



## Streets and Walkways Sub (Planning and Transportation) Committee

**Date:** TUESDAY, 7 MARCH 2023

**Time:** 2.15 pm

**Venue:** COMMITTEE ROOM 2 - 2ND FLOOR WEST WING, GUILDHALL

**Members:**

Deputy Graham Packham (Chairman)	Deputy Edward Lord
John Edwards (Deputy Chairman)	Judith Pleasance
Alderswoman Susan Pearson	Ian Seaton
Deputy Shравan Joshi	Alderman Ian David Luder, Open Spaces and City Gardens Committee (Appointed Member)
Deputy Randall Anderson	Paul Martinelli, Finance Committee (Appointed Member)
Deputy Marianne Fredericks	Oliver Sells KC (Ex-Officio Member)
Deputy Alastair Moss	

**Enquiries:** Zoe Lewis  
Zoe.Lewis@cityoflondon.gov.uk

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<https://www.youtube.com/@CityofLondonCorporation/streams>

A recording of the public meeting will be available via the above link following the end of the public meeting for up to one civic year. Please note: Online meeting recordings do not constitute the formal minutes of the meeting; minutes are written and are available on the City of London Corporation's website. Recordings may be edited, at the discretion of the proper officer, to remove any inappropriate material.

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**Ian Thomas**  
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 14 February 2023.  

**For Decision**  
(To Follow)
  
4. **WEST SMITHFIELD AREA PUBLIC REALM AND TRANSPORTATION PROJECT**  
Report of the Director of the Built Environment.  

**For Decision**  
(Pages 5 - 28)
  
5. **MOORGATE CROSSRAIL STATION LINKS**  
Report of the Executive Director, Environment.  

**For Decision**  
(Pages 29 - 42)
  
6. **ANTI-TERRORISM TRAFFIC REGULATION ORDER**  
Report of the Executive Director Environment.  

**For Decision**  
(Pages 43 - 50)
  
7. **OUTSTANDING REFERENCES**  
Report of the Town Clerk.  

**For Information**  
(Pages 51 - 54)
  
8. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**
  
9. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**



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# Agenda Item 4

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<p><b>Committees:</b></p> <p>Streets &amp; Walkway Committee Operational Property &amp; Projects Sub Committee Resource Allocation Sub Committee</p>	<p><b>Dates:</b></p> <p>7 March 2023 17 April 2023 18 April 2023</p>
<p><b>Subject:</b></p> <p>West Smithfield Area Public Realm and Transportation project.</p> <p><b>Unique Project Identifier:</b></p> <p>PV Project ID: 11956</p>	<p><b>Complex Issue Report (last report Gateway 3 Issue Report)</b></p>
<p><b>Report of:</b></p> <p>Director of the Built Environment</p> <p><b>Report Author:</b></p> <p>Clarisse Tavin</p>	<p><b>For Decision</b></p>
<h1>PUBLIC</h1>	

<p><b>1. Status update</b></p>	<p><b>Project Description:</b> To provide new public spaces and improved environment in West Smithfield in line with the planned implementation of the Look and Feel Strategy, the City Transport Strategy, Destination City, the opening of Crossrail stations in Farringdon and Farringdon East and the anticipated major increased number of visitors in the area.</p> <p><b>RAG Status:</b> Green (last report: amber)</p> <p><b>Risk Status:</b> Low (last report: low)</p> <p><b>Total Estimated Cost of Project (excluding risk):</b> £12m</p> <p><b>Change in Total Estimated Cost of Project (excluding risk):</b> N/A</p> <p><b>Spend to Date:</b> £1,275,014</p> <p><b>Costed Risk Provision Utilised:</b> 0</p> <p><b>Funding Source:</b> OSPR</p> <p><b>Slippage:</b> Parts of the project have been on an agreed hold awaiting finalisation of the Museum of London's Planning Permission.</p>
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<p><b>2. Requested decisions</b></p>	<p><b>Next Gateway:</b> Gateway 4 - Detailed Options Appraisal (Complex)</p> <p><b>Progress to date</b></p> <ol style="list-style-type: none"> <li>1. The project has been phased to align with other key dependency projects as follows (see Phasing Plan in Appendix 2): <ul style="list-style-type: none"> <li>• <b>Stage 3.1:</b> Overarching strategies and approaches to develop elements of the public realm Concept Design and to test feasibility (COMPLETED)</li> <li>• <b>Stage 3.2:</b> Completed Developed Designs for Area 1 (around the future Museum of London site)</li> <li>• <b>Stage 3.3:</b> Completed Developed Designs for Area 2 (around the Meat Market site)</li> </ul> </li> <li>2. A Gateway 3 Issue report for the Public Realm and Transportation enhancements was approved in July 2022 and provided an update on the progress made to date and the completion of Stage 3.1 of the project.</li> <li>3. The report recommended that the design be paused and that Stage 3.2 of the public realm project design would commence when the broad scope of the Museum of London S106 agreement (and within this document the outline scope of its associated S278 agreement) was understood; and recommended that a report be submitted to Members to update at this stage.</li> <li>4. Following the City granting planning permission for the new Museum of London in West Smithfield in November 2022, a Gateway 2 report to initiate the associated S278 works was approved by Committees in January 2023. To expediate the start of this work, the report recommended that if required, an exchange of letters between the City of London and the developers be considered to secure the design and evaluation payment, in advance of the S106 being signed.</li> <li>5. The associated design and evaluation S278 works are to start as soon as the required funding is received. It will involve detailing the changes required to the surrounding streets to facilitate the new Museum of London and its opening, and to ensure that functionally and operationally it is safe for the public in the area. It will deliver the minimal functional changes in terms of traffic, road safety, pedestrian access and HVM to allow the Museum to operate safely.</li> <li>6. The S278 work will focus on those changes required specifically for the museum development, but will work in</li> </ol>
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tandem with the public Realm project's overall scope to create the setting for a new Museum of international renown in the Smithfield area.

