources Committee has recently written to the utilities as a first step in encouraging this, particularly given the level of activity the City's streets are expected to accommodate next year.

32. In addition, it is clear that the level of commitment that City officers have made available to support, guide and co-ordinate Crossrail has had significant benefits in terms of minimising the impact of that particular project. However, replicating that commitment next year across at least three more projects of a similar scale will require additional resources, details of which are currently being considered.

Conclusion

33. When projects such as the Cycle Super Highway and Bank Northern Line upgrade are overlaid onto expected development-related activities for 2015,

there would appear to be little room for any additional as-yet unknown activities to be added next year.

34. It is likely that the City's road network will be close to capacity, but officers will continue to work to ensure the co-operation of these major project sponsors, utility companies and developers in co-ordinating their works programmes. The aim will remain to ensure there is a balance between the need to keep projects on track and the need to limit both the direct and cumulative impact they cause on the public at large.

Appendices

- Appendix 1 – Major Works Timeline (2015)
- Appendix 2 – Major Works Map (2015-16)
- Appendix 3 - Major Works Details (2015-16)

Ian Hughes
Assistant Director (Highways)

T: 020 7332 1977
E: ian.hughes@cityoflondon.gov.uk

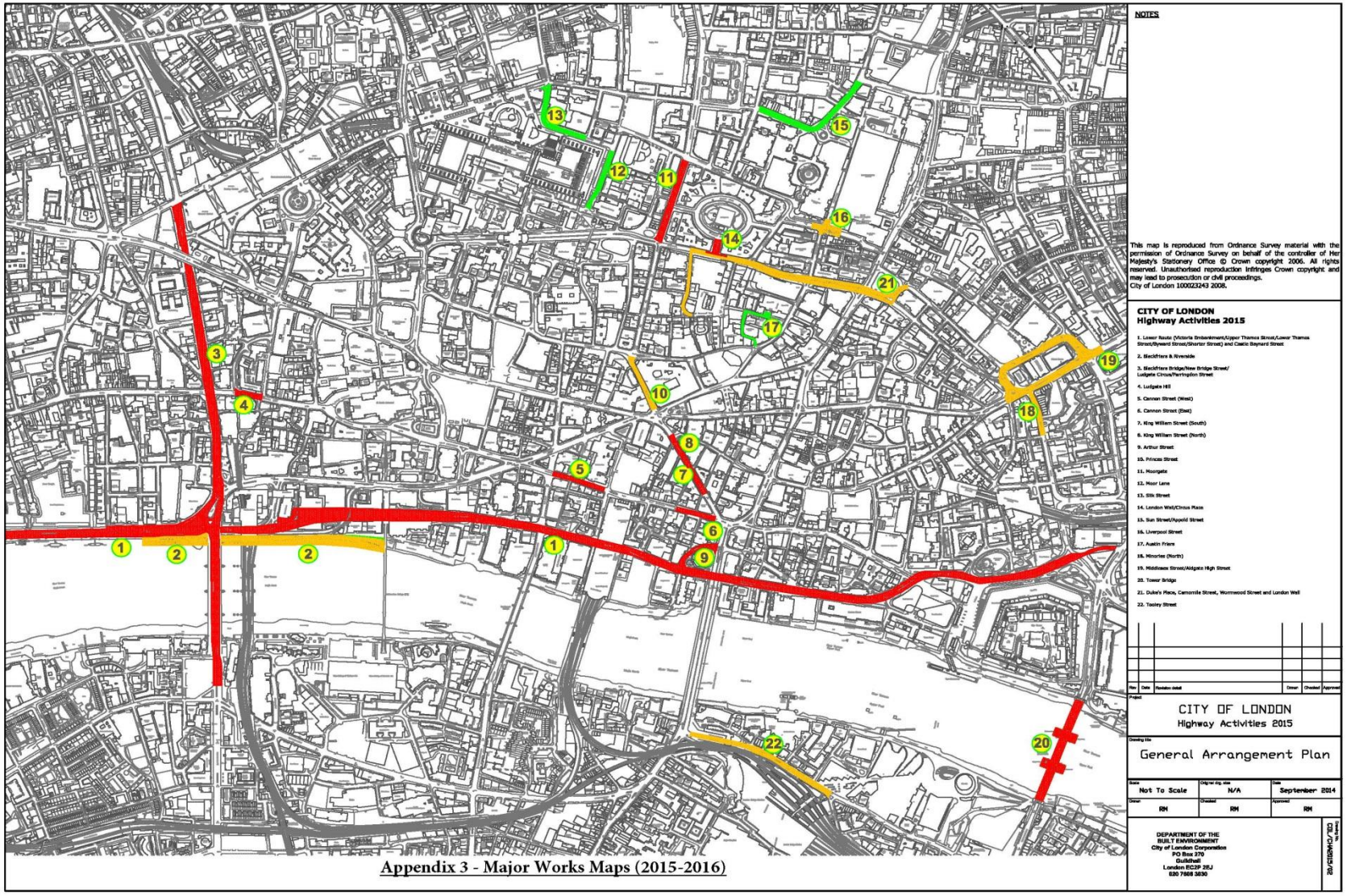
Appendix 1: Major Works Timeline 2015

Q1	**January** Moorgate / Princes St S/B Cannon St E/B Ludgate Hill W/B Silk St / Moor Lane Minories (Aldgate)	**February** Moorgate / Princes St S/B Arthur St Cannon St E/B Silk St / Moor Lane Minories (Aldgate)	**March** Moorgate / Princes St S/B Arthur St King William St N/B Silk St / Moor Lane Minories (Aldgate)
Q2	**April** Moorgate / Princes St S/B Arthur St King William St N/B Minories (Aldgate)	**May** Moorgate / Princes St S/B Arthur St King William St N/B Cycle Super Highway Minories (Aldgate)	**June** Moorgate / Princes St S/B Arthur St Cycle Super Highway Thames Tideway Aldgate Gyratory
Q3	**July** Moorgate / Princes St S/B Arthur St Cycle Super Highway Thames Tideway Aldgate Gyratory	**August** Moorgate / Princes St S/B Arthur St Cycle Super Highway Thames Tideway Aldgate Gyratory	**September** Moorgate / Princes St S/B Arthur St Cycle Super Highway Thames Tideway Aldgate Gyratory
Q4	**October** Moorgate / Princes St S/B Arthur St Cycle Super Highway Thames Tideway Aldgate Gyratory	**November** Moorgate / Princes St S/B Arthur St Cycle Super Highway Thames Tideway Aldgate Gyratory	**December** Liverpool St Bus station Arthur St King William St S/B Cycle Super Highway Thames Tideway Aldgate Gyratory

Key:

- Crossrail (and 27 Poultry development)
- Bank Northern Line Upgrade works (inc utilities to Bloomberg development)
- City Streetscene Enhancement / Transportation schemes
- Thames Water's Thames Tideway Tunnel (Blackfriars Pier)
- TfL's Cycle Super Highway (likely programme, if agreed)

Appendix 2 – Major Works Map 2015-2016



Appendix 3 - Major Works Maps (2015-2016)

Appendix 3: Major Works Details 2015/16

No.	Location	Activity	Contractor	Traffic Mgt	Impact	Start	Finish	Cert.*	Powers
1	Lower Route & Castle Baynard St	East / West cycle super highway	TfL (Conway AECOM)	Lane restrictions & side road closures	High	May 2015	May 2016	High	TfL / CoL TMOs
2	Blackfriars & Riverside	Thames Tideway (pier & utility relocation)	Thames Water	Slip road closure & lane restrictions	Med	Summer / Q3 2015	2021	Med	TWA / LoPS / PLA
3	Blackfriars / New Bridge St / Ludgate Circus Farringdon St	North / south cycle super highway	TfL (CVU)	Lane restrictions & N/B road closure	High	May 2015	May 2016	High	TfL / CoL TMOs
4	Ludgate Hill	Site reparations / s106 / s278	CoL (JB Riney)	Westbound road closure	High	10 Nov 2014	31 Jan 2015	High	CoL TMOs
5	Cannon St (west)	Gas & power connection	UKPN & NGG for Bloomberg	Eastbound road closure	High	5 Jan 2015	1 Mar 2015	High	CoL TMOs
6	Cannon St (east)	Utility replacement / upgrade	LUL (Northern Line upgrade)	Eastbound road closure	High	5 Jan 2015	1 Mar 2015	Med	TWA
7	King William St	Utility replacement / upgrade	LUL (Northern Line upgrade)	Northbound road closure	High	Mar 2015	May 2015	Med	TWA
8	King William St	Utility replacement / upgrade	LUL (Northern Line upgrade)	Southbound road closure	High	Dec 2015	July 2016	Med	TWA
9	Arthur St	Utility replacement & shaft	LUL (Northern Line upgrade)	Road closure	High	25 Jan 2015	2022	High	CoL / TWA
10 *	Princes St	Utility replacement / upgrade	LUL (Northern Line upgrade)	Southbound road closure	Med	May 2015	July 2015	Med	TWA
10 **	Princes St	Site construction deliveries	Sydell Group	Southbound road closure	Med	28 Nov 2014	Nov 2015+	High	CoL TMOs
11	Moorgate	Tunnel & shaft construction	Crossrail	Southbound road closure	High	28 Nov 2014	28 Nov 2015	High	Crossrail Act
12	Moor Lane	Streetscene enhancement	CoL (JB Riney)	Road closures	Low	Feb 2015	March 2015	Low	CoL TMOs

13	Silk St	Streetscene enhancement	CoL (JB Riney)	Road closures	Low	16 Aug 14	31 Jan 2015	High	CoL TMOs
14	London Wall / Circus Place	Gas governor replacement	National Grid Gas	Likely closure of London Wall	High	May 2015	Sept 2015	Low	CoL TMOs
15	Sun St / Appold St	Site reparations / s106 / s278	CoL (JB Riney)	Westbound road closures	Low	26 Aug 2014	June 2015	High	CoL TMOs
16	Liverpool St	Bus station closure	Crossrail	Relocated stands & bus routes	Med	Q4 2015	Q4 2015	Med	Crossrail Act
17	Austin Friars	Streetscene enhancement	CoL (JB Riney)	Loading in Throgmorton St / Old Broad St	Low	5 Jan 2015	5 June 2015	High	CoL TMOs
18	Minories (north)	Transportation project	CoL (JB Riney)	Road closure	Med	28 July 2014	15 May 2015	High	CoL TMOs
19	Middlesex St / Aldgate High St	Transportation project	CoL (JB Riney)	Lane closures / restricted capacity	Med	2015	2016	Med	CoL TMOs
20	Tower Bridge	Structural repair to deck & resurfacing	CoL	Full Inner Ring Road, C.Charge boundary, ped & river closure	High	Q4 2016	Q4 2016	Med	TfL TMOs, PLA
21	Dukes Pl, Camomile St, London Wall	Major power connections	UKPN	Lane and / or road closures	Med	TBC	TBC	Low	CoL TMOs
22	Tooley St	Station redevelopment	Network Rail	Eastbound road closure	Med	Jan 2016	Dec 2017	Med	TfL TMOs
	Old Bailey to Aldersgate St	Major power connections	UKPN	TBC	TBC	TBC	TBC	Low	CoL TMOs

* Cert = Certainty, or how likely the programme is currently expected to be met

Powers

- TMOs = Traffic Management Orders ie normal highway authority powers to close roads
- LoPS = London Permit Scheme ie the normal way in which utilities provide notification of works to the highway authority
- TWA = Transport and Works Act, granting bespoke powers to the works promoter similar to the Crossrail Act
- PLA = Port of London Authority approvals required

Committee(s):	Date(s):
Planning & Transportation Streets and Walkways Sub Committee Policy & Resources	11 November 2014 17 November 2014 11 December 2014
Subject: Street Works Update	**Public**
Report of: Director of the Built Environment	**For Information**

Summary

The volume of utility works in the City has reduced since the Olympics, but continuing development activity and the prospect of several major transportation schemes starting next year means that streetworks remain a significant point of focus for officers within the Department of the Built Environment (DBE).

A combination of new initiatives and established processes are intended to ensure that the disruption caused by streetworks is minimised, and that the principles of the City's Five Point Plan for streetworks (introduced in 2011) are understood by utilities and embedded in their approach to working in the Square Mile.

This report updates Members on the volume of activity by utilities in the City, how their performance is regularly monitored, and where the City is taking action to help them improve. This report also outlines DBE's current focus based around combining works to save disruption, helping utilities with their reinstatements, and developing enhanced communications through the use of social media.

Recommendation(s)

Members are recommended to receive this report.

Main Report

Background

1. Development activity in the City remains at a high level, bringing a continuing need for new and upgraded utility infrastructure, and works in the street to install, connect and repair it. In turn, officers continue to balance the need to accommodate these works with the importance of keeping the City moving, and minimising the disruption to local residents, businesses and visitors.
2. Members may recall that in 2011, the Department of the Built Environment introduced a Five Point Plan to better coordinate and communicate street

works and related activity within the Square Mile. This report provides an update on that plan, including information on current and future initiatives.

Current Position – Controls, Trends & Needs

Controls and Powers

3. In general, the utilities remain focused by market forces and their industry regulator towards service delivery and the cost for the end customer. This naturally creates incentives that do not always align with the needs of the public or the highway authority, particularly around the speed of work (faster works can be more expensive), fees and charges (permit fees can increase costs for customers) and investing ahead of need (laying spare capacity to save future excavations is prevented by some regulators as it can distort competition).

4. The City's overall ability to control the work of utilities remains constrained by a prescriptive national legislative framework, and although the London Permit Scheme has created a better environment for highway authorities to co-ordinate the timing of utility works, there remains a fundamental assumption in favour of the utilities' statutory right to dig up the road to install and repair their equipment.

5. In effect, the City can influence when and (within reason) how long the street can be occupied, but it cannot prevent works taking place on an absolute level. Indeed, typically it would not want to do so, as the City still requires effective and fully functioning utility infrastructure to support its business, development and residential needs.

Trends & Needs

6. Prior to the London 2012 Olympic Games, a large number of utility works were brought forward so they could be delivered before an 'Olympic moratorium' kept them off London's streets. That led to a peak in utility applications in 2011, and may explain why the number of permits issued for works has been around 25% lower for each of the three years since.

Year	2010	2011	2012	2013	2014
Total Permit Applications	3755	4379	3331	3319	3120*

* Projection based on permit application volumes from Jan-Sept 2014.

7. In addition, the substantial completion of Thames Water's Victorian Mains Replacement (VMR) project in 2012 has also had an effect. This generated significant numbers of works permits throughout the City over several years, and at its peak in 2011, it was responsible for most of the 950 individual works permits requested by Thames Water. Since then, the number of permits requested by Thames Water (for new supplies and repairs) has reduced by two thirds.

8. This trend of falling numbers of utility works is also reflected in the number of road closure applications processed by the City's Traffic Management Team. This shows that the overall number of road closure applications has fallen by a third since its peak in 2010/11, and that utility road closure applications have fallen by around 40% in that same period. This is partly because of fewer

major schemes like the VMR, but also because of the City's efforts to combine works together within one closure.

Year	2009/10	2010/11	2011/12	2012/13	2013/14
Total Road Closure Applications*	325	347	304	258	232
Utility Road Closure Applications	105	96	68	52	62

* This includes crane operations, building sites, special events, utilities and the City's own highway works.

9. As a result, there has been an overall reduction in highway activity in the Square Mile since 2011, with major works typically confined to:

- the City's own prestige streetscene and transportation projects, such as Holborn Circus and Aldgate;
- works directly attributable to development activity;
- works to facilitate major transportation projects, such as Crossrail.

10. Moving forward, there is likely to be a considerable increase in major transport infrastructure work over the next two years, such as the Bank Northern Line upgrade and Cycle Super Highway, but otherwise the largest impact on the volume of major utility works remains the needs and expectations of developers. These requirements can be considerable, and as the City cannot easily dictate when a development is triggered, the individual or cumulative impact of these works can be difficult to mitigate.

11. A recent example of this can be seen with the Scalpel development in Leadenhall Street, where the development required a power supply disconnection, a separate temporary power supply, and a number of new permanent power supplies to form a 'diverse' network connection. In addition, UKPN themselves required three new temporary substations to be installed to maintain the power network to the rest of the area, replacing the five previously housed within the original building.

12. In this example, City officers were still able to make a difference by:

- requiring UKPN to increase the number of gangs used;
- reducing the size of the road closure from UKPN's original request;
- identifying, agreeing and publicising bus route changes with TfL;
- monitoring traffic and promoting traffic signal changes with TfL;
- bringing the work forward to avoid clashes with other significant works in 2015;
- making introductions for UKPN to liaise with affected premises;
- extending the working day with the City's Environmental Health team;

- bringing forward other City works into the same road closure to save future disruption.

13. Such unseen actions are now taken as a matter of course, but it is always difficult to completely eliminate disruption to local premises or through traffic. However, without such actions, the direct and cumulative impact of streetworks would be noticeably greater.