7. Approval is therefore required to initiate the Stage 3.2 of the Public Realm and Transportation project as soon as the scope of the Museum of London S278 is known. This will ensure the two projects are aligned.
8. The project programme (see Appendix 4) has been updated since the latest Issue Report submitted in July 2022 and aligns with key project dependencies. The Dependencies are:
  - **The London Museum development** seeks to have preview opening events in late 2025, with the General Market and West Poultry Avenue open to the public in 2026.
  - **Markets Co-location Programme:** The City of London has submitted a Private Bill to Parliament to seek permission to move Billingsgate and Smithfield markets to purpose-built facilities at Dagenham Dock in the London Borough of Barking & Dagenham, a levelling up priority 1 area, in order to provide its market tenants with modern, environmentally sustainable facilities, which would not be achievable in their current locations. The City of London retains the ambition to relocate New Spitalfields at a later date. The Bill was deposited in Parliament on 28th November 2022. The Parliamentary process is estimated to take approximately 28 months to complete (Spring 2025). The impact on the public realm is that project design around the East and West Market Buildings and Rotunda (Stage 3.3) will commence at a later date, once the potential future functions of the meat market are better understood.
9. Stakeholder Engagement: The project team has continued to liaise with essential stakeholders to finalise Stage 3.1. This included key dependency projects, and the legacy work from the Artist in Residence codesign process. A design competition about equity in the public realm was carried out in partnership with East Bank and the London Festival of Architecture. The winners of the competition will deliver temporary activation work during the Festival in Summer 2023.

**Requested Decisions:**

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1. Note the updates from the work developed to date since last Committee Report;
2. That budget of £70k for staff cost and £60k for fees is approved to cover the next stage of the project;
3. That £130k is allocated from OSPR from the £12m funding approved in principle for the project, subject to relevant approvals; and
4. Note the revised project budget of £1,405,014 (excluding risk), from the £12m estimated budget which is unchanged.

### 3. Budget

Finance tables :

**Table 1: Spend to Date - West Smithfield Area Public Realm & Transportation Project - 16800391**

Description	Approved Budget (£)	Expenditure (£)	Balance (£)
Env Servs Staff Costs	40,000	11,403	28,597
Legal Staff Costs	20	20	0
Open Spaces Staff Costs	18,600	8,039	10,561
P&T Staff Costs	432,797	415,192	17,606
P&T Fees	803,597	599,178	204,419
Works	60,000	0	60,000
Recharges	-80,000	-80,000	0
<b>TOTAL</b>	<b>1,275,014</b>	<b>953,832</b>	<b>321,182</b>

**Table 2: Resources Required to reach the next Gateway**

Description	Approved Budget (£)	Resources Required (£)	Revised Budget (£)
Env Servs Staff Costs	40,000	-	40,000
Legal Staff Costs	20	-	20
Open Spaces Staff Costs	18,600	-	18,600
P&T Staff Costs	432,797	70,000	502,797
P&T Fees	803,597	60,000	863,597
Works	60,000	-	60,000
Recharges	-80,000	-	-80,000
<b>TOTAL</b>	<b>1,275,014</b>	<b>130,000</b>	<b>1,405,014</b>