The Five Point Plan

Monitoring & Performance

14. In 2011, the City's Five Point Plan sought to focus attention on how well the utilities were performing beyond the existing regulatory framework. Building on the successes of the City's well-established Considerate Contractor Scheme for utilities and their contractors, it sought improvement in five key areas:

    - Improved signage
    - Improved communications
    - Minimising duration
    - Minimising disruption
    - Improved productivity

15. The Five Point Plan still forms the basis for DBE's monitoring of utility performance, and allows DBE to focus the attention of utilities on key aspects of their work in the City. Specific performance elements are measured every month under each of these headings, with trends identified and problems addressed. Overall, the aim is to ensure that 90% of all street works are fully compliant with the Five Point Plan.

16. A copy of August's Streetworks Dashboard report is contained in Appendix 1, and it demonstrates that according to the majority of our measures, the utilities are performing well, particularly around setting out signage, minimising complaints, preventing illegal over-runs and ensuring compliance with the conditions that DBE apply to each work permit.

17. The areas where improvement is still needed tend to be around letter drops for major works, making full use of late night working (where agreed with the City's Environmental Health team) and minimising the number of emergency works on major streets (which by definition have the least opportunity for advance planning and co-ordination).

Permitting

18. One area where improvement is still needed relates to the quality of information provided by companies requesting a permit to dig up the street. Overall, the City rejects around 17% of all permit applications, or 1 in 6 requests to dig up the City's streets, typically because they are either badly planned, excessive or clash with something else.

19. This figure varies considerably between utilities, illustrated in the table below which details the number of permits rejected for different utilities so far this year.

Permits Granted / Rejected, Jan-Sept 2014

Company	Permits Granted	Permits Rejected	Rejection %
JB Riney (for CoL)	4304	65	1.5
COLT	250	13	4.9
UKPN	688	75	9.8
Verizon	112	13	10.4
Global Crossing	84	10	10.6
Thames Water	298	59	16.5
BT	362	112	23.6
Vodafone	174	55	24.0
National Grid Gas	158	60	27.5
Virgin Media	121	69	36.3

20. Some permits will always be rejected due to a clash of works that the applicant is unaware of, explaining why even the City's highway term contractor, JB Riney, may have up to 5% rejected in any one month. A well-performing utility typically has around 10% of its permits rejected for various reasons, but some companies suffer much higher rejection rates, typically for reasons of lack of information, insufficient notice or a need for better planning.

21. We work with these companies to understand why rejection percentages can be so high, but some difficulties are endemic to the way certain utilities are structured, making them highly reactive and ineffective at planning ahead. Again, they can be totally focused on their contractual and customer needs to the detriment of City and the public at large, which means DBE sometimes has to withhold permission to dig up the street until they have addressed these problems.

City Initiatives: 'Saved Days'

22. Accepting that some major works cannot be avoided, DBE continues to place considerable emphasis on co-ordinating works into the same area when they do happen. Health & Safety constraints place limits on such opportunities, but the total number of days of disruption saved on the network amounted to 646 in the first eight months of 2014, which still exceeds the number for any other authority in London outside TfL.

23. For example, during the recent two week closure of Poultry, primarily to allow UKPN to provide a temporary power supply to the new development at 27 Poultry, officers levered in works by four other companies at the same time, saving what would otherwise have been at least a dozen other road closure days.

City Initiatives: Specialist Materials

24. The City uses a fixed palette of materials on its highway, including some items that are difficult for utilities to obtain, particularly when they only need small volumes to undertake reinstatements. Granite setts in particular can take up to 16 weeks to deliver, so utilities often have to complete a temporary repair whilst they raise an order and wait for their delivery.

25. Apart from being unsightly, temporary reinstatements of setts can also create a wider weakness in the construction that will remain beyond the eventual permanent reinstatement, typically resulting in a much earlier failure of the road surface afterwards.

26. In order to address this, the City has taken the initiative to maintain and supply setts at cost to utilities, allowing them quick access to specialist materials so that they can undertake first time reinstatements. If the utility does not have the skills to do this type of specialist reinstatement work, the City also offers to undertake the work on their behalf. This initiative has been extremely well received by the utilities, resulting in the City (supported by TfL) looking to draw other Central London authorities into similar agreements.

City Initiatives: Communications

27. Communications with City stakeholders on street works, road closures and special events continues to be a focus for DBE. A dedicated communications post was put in place in 2011 to deliver a fundamental change in approach, and their success can be seen in the following figures:

- We now have over 1700 followers to the DBE Highways Twitter feed (@squarehighways), providing up-to-date information on road closures, special events and road safety initiatives. It also provides an avenue to answer questions from the public, and to receive reports of problems in real time. In August, DBE sent 138 tweets, reaching up to 750,000 people through retweets and secondary 'followers'.

- Around 900 people directly receive the weekly e-mailed Traffic Management Bulletin, covering major highway works and events for the week ahead. A major revamp of the Bulletin was recently completed, making it simpler, easier to understand and more suitable for use on social media platforms. Feedback on the changes has been extremely positive, and the technology even allows us to monitor which links are used most often and by whom.

- The City's web site continues to carry more in-depth information, including details behind each individual set of works, their likely impact on traffic, and which routes through the City are clear of disruption. Again, the technology allows us to track the number of individual visits to these pages, which totalled some 17,320 in August.

- Finally, the Highways group have just launched a facebook page (www.facebook.com/squarehighways) to carry more general interest stories on activities taking place on the City's highway network. This will be developed over the next few months to identify the right content for this potential new audience.

Developments in Legislation

28. In terms of the key recent legislative changes, the Department for Transport (DfT) have authorised a small number of lane rental schemes (including one for Transport for London) where charges are made against both utilities and the highway authority itself for every day that the street is occupied.

29. Their effectiveness (or otherwise) is still being monitored, and it is likely to be sometime before the DfT open up this option for other authorities to use, if at all. It is still unclear whether lane rental will drive a real and effective change in behaviour, particularly if the utilities are already working to accommodate best practice principles, such as those contained within the City's Five Point Plan. The DfT have also made it clear that the focus of lane rental would be on major connecting roads and it would not be suitable for every street. This leaves it unclear as to how the City might make best use of such a scheme were it to be opened up.

30. HM Government also continue to drive competition further into these once-monopolistic utility markets, the latest change being to remove the requirement for power and gas supply companies such as UK Power Networks and National Grid Gas to undertake new connections between their own main supply network and the customer.

31. Now, Independent Distribution Network Operators (IDNOs) can compete with the utility to install and maintain these cables or pipes, creating new challenges for the control of works as they sit outside the permitting scheme. The result is a network of utility-like plant that the utility itself is not responsible for maintaining, leaving open to question how faults and repairs will be managed in the future.

Summary

32. In terms of works management, we continue to press the utilities to ensure they bring their best efforts when working in the Square Mile. To that end, we require as a matter of course:

- early involvement of the City in major scheme work;
- urgent notification to the City of emergency works;
- high quality gangs, supervisors and managers delivering safe and efficient work sites;
- effective communications;
- timely reinstatements to the correct specification;
- extended working hours into the evening on a defined network of streets, agreed by the City's Environmental Health team;
- clarity of their long-term works programme.

33. In turn, these commitments are tested by:

- sample coring of utility reinstatements, targeted at poorly performing contractors;
- a full and frequent inspection regime (including weekends), where major works are typically visited on a daily basis;

- a suite of bespoke Key Performance Indicators to track compliance with the key elements of the Five Point Plan;
- The use of mobile tablet computers to record the performance of utilities and their contractors, and to provide benchmarking feedback for the City's Considerate Contractor Scheme.

34. On the wider front, the City continues to be seen to be a leading player in the effective management of street works. As an indication of this, the following acknowledgements demonstrate the City's expertise being recognised.

- The City is the only authority to have a 'light touch' agreement in relation to TfL's works approval powers, largely because the City has been able to demonstrate it understands, anticipates and mitigates the impact of major works without the need for detailed TfL oversight.
- DBE's Senior Assistant Traffic Manager was the first external person to be recognised by Crossrail's own staff recognition scheme for making a major contribution to the project's delivery through their work to co-ordinate Crossrail's programme with the rest of the network.
- DBE's Street Works Manager is the secretary of HAUC England, the national joint committee representing both Highway Authorities and Utilities.
- DBE's Assistant Director (Highways) represents the views of London's 'boroughs' on TfL's strategic Lane Rental and Works Management working group.
- The City continues to be a key contributor to the National Underground Assets Group, which is working to deliver better sharing of utility records to make street works safer and faster.

<u>Future Initiatives</u>

35. Nevertheless, the public perception of street works continues to be challenging, and although great strides have been made, more work is required on a wider front.

36. The Chairman of the Policy and Resources Committee has already written to the utilities to advise them that the City's streets are now full to capacity with activity, and that if we are to continue to accommodate their needs, they need to work smarter. That means more planning in advance with our officers, and in relation to their programmes for the next 18 months, an Olympic-style 'moratorium' may be necessary if they cannot share their plans with us now.

37. That may cause some delay to projects and to connections for developments, but we cannot simply continue to load disruption onto the network at short notice when planning for the needs of Crossrail, Cycle Super Highway, Aldgate, Bank Northern Line Upgrade and Thames Tideway has already been taking place for almost a year.

38. In addition, the following initiatives will also be taken forward by officers over the next few months:

- Utilities typically cannot work 24/7 because of the noise impact on residents, and they have understandable safety concerns of working on

sensitive and sometimes live equipment below ground late at night. However, we do intend to discuss with the utilities the possibility of 24/7 working in certain locations where safety and noise restrictions allow.

- We will explore the opportunity to gather more information from the planning process around a developer's need for new utilities, establish what controls are available to manage a development's timetable, and press developers for better advance planning of the construction phase of their works so that they are clearer about their impact on the City's streets.
- We will work with the City Police to consider locations where closed streets can be reopened with the help of ANPR to help alleviate congestion, and the opportunities for more active roads policing around pinch points, matters of obstruction and incident management.
- Additional resources will be brought to bear on managing the utilities, particularly around the daily inspection of works, the strategic forward planning needed to co-ordinate the major projects starting next year, and closer working with City businesses, our external partners and neighbouring authorities.
- The City's own streetscene works will be planned so that their construction impacts are considered much earlier in the process, and only when they are fitted into the wider programme of works in the City will they move forward.

Implications

39. The demand for room on the City's streets remains high, and officers try to accommodate the needs of applicants and works promoters whenever they can. There will always be consequences of delaying or refusing permission for an activity, whether on a developer, a utility, a customer or a contractor, but officers try to ensure that the needs of the public are not forgotten, and that a balance is struck between their needs and those of the works promoters.

Conclusion

40. The volume of utility works in the City has reduced since the Olympics, but continuing development activity and the prospect of several major transportation schemes due to start next year means that streetworks remain a significant point of focus for officers. A combination of new initiatives and established processes look to ensure that the disruption caused by streetworks is minimised, and that the principles of the City's Five Point Plan are understood by utilities and embedded in their approach to working in the Square Mile.

Appendices

- Appendix 1 – Street Works Dashboard (August 2014)

Ian Hughes
Assistant Director (Highways)

T: 020 7332 1977
E: ian.hughes@cityoflondon.gov.uk

Streetworks dashboard

General information

August commentary

RideLondon event affected the City streets in August. Inspection of its route was carried out and all defects were reported for immediate action.

Collaborative working in Minories (J B Riney & NGG) saved 31 days this month.

A Pothole Fund was awarded to the City of London by DfT at the beginning of the month. We identify 30 locations, completing the first set of repairs on 26 August.

Major works completed in August include:

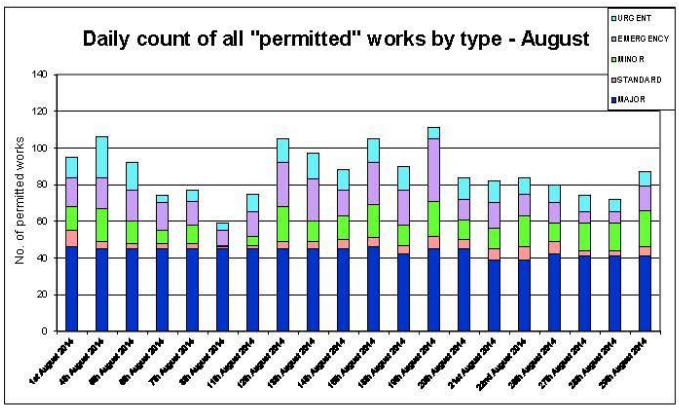
- Reconstruction works in Beech Street by J B Riney, related to the Silk St improvement scheme.
- Thames Water carried out works in Fore Street to provide domestic and fire supply to Moorgate Exchange.
- Carriageway resurfacing of Queen St b/w Great St Thomas Apostle & Skinners La by J B Riney

Major works that started in August:

- The City's contractor started their works on enhancement of the public realm in Sun Street and Appold Street.
- UKPN works in Lime Street.

Average KPI compliance	
Signage	100%
Communications	89.5%
Duration	99.7%
Disruption	89%
Productivity	N/A
Average	94.6%

Permit volumes



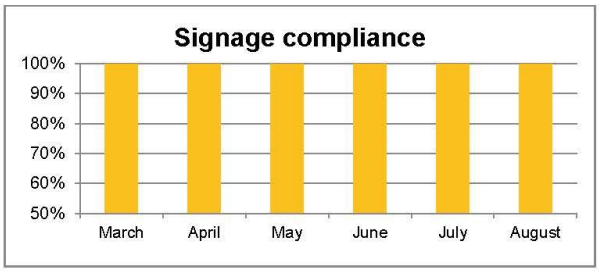
August Summary

- Twitter followers 1743
- Website hits 17320
  (30 July – 2 September)
- Road closures 24
  Total in 2014/15 136
- Days saved 100
  Total in 2014 646

1. Signage

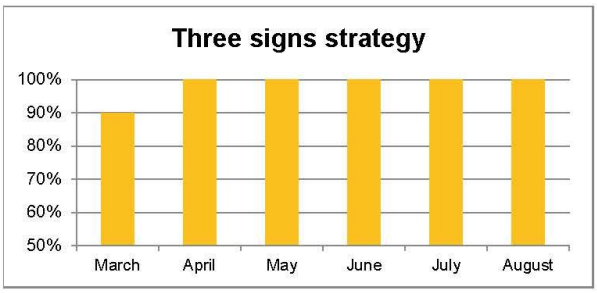
TMA compliance (signage)

The signing and guarding on all sites inspected in June was compliant with Traffic Management Act requirements.



Three sign strategy

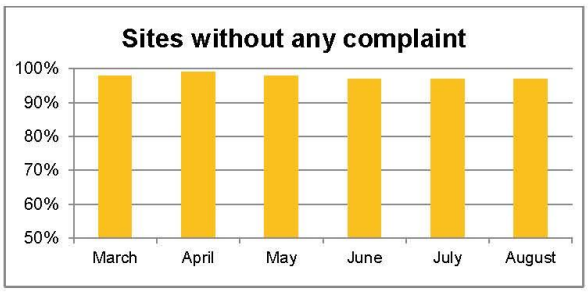
Additional site-specific signs, which form the three sign strategy, developed as part of improving communication with public were observed on all inspected major and high impact works sites of the current participants: National Grid, J B Riney and Thames Water.



2. Communications

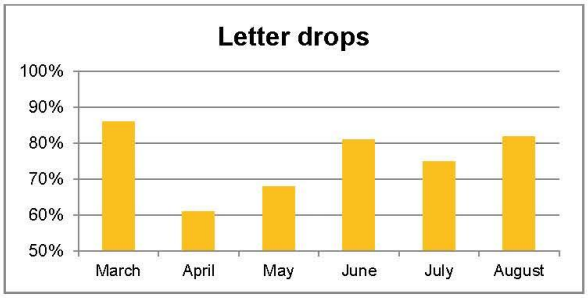
Complaints

A number of complaints received via Contact Centre in August continues to be low taking into account the number of permits we grant each month.



Letter drops

Letter drops were confirmed for 9 out of 11 major works which were set to progress this month by statutory undertakers that operate in the City. 4 sets of works were undertaken on traffic sensitive streets*. In addition letter drops for standard works were carried out by UKPN in Lower Thames St, Pudding La, Duke's Place, Mitre Street and Mitre Square.
(Works, which were not letter dropped listed on p 6)



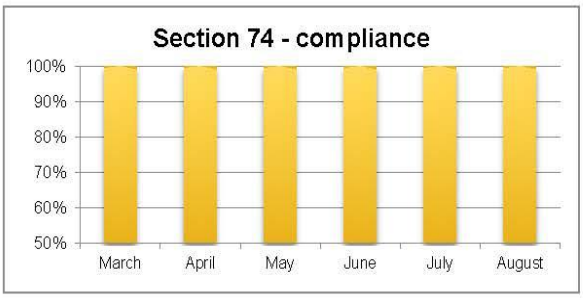
* Traffic sensitive streets are identified in Street Gazetteer dependent on a bases of traffic movement.

*** The major works carried out within the hoarding are not included in statistical data for letter drop purposes

3. Duration

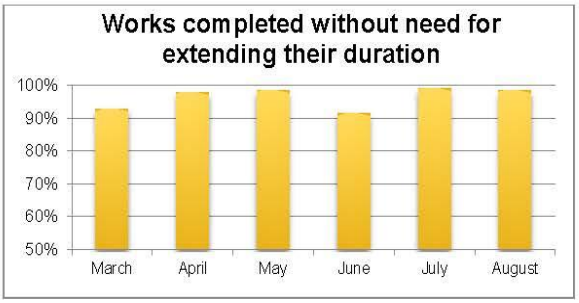
Section 74 (Over-runs)

There were no notices under section 74 issued to utilities and/or their contractors this month. Most of the works were completed on time and all extensions to the duration of the works were applied for in accordance with the London Permit Scheme.