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	<p>To progress the next stage of design (Stage 3.2), associated liaison with key stakeholders, deliver summer activation programme and transport-related work, a £70k budget is required to cover staff cost and £60k for fees (see details of the work in Item 4.2 and section 5 “Next steps”). Staff cost covers officer time until Autumn 2023 when it is anticipated that the next report will be submitted, subject to the development of the Museum of London S278 works.</p> <p><b>Costed Risk Provision requested for this Gateway: N/A</b></p>
<p><b>4. Issue (update) description</b></p>	<p>4.1 Since the last issue report approved in July 2022, works on Stage 3.1 were complete, as follows:</p> <ul style="list-style-type: none"> <li>I. <u>Circular economy, Climate Action and materials approach:</u> The research work ‘Sustainable Cultural District: A public realm perspective’ was publicly launched on the City of London website and the Global Cultural District Network one. This report aims to understand best practice and innovative new ideas that are being undertaken by cultural districts around the world to develop sustainably and to embed climate resilience into cultural districts’ practice. The research includes a particular focus on public realm projects in 10 different cities in the world, and it will be used to inform the next design stage of the project.</li> <li>II. <u>Stakeholder Engagement:</u> The team has continued to do essential engagement with essential stakeholders including key dependency projects, focussing on key aspects of the project as part of Stage 3.1.</li> <li>III. <u>Work on diversity and inclusion through temporary and meanwhile activation work.</u> A design competition was launched as part of the London Festival of Architecture in June 2022. This project was developed in collaboration with the Foundation for Future London located in East Bank. The winning team started engagements with underrepresented communities and disabled and non-disabled architects and artists, as well as schools. The aims are to develop deeper understanding on how people feel when they are in the area’s streets and public spaces, and how to make public spaces more inclusive and encourage diversity. The team will deliver a temporary installation in the area and East London, and a series of engagement events that supports commitment to equity, inclusion and diversity including outreach with new audiences (arts and non-arts) and participants. Key findings of this work will be used to inform the permanent design for the public realm in Smithfield area.</li> </ul>

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	<p>4.2 In order to anticipate the start Stage 3.2 of the project as soon as the scope of the S278 for the Museum of London is known and deliver the work as detailed in the following Section 5 “Next Steps”, £70k for Staff Cost and £60k for Fees are required to :</p> <ul style="list-style-type: none"> <li>- Continue essential liaison with the numerous key stakeholders in the area as listed in the Engagement Plan Stage 3.2 in Appendix 5.</li> <li>- Support the delivery of the Summer activation and events in partnership with the Foundation for Future London and the London Design Festival.</li> <li>- Carry out transport related work and associated surveys and monitoring.</li> </ul> <p>4.3 The design and Summer activation for Smithfield area will align with Destination City’s vision to create a vibrant destination of choice for everyone in providing an attractive, inclusive and sustainable public space.</p> <p>4.4 If required funding cannot be secured, the activities listed in Item 4.2 would not be delivered, work on the project would be delayed, with the consequence of the Public Realm project not aligning with Key dependencies programme.</p>
<p><b>5. Next Steps (to be developed)</b></p>	<p><b>Next steps (to be developed)</b></p> <p>5.1 The key next steps for the project in the next 12 months are:</p> <ul style="list-style-type: none"> <li>- <u>Public realm design:</u> Stage 3.2 is to commence as soon as the broad scope of the Museum of London S106 agreement (and within this document the outline scope of its associated S278 agreement) is understood. This is likely to be in Q2 2023. This work will involve the next level of details for the public realm.</li> <li>- <u>Transportation work:</u> further transport related monitoring an initial assessment will be carried out to ensure transport options meet the needs of the Museum whilst simultaneously allowing for the Meat Market operation to continue.</li> <li>- <u>Lighting Feasibility work:</u> Further lighting design work and feasibility studies need to be developed to align with the new Museum of London and the Annexe buildings and ensure a coordinated approach to street lighting.</li> <li>- <u>Circular economy/salvage materials:</u> historical granite</li> </ul>

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	<p>setts will be recovered during construction works in West Smithfield. To align with the Materials Review Strategy and support the circular economy and environmental objectives of the project, the project team has planned to salvage the granite stones and setts so they can be reused as part of the final public realm design. A space in Smithfield Car Park was secured, where the setts and stones can be stored until the works can commence on site.</p> <ul style="list-style-type: none"> <li>- <u>Stakeholder Engagement</u>: essential engagement with stakeholders will continue to ensure programmes are aligned with key dependency projects and that the project team is supporting the scoping of the associated S278 project. The team will also continue to engage with the work on diversity and inclusion developed with the London Festival of Architecture and Foundation for Future London. Temporary installations and associated events will be delivered in the area during the Festival in Summer 2023.</li> </ul> <p>5.2 Stage 3.3 works will not commence until there is more certainty around the future of the Meat Market site.</p> <p>5.3 Progress of works as described above are due to be reported to Members in the next report. This is anticipated to be submitted in Autumn 2023 but is dependent on the programme of the Museum of London S278.</p>
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### **Appendices**