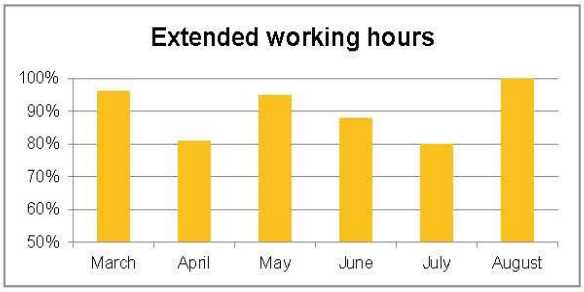
Section 74 (Extension)

Majority of the works that took place this month were completed as scheduled. 1.4% of works required extension.
50% of all works needing extensions took place on traffic sensitive streets.



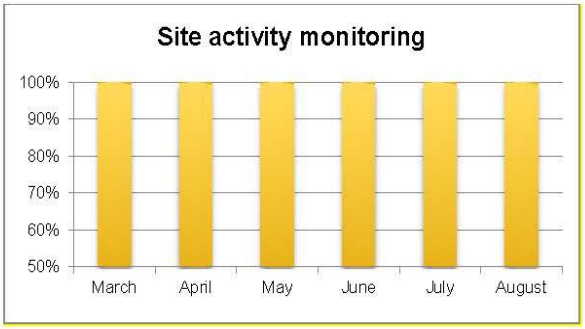
EHO RAG map**

Percentage of works compliant with extended hour instructions as per RAG map.
4 new major works were undertaken on streets where longer working hours can be utilized. All of these sites opted to work during extended and/or weekend hours. In addition to these standard works by UKPN in Duke's Place, Mitre Square, Mitre Street and Pudding Lane as well as works by Telecom company in Aldersgate Street utilized longer hours or weekend working.



Inactivity (Major works only)

On average 38 major works were registered to take place on City streets each day of August. These included works by J B Riney related to the Aldgate project. All were carried out as per agreements and we did not observe any unauthorized inactivity on these sites.



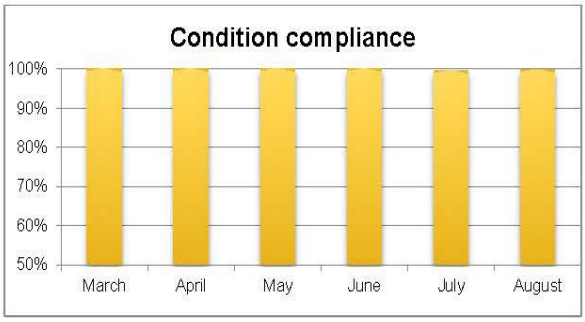
** EHO RAG map – defines streets where double shift working: Green – is considered a standard, Amber - can be considered or Red - cannot take place; dependent on the proximity to noise sensitive, mostly residential, areas.

4. Disruption

Percentage of works compliant with pre-works site checklist
(to be added)

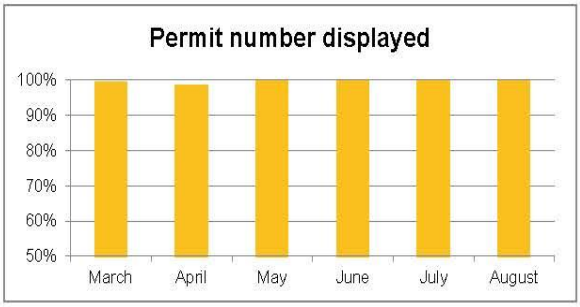
LoPS compliance (conditions)

This month we granted 573 permit applications. One Fixed Penalty Notice was issued to Thames Water for breach of permit conditions.
99.8% of works were compliant with the LoPS conditions.



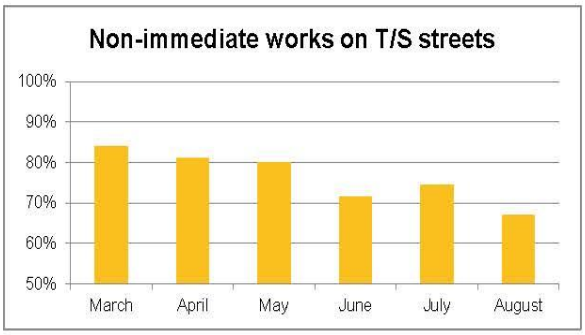
LopS compliance (displaying permit number)

All works permitted to take place were displaying correct works reference number on site.



Immediate works on traffic sensitive streets

Immediate works carried out on traffic sensitive streets this month represent approximately 21% of all activities permitted to be carried out on City streets and 33% of all activities undertaken on traffic sensitive streets.
63% of these works were carried out by our maintenance contractor J B Riney.



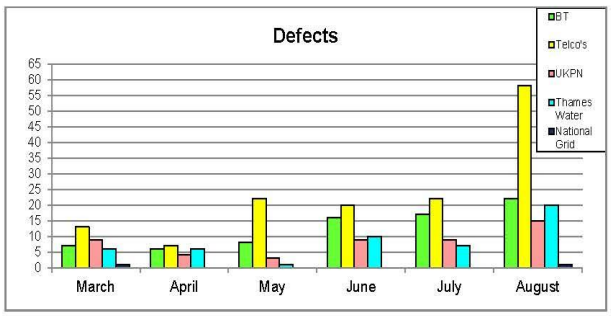
* Traffic sensitive streets are identified in Street Gazetteer dependent on a bases of traffic movement.

*** The major works carried out within the hoarding are not included in statistical data for letter drop purposes

5. Productivity & performance

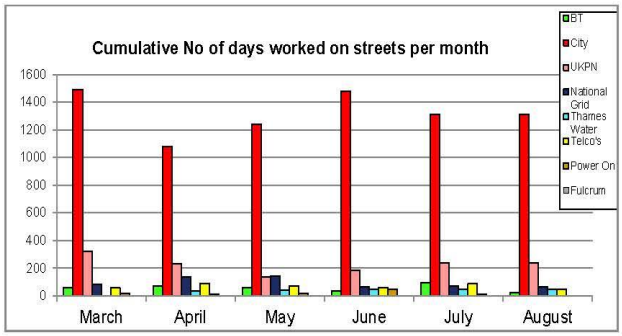
Defects

This month 116 defective manhole covers and failed reinstatements were reported to appropriate utilities and shall be rectified shortly. This month we recorded and reported a high number of defects in comparison to previous month. This relates to increased personnel resources within the Street Works team as well as ensuring the road surface is suitable for August's special events we helped to facilitate on our streets.



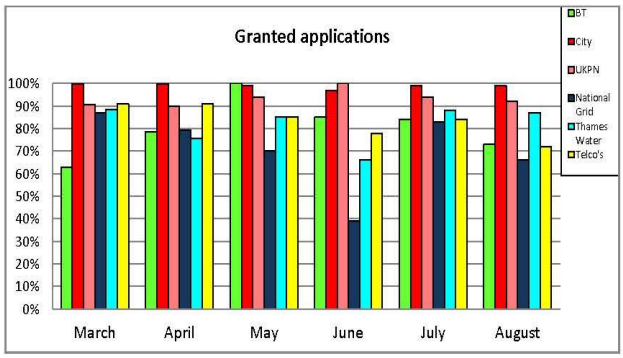
Works duration

Streetworks carried out by City's contractor continue to represent the majority of all works taking place on the highway (75% this month). Our maintenance contractor continues with works related to the Aldgate Project as well as necessary minor repairs.
UKPN works amount to 14% and BT, NGG, Thames Water, Telco's & Fulcrum combined to 11% of all activities. Fulcrum carried out major works in Took's Court at the end of August.



Permit rejections

We granted approximately 90% and refused 10% of all permit applications received this month.
The applications were mostly refused due to works being proposed to take place on dates that would affect road events such as Ride London or because a site meeting was required prior to works starting. A number of permit applications were submitted to City of London incorrectly.



** EHO RAG map – defines streets where double shift working: Green – is considered a standard, Amber - can be considered or Red - cannot take place; dependent on the proximity to noise sensitive, mostly residential, areas.

Additional information

Immediate works

The high number of immediate works relates to the number of defects that were reported to utilities this month.

Letter drops

Letter drops were not carried out by COLT in Cheapside and Charterhouse St as their repairs to the damaged cover and blocked ducts were undertaken under emergency closures, which were coordinated with other activities in the area.

On Twitter

In August we sent 138, retweeted 57 and replied to 36 Tweets, which potentially reached as many as 748 500 people.

Some of the most popular this month:

1,956 views 1 reply 19 link visits 4 Retweets

- Our latest Traffic management bulletin: eepurl.com/0EJHL You could receive it straight into your mailbox
- Did you know you can park your bicycle in any of the five City of London car parks? 364 parking spaces free of... fb.me/3ulnUmUgp
  2,716 views 3 favorites 33 link visits 13 Retweets
- #Lombard St southbound b/w Bank junction and King William St now open
  9,318 views 1 favorite 3 Retweets

* Traffic sensitive streets are identified in Street Gazetteer dependent on a bases of traffic movement.

*** The major works carried out within the hoarding are not included in statistical data for letter drop purposes

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Committee(s):	**Date(s):**	
Planning and Transportation – **For decision**	13 January 2015	
*Streets and Walkways – **For Information** and comment*	*17 November 2014*	
*Port Health and Environmental Services – **For information** and comment*	*18 November 2014*	
*Health and Wellbeing Board – **For Information** and comment*	*28 November 2014*	
*Policy and Resources – **For information** and comment*	*11 December 2014*	

Subject:	
Items placed on the Highway (streets and pavements)	**Public**
Report of:	
Director of Built Environment	**For Information/ Decision**

Summary

This report considers the adoption of a policy to enable the safe management of footpaths and the street environment in a proportionate manner.

The comments received from Members following a recent report relating to 'A' boards indicated that the issues being experienced on the City's streets were wider than just 'A' boards. One of the issues was around the management of dealing with a variety of different items placed on the highway, including inappropriately parked cycles, newspaper and leaflet stalls and tables and chairs as well as 'A' boards.

The City continues to receive a number of complaints every year relating to items obstructing the highway. The review has had regard to Highways legislation in relation to obstruction and the need in the City for increased unobstructed footway.

A footpath capacity assessment will be undertaken using specific criteria to identify streets that are at full or near full pedestrian capacity at peak times and streets where footfall is lower. Using an industry standard methodology for assessing footpath capacities criteria can be used to identify streets that are at full or near full pedestrian capacity at peak times and streets where footfall is lower. These locations will be identified by Officers through the street classification in line with the design guidelines of the Mayor of London for what makes a good street.

The report recommends that while each case will be considered on its merits, a pragmatic and proportionate approach will be adopted as follows:

1. For footpaths and footways which are narrow in design, less than 2m wide, there will be a presumption that anything placed on a

pavement will cause a significant obstruction and constitute a nuisance/danger and will be dealt with using Highway Legislation to secure removal.

2. For footpaths and footways wider than 2m (other than those with high footfall referred to in (3) below) - an assessment will be made by Officers, on a case by case basis, as to whether the Item poses a significant obstruction due to the available footpath space. This will allow all users adequate space to pass and re-pass or whether the obstruction is so minor that it can be considered a *de minimis* or "fractional" obstruction.
3. For footpaths and footways assessed and identified as having high footfall (such as transport hubs and related pedestrian routes) there will be a presumption that any items placed on the highway will cause a significant obstruction and constitute a nuisance and/or danger (and will be dealt with using Highways Legislation to secure removal)

This policy also aligns with the Mayor of London's strategies via TfL, they have adopted a progressive approach to reducing obstructions on the highway.

The City is recommended to formally adopt this approach to manage obstructions on the highway.

Recommendations

Members of Port Health and Environmental Services Committee, Health and Wellbeing Board and Streets and Walkways sub-committee and Policy and Resources committee are asked to comment on the contents of this report prior to it going to Planning and Transportation Committee for decision.

Members of Planning and Transportation Committee are asked to consider this report and agree the recommendations that:

1. The City adopts this progressive approach to obstructions on the highway set out in the report to enable the safe management of footpaths and the street environment in a proportionate manner.
2. In doing so applies the principles set out in the summary above at 1, 2, and 3.

Main Report

Background

1. A report relating to 'A' boards was presented to a number of Committees for comments, these included Streets and Walkways sub-committee, Health and Wellbeing Board, Port Health and Environmental Services Committee and Policy and Resources Committee. From this process the comments received from Members indicated that the issues being experienced on the City's streets were wider than just 'A' boards and the primary issue being one of how the streets should be regulated to deal

with obstructions. These could be from a wide variety of sources but would include inappropriately parked cycles, newspaper and leaflet stalls, and tables and chairs as well as 'A' boards. A revised policy concerning the control of Tables and Chairs was agreed by Planning and Transportation Committee on 30 July this year.

2. This report proposes a policy on how the City will deal with items causing an obstruction of the highway.

Context

3. The historic layout of many City streets means that there are a number of areas where streets and lanes have very narrow footways. Even streets with wider footways may often not be able to cope with the high levels of pedestrian footfall they experience at peak travel times.

4. To date, redevelopment and environmental enhancement schemes have resulted in a number of street design improvements which provide more usable pedestrian space. An example of this is Cheapside where there has been a conscious design decision to widen the footpaths and to maintain a 'clear street' with minimal street furniture, creating more freedom of movement for all users.

5. The City is also expecting a significant increase in commuters, shoppers and visitors. The current daily population of users of the City is estimated to be around 330,000 people and with the arrival of the 'Eastern Clusters' office developments, the construction of Crossrail, Bank upgrade and the ThamesLink upgrade, the City's daily population, over the next ten years, is predicted to rise to well over 400,000. This will result in the streets becoming even more congested and public footpath space ever more precious. It is already apparent from daily observation that pressure on footways is often leading pedestrians to 'walk in the road'. Accordingly a high priority for the Corporation's Environmental Enhancement Team is that the City's streets should continue to be altered to create more space for pedestrian movement.

6. Supporting the principle of providing more and safer space for pedestrian movement Corporation officers have also been working to de-clutter the streets removing unnecessary signage and street furniture as well as introducing 'Time Banding' for Bagged Waste. This initiative, agreed by the Port Health and Environmental Services Committee in September 2011, restricts the times when waste bags may be placed on the highway for collection to avoid times of high footfall.

7. Despite recognising the importance of available footway to facilitate the safe movement of pedestrians the Corporation also recognises, where practicable, the needs of traders. Tables and Chairs are licensed to be placed on the highway if the site is suitable and many traders also consider that placing boards or other items on the street helps generate business. A report setting out the current policy adopted by the Planning and Transportation Committee concerning Tables and Chairs use in the highway was agreed on 30th July this year and the principles contained are consistent with this report. In some streets placing items such as boards or tables and chairs would clearly cause an unacceptable degree of

obstruction whereas in others, where the footway is wider or footfall less, it might be argued that any obstruction is negligible or 'de-minimis'.

8. A further consideration is that the needs of those wishing to place items on the highway have to be balanced against those who consider such items as dangerous obstructions, for example, some groups representing the visually impaired. The City has received increasing numbers of complaints for items causing an obstruction of the highway over recent years resulting in officers dealing with 59 reports in 2011, 119 in 2012 and 127 in 2013.
9. A final consideration is that even small scale use of additional 'things' or structures placed out on the street by some traders can serve to encourage wider use as individual businesses seek to compete with neighbours which results in a proliferation of items in an area or street. Some traders may feel disadvantaged against their competitors if they are not allowed to place out items on the highway due to the footway size. Clearly this problem is most likely to manifest itself in narrow side streets where traders may already feel disadvantaged against main street traders.
10. It is against the above backdrop that Members are asked to consider the City's approach to items causing an obstruction on the highway. In so doing Members may wish to be aware that TfL, over recent years, have revised their approach to obstruction and have implemented a zero tolerance policy to obstructions on what they call 'prestige footways'. See Appendix 1.

Proposed Policy on Obstructions of the Highway

11. In considering the de-minimis principle to obstructions the City will need to do two things; firstly, define the necessary footpath space that must at all-time be available and secondly, consider the peak footfall requirements of any street.
12. In terms of available footpath width, advice from the City's Access Team is that a minimum of 2m of clear footpath is a practical approach to managing the street environment, this is currently the criteria used when assessing table and chairs applications which the Access Team are consulted on.
13. Following an assessment of the footpath widths across the City around 50% are less than 2m and therefore it is proposed that there will be a presumption that no form of obstruction be permitted on these streets and that any item placed on these footpaths is not capable of being considered a *de minimis* or fractional obstruction.
14. The approach to be taken for the remaining 50% of streets is that it will be necessary to assess the footfall at peak times. Officers in the Planning and Transportation use an industry recognised methodology, see Appendix 2, to assess and identify footpaths where high footfall is experienced at peak times.
15. Where an assessment exceeds the parameters of this methodology and shows that the footpath is being used to or near its capacity, it is likely that anything placed on the footpath will cause a significant obstruction, this will be broadly in line with assessments made for tables and chairs license applications. Where footpaths fall within the parameters of the

methodology, then consideration will be given to permitting items to be placed on the footpath as any resulting obstruction could be considered to be *de minimis*. As these assessments are carried out the City will be able to give streets a classification of use and purpose.

Enforcement of Policy

16. The City as the Highway Authority has powers to secure removal of any unlawful obstructions and deal with any person causing such an obstruction. These powers are set out in Appendix 3

17. Where items could be permitted by this policy on the basis of constituting a *de minimis* obstruction it would be essential to consider each on a case by case basis.

18. There are some exceptions when the highway can be used for purposes other than the primary purpose of passing and re-passing. These include the temporary erection of scaffolding for building repairs, maintenance or development and other things such as signs and bollards, temporary roping of defined areas for patrons of licensed premises, to improve pedestrian safety. Additionally there are 'Tables and Chairs', which may be deemed 'an amenity' or to be 'a public benefit' and may be licensed where appropriate under section 115E of the Highways Act 1980.

19. The Comptroller and City Solicitor advises that the highway authority's powers, S.115E Highways Act 1980, to license the placing of objects or structures on the highway extend only to objects or structures which enhance amenity or provide a public benefit. Some local authorities have been found to license 'A' Boards, using section 115E of the Highways Act 1980; however this is being challenged by London TravelWatch. The City Solicitor advises that licensing could only be considered appropriate if 'A' boards were considered to be a public amenity or for public benefit. Officers do not consider this to be the case in relations to advertising boards and therefore licences would not apply to such 'A' Boards.

20. Other permitted activities by the City as Local Highway Authority include the requirement to maintain, repair and clean the highway to the required standards using associated equipment. In addition, certain signage is permitted or required for public benefit or public safety purposes in connection with the exercise of statutory functions, such as traffic management, street works or polling station signage.

21. The Street Environment Officers (SEO), within Cleansing Services are responsible for monitoring compliance with the above highway legislation. Currently the SEOs use a set of guidelines relating to 'A' boards, but not policy, which follow the 'de- minimis' principles to ensure that anything placed on the street does not significantly obstruct the highway. These stipulate a minimum width of 2 metres of available footpath which allows users to pass and re-pass on the highway. This width is an 'ideal minimum width' quoted within the industry. The guidelines prescribe a number of other criteria to ensure that they are not an obstruction on the highway and aid the safe management of street furniture. These can be easily modified for this policy to encompass items placed on the highway. A copy of these can be found in Appendix 4.

22. The current approach to enforcement of is that the SEOs do not aggressively target businesses using additional equipment. However, when a complaint is received, SEOs will investigate using the above guidelines. If the business does not or cannot comply then they are asked to remove it. Failure to do so will result in the SEO removing it in accordance with the above relevant highway legislation procedures. By approving this policy the SEO team will have a clear understanding of the City's approach to obstructions on the highway and will be able to manage the street environment more consistently and effectively.

23. There will be a requirement for good communication of this policy, with possibly a transition period of education and engagement to help support businesses to understand the reasons for this approach before any enforcement is taken. A similar approach was adopted for the introduction of the Time Banding Scheme restricting when bagged waste can be put out on the highway. This approach was generally successful. This will be undertaken by the Street Enforcement team within the Cleansing Services as they already monitor the City streets for compliance under the highway regulatory framework.

Other considerations

Transport for London's Position

24. Transport for London (TfL) has for some time been advocating the de-cluttering of the pavements and streets. With an initiative in 2001 'to return our pavements back to the pedestrian' by clearing away unnecessary obstructions etc. from the TfL Road Network. In 2009, the Mayor of London initiated 'the better streets initiative' which offered guidance on what makes good streets. The document published guiding principles including statements such as:

    'Street design should be based on simple and robust principles which reflect the characteristics of London and its neighbourhoods.'

    'A clear understanding of the function of a particular street and a brief that articulates this is one of the fundamentals of creating great streets. Improvements need to reflect whether the street is primarily a retail high street, a residential road, a place for cultural activity, a busy through route, or something else; the more capable the street is of bearing heavy pedestrian use, the more appropriate the removal of segregation measures is likely to be.'

25. The London Plan followed and, TfL, taking forward the Mayor's Transport Strategy - Accessibility Implementation Plan, stated how it intended to improve access for all.

26. TfL are taking a progressive approach to removing obstructions from the street and have identified a number of streets which they call 'prestige footways' where they are taking a zero tolerance to obstructions on these, this can be found in Appendix 1 and includes Bishopsgate, Gracechurch Street, Upper and Lower Thames Street, Byward Street and Tower Hill within the City. TfL highway officers currently enforce against any obstructions on these streets within the City.

London TravelWatch

27. London TravelWatch is a watchdog organisation representing the interests of transport users in and around the capital. Officially known as London Transport Users Committee, they were established in July 2000. London TravelWatch is sponsored and funded by the London Assembly, which is part of the Greater London Authority, and is independent from the transport operators.

28. London TravelWatch promotes integrated transport policies and presses for better public transport, with higher standards of quality, performance and accessibility. They liaise with transport operators, providers, regulators and local authorities.

29. London Travelwatch has recently undertaken a campaign sponsored by the Royal National Institute of Blind People (RNIB) to highlight the problems caused by obstructions on the highway. This work found that street clutter was a major concern around the country affecting those with impaired vision and guide dogs. This is also an issue which affects those in wheelchairs and with mobility impairments and people with prams etc.

30. Following the campaign a report was published challenging authorities to carry out their obligations under legislation to clear the highway of such obstructions. This report is available on their website:

http://www.londontravelwatch.org.uk/news/2013/11/passenger_watchdog_calls_for_the_removal_of_obstructions_on_london_s_pavements_

Other London Boroughs

31. Across London, local authorities take differing approaches to deal with the various 'things' or structures that are placed on the highway, these include:

- Royal Borough of Kingston upon Thames has a zero tolerance.
- In Greenwich enforcement is focused on its town centres.
- Hackney and Barnet have zero tolerance of highway obstructions.
- Newham is pro-active in dealing with highway obstructions.
- Kensington and Chelsea, operates a zero tolerance policy on a selection of their streets.
- Bromley is successful in keeping its town centre clear of unlawful obstructions. The rationale for selection relates to footfall and the profile of the street.

Equalities Act 2010

32. Section 149 - Public sector equality duty - A public authority must, in the exercise of its functions, have due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; This includes removing or minimising disadvantages suffered by people due to their protected characteristics (such as visual or mobility disabilities).

33. The maintaining of clear and accessible pavements has particular importance in relation to the elderly and those with visual and mobility impairments. It could be argued that anything placed on a highway of any width could potentially become a hazard and obstruction for people with sight impairment or mobility issues.

34. The City of London Corporation's Access Officer comments that, structures placed on the highway and their positioning can be very problematic for disabled people. For blind and partially sighted people it is essential to have as clear route as possible along footways however in practical terms it wouldn't be the intention to advocate a blanket ban on everything but a measured approach which enables greater control over what is on the streets.

35. Equally for wheelchair/ mobility scooter users and parents with buggies, negotiating a footway which has structures placed on it can be challenging. If things are poorly positioned they can lead to a lack of available footpath space and can have far reaching impacts ranging from minimal inconvenience to major health and safety concerns. The fact that many of the footways in the City are of narrow width means that anything placed upon such a footway results in there often being insufficient space to pass by without stepping into the carriageway.

36. It is important that, in considering the exercise of its legal powers, the City reaches its view based on the considerations as set out above and therefore the City should be mindful of how it responds taking into account proportionality.

Conclusion

37. In conclusion, whilst it is recognised that some traders consider the placing of items on the street important to their business, these 'items' are becoming more problematic and the City has seen continued complaints relating to them. The City has sought to apply principles in design to maintain a clear street environment when developing new projects, as has been shown with the Cheapside redevelopment and with new initiatives such as the introduction of restrictions on when waste bags can be placed on the highway by means of the Time Banding Policy. These measures go to reinforce the need to keep the footpaths free from obstructions and clutter at times of greatest demand.

38. The City must also plan for the ongoing growth in population with more than 400,000 people predicted to be competing daily for the use of the footpaths to move around the City.

39. For highway (footpaths) which are narrow in design, less than 2m wide, anything placed on them will be deemed to be an obstruction and dealt with using the Highway Legislation to have it removed. For footpaths wider than 2m, an assessment will be made by Officers as to whether the de-minimis principles can be applied as the structure does not pose a significant obstruction due to the available footpath space allowing all users adequate space to pass and re-pass.

40. For areas assessed and identified as having high footfall, such as transport hubs and related pedestrian routes, it is highly unlikely that any

obstruction could be considered *de minimis* and these will have a zero tolerance approach to anything being placed on the highway and the Highway Legislation will be used to maintain a clear street principle for the reasons outlined in the report. These locations will be identified by Officers through the street classification process being undertaken which aligns with the design guidelines of the Mayor of London for what makes a good street.

41. This policy seeks to start to address the issues which have gradually emerged over time in a pragmatic way and also aligns with the Mayor of London's strategies via TfL, which have adopted a progressive approach to reducing obstructions on the highway by having a zero tolerance to on their 'prestige footways' which include streets within the City.

42. The GLA funded London TravelWatch group are actively championing to clear London streets of obstructions and clutter which is supported by the RNIB.

43. Given the above, the City is recommended formally to adopt the approach to manage obstructions on the highway using the de-minimis principle which will allow officers to manage obstructions on narrower footpaths and also apply design principles to specific locations of high footfall.

Implications and implementation

44. Implementing the recommended approach is likely to be very challenging and may, in part, be unpopular amongst some who have placed items on the highway in the past.

45. It will therefore require careful communication, possibly with a transition period of education and engagement to help support businesses to understand the reasons for this approach before any enforcement is taken. A similar approach was adopted for the introduction of the Time Banding Scheme restricting when bagged waste can be put out on the highway. This approach was generally successful. This could be undertaken by the Street Enforcement team within the Cleansing Services as they already monitor the City streets for compliance under the highway regulatory framework.

46. It is also acknowledged that the City itself needs to ensure that signage used by for legitimate activities such as road works and diversions needs to manage in a way that reduces or minimizes the impact on the pedestrian movement.

47. These principles are broadly in-line with the City's enforcement policy of education, engagement, support and enforcement only as a last resort.

Financial and HR Implications

48. There may be additional training required for the officers responsible for monitoring and enforcing compliance of all of the relevant legislation and policies.

Legal Implications

49. De minimis – the courts have held that some encroachments are so minor as to fall outside the ambit of criminal sanction, but it will be a matter of fact and degree in each case whether or not the encroachment is “de minimis”.

50. All other legal implications are contained in the body of the report.

Property Implications

51. None

Strategic Implications

52. SA1 - To support and promote The City as the world leader in international finance and business services. Creating clean and attractive city environment to attract businesses.

53. SA2 - To provide modern, efficient and high quality local services within the Square Mile for workers, residents and visitors with a view to delivering sustainable outcomes.

54. SA3 - To provide valued services to London and the nation.

Contact:

Doug Wilkinson MBA CMgr MCM
Assistant Director
Department of Built Environment
Street Scene, Strategy & Safer City Partnership

T: 020 7332 4998 / 07990567275
E: doug.wilkinson@cityoflondon.gov.uk

Appendix 1

The voice of transport users

Inclusive streets

TfL schedule of prestige footways with „zero tolerance‟ for „A‟ Boards.
A zero tolerance approach to advertising boards on these roads was agreed in November 2011 by TfL‟s Surface Transport Panel:

A200 Tooley Street

A200 Duke Street Hill

A 3 London Bridge

A3 King William Street

A10 Bishopsgate

A10 Gracechurch Street

A501 City Road (Moorefield Eye Hospital approaches)

A3211 Upper Thames Street

A3211 Lower Thames Street

A3211 Byward Street

A3211 Tower Hill

A4 Knightsbridge

A4 Cromwell Road

A4 Cromwell Gardens

A4 Thurloe Place

A4 Brompton Road

A3211 Victoria Embankment

The following have been described as additional areas to be covered.

Already Established

Bishopsgate/Gracechurch Street	City of London
Brompton Road	Kensington and Chelsea
Victoria Embankment	Westminster
Tooley Street	Southwark
In Progress (i.e. prior to May 2013) Stoke Newington High Street	Hackney
Nags Head	Islington
Clapham High Street	Lambeth
Borough High Street	Southwark
Balham High Road	Wandsworth

May 2013 Rollout Camden High Street	Camden
Edgware Road	Westminster
Whitechapel Road	Tower Hamlets

September 2013 Rollout Finchley Road	Camden
Earls Court Road	Kensington &Chelsea
Kingsland High Street	Hackney
Upper Street	Islington
Streatham High Road	Lambeth
Peckham High Street	Southwark
Tooting High Street	Wandsworth
Wandsworth High Street	Wandsworth

Appendix 2

City of London Footway Guidance Note

Pedestrian comfort on footways is of paramount importance in the City's streets, and ideally we require wide footways which can accommodate huge numbers of pedestrians as well as places for people to dwell. However, due to the City's historic street pattern and narrow lanes it is often the case that a careful balance needs to be struck between having vibrant streets with places to sit and streets that are able to accommodate the safe and efficient movement of thousands of pedestrians

Manual for Streets, which is national guidance published in 2007 by the Department for Transport as a replacement for Design Bulletin 32, sets out that pedestrians should be at the top of the road user hierarchy and that it is important to have safe, clear, well defined and accessible footways, which will improve the quality of the walking experience and thus encourage people to walk more. **It states that there should be no maximum footway width, but for the lightest used streets (defined as lightly trafficked residential streets) there should be a minimum of 2 metres of unobstructed width.** This replaces the previous 1.8m minimum width.

TfL have also published some London-wide guidance: in 2004, Gehl Architects produced a document for TfL called Towards A Fine City For People. This looked at the way pedestrians move in cities, and introduced the **Gehl Threshold of 13 pedestrians per metre per minute (13 pmm) which is the threshold at which pedestrians become uncomfortable and seek alternative routes, or are at greater risk of behaviour such as stepping out into the carriageway.** This is considered to be more effective than Fruin's Level of Service (LoS), as LoS is more about capacity than pedestrian comfort, and as such LoS A can go as high as 23 pmm.

In 2010, TfL published a further guidance document, Pedestrian Comfort Guidance for London, which takes Gehl's findings into account. **This gives the following recommended minimum widths which the City has adopted:**

- For areas with a low flow (less than 600 pedestrians per hour): 2 metres. In tourist areas or high street areas this increases to 2.6 metres.

- For areas with an active flow (between 600 and 1,200 pedestrians per hour): 2 metres. In tourist or high street areas this increases to 3.3 metres.

- For areas with a high flow (more than 1,200 pedestrians per hour): 3.3 metres, although this may need to increase if it is an area of transport interchange with multiple bus stops on the same footway.

NB: High street areas are defined as areas dominated by a range of retail and food and drink premises. Tourist areas are those with high tourist activity, close to renowned sights such as St Paul's Cathedral or the Tower of London.

These numbers take into account the DfT and accessibility guidance, and the fact the pedestrians naturally leave a buffer of approximately 200mm between themselves and any obstructions. Minimum widths are measured at the narrowest point.

Appendix 3

The City as Local Highway Authority

The City is the Local Highway Authority for most City streets and as such also has an obligation to ensure compliance with the Highways Act 1980. The relevant sections of this Act are:

a) Section 137 - if a person, without lawful authority or excuse, in any way wilfully obstructs the free passage along a highway it is an offence and liable to a fine on Level 3 of the Standard Scale (currently up to £1,000.00).

b) Section 148(c) - if, without lawful authority or excuse a person deposits anything whatsoever on a highway to the interruption of any user of the highway he is guilty of an offence and liable to a fine (again, Level 3 on the Standard Scale).

c) Section 149 – if anything is so deposited on a highway as to constitute a nuisance, the highway authority for the highway may by notice require the person who deposited it there to remove it forthwith. In the event of non-compliance, a court order may be obtained authorising the removal and disposal of the offending item. In the event that the highway authority considers the item to constitute a danger to users of the highway it can remove the item forthwith and, ultimately, seek a court order for its disposal.

d) Section 149 (3) of the Act allows a Local Authority to recover its ‘expenses’ incurred in removal, but not for storage. A charge of £40 for removal of item if owners come forward to claim it may be levied. This charge is to be treated as a measure of deterrence rather than securing an income from this service.

e) Section 130 – the highway authority has a duty to assert and protect the rights of the public to use and enjoyment of the highway.

Appendix 4

CITY OF LONDON
A-BOARDS GUIDANCE

Section 149 Highways Act (1980)

A-Boards placed on the footway are subject to the following conditions;

- Must be overall a maximum of 1200mm High X 800mm Wide x 500mm Base/Footprint
- Only one A-Board per business
- Footpath must have a minimum residual width (width of footpath not obstructed by A Board) of 2.0 metres left for the passage of pedestrians
- Must be placed against (physically touching) your building/business
- Must not cause an obstruction to pedestrians
- Must be placed on straight sight lines and not on any curved angles along the building line
- Rotating or swinging banner type signs are not permitted
- Boards must not be fixed or attached to any street furniture (lamp poles, sign posts etc.)
- All boards must be taken in/removed from the footpath when the business is closed

A-BOARDS THAT DO NOT CONFORM TO THE ABOVE REQUIREMENTS WILL BE REMOVED WITHOUT NOTICE BY CITY OF LONDON STREET ENVIRONMENT OFFICERS