<b>Appendix 1</b>	Project Coversheet
<b>Appendix 2</b>	Location and Phasing Plan
<b>Appendix 3</b>	Risk Register
<b>Appendix 4</b>	Project Programme
<b>Appendix 5</b>	Smithfield Engagement Plan Stage 3.2

### **Contact**

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<b>Telephone Number</b>	02073323634

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## **Appendix 1: Project Coversheet**

# **Project Coversheet**

### **[1] Ownership**

**Unique Project Identifier:** 11956      **Report Date:** 06/03/2023  
**Core Project Name:** West Smithfield Public Realm  
**Programme Affiliation:** City Transport Strategy , Climate Action Strategy, Destination City  
**Project Manager:** Clarisse Tavin  
**Next Gateway to be passed:** 4

### **[2] Project Brief**

#### **Project Mission statement:**

To provide new public spaces and improved environment in West Smithfield in line with the planned implementation of the Look and Feel Strategy, Healthy Streets Plan, the Climate Action Strategy, and the development of Destination City. The project will aim to achieve the following outcomes:

1. The character of the area is revealed, celebrated and protected
2. People feel safe as a result of high-quality, human-centred, integrated security design
3. There is a well-functioning and accessible public realm which delivers aims within the City Transport Strategy and which makes significant improvements to the Healthy Streets Indicators for the area
4. The proposed museum and re-purposed market buildings have the best possible journey, arrival, and welcome for all visitors, residents and workers
5. The urban spaces around Smithfield are engaging and allow for cultural activity to take place within them
6. The public realm is flexible and future-proofed, with delivery of change in the area phased to align with the needs of the proposed new Museum and Central Markets developments
7. The different building uses within the area of study are understood and complement each other, with the public realm successfully knitting these buildings together
8. The public realm is designed to be a leading exemplar for sustainable design
9. The public realm supports communities and businesses in the local area by providing an environment that supports well-being and economic development

The Look and Feel Strategy objectives that will be achieved through the project include:

- Create a Culture Spine
- Take the Inside Out
- Discover and Explore

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The project will fulfil the following aims in the City's Corporate Plan:  
1c, 3b, 9d, 10c, 11a.

**Definition of need:**

The project respond to several major transformations in the area as follows:

- The City's Transport Strategy has set out the Barbican and Smithfield Area as a site for a 'Healthy Streets Plan'. This plan will identify functional changes to the street/road network to accommodate the anticipated transformation of the area.
- The project is also a crucial part of the development of Culture Mile and will deliver large parts of the Look and Feel Strategy implementation.
- The project is within the emerging Smithfield & Barbican Key Area of Change (Policy S23) in the emerging City Plan 2036.
- It is proposed that the Museum of London will move into a new site in Smithfield, which currently has poor public realm, a propensity of hard landscape, traffic-dominated streets and provides little in the way of welcome to the area. The project is needed to transform the area into one that is fitting for a major new museum. The whole public realm around the full market site – including the buildings being developed by the Museum and those considered by the Markets Co-location Programme – will necessarily need to change to reflect the new uses of the buildings. By aiming to deliver designs for the public realm in the West Smithfield area, this project will provide the framework for these future changes.
- The City has also established a programme to consider the future of Smithfield Market in a new consolidated site along with the City's other wholesale markets. A Markets Co-location Programme (MCP) has been initiated to develop suitable options. The relocation of the Wholesale Meat and Poultry Market to a different site would create the opportunity to redevelop the current market site for a different use, and any relocation would have a huge impact on the area of Smithfield, including its public realm.
- The City has approved a Climate Action Strategy. The Smithfield public realm project an opportunity for local climate action and has as a project objective: 'The public realm is designed to be a leading exemplar for sustainable design'. This will be undertaken through additional new greening and planting; use of circular economy principles; and introduction where possible of Sustainable Urban Drainage (SUDs).

**Risk**

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The relevant references in the Corporate Risk Register that relate to this project are:  
CR21 Air Quality, CR20 Road Safety

**Key measures of success:**

*NB - KPIs will be finalised on receipt of the appropriate Baseline information. Research to provide this information is ongoing.*

- |  |
|--|
| 1) Increased high-quality Public realm – materials, space, accessibility, historic interpretation elements |
| 2) Increased quantity of greenery in the area; improved flood risk mitigation measures                     |
| 3) Improved air quality  |
| 4) Reduction in vehicle movement in line with aims of the transport strategy; improved road safety         |
| 5) Number of visitors increases  |

**[3] Highlights**

**Finance:**

**Total anticipated cost to deliver [£]:**£12m

**Total potential project liability (cost) [£]:** n/a

**Total anticipated on-going commitment post-delivery [£]:** Maintenance costs tbc.

**Programme Affiliation [£]:** Culture Mile Programme

**Headline Financial changes:**

- |   |
|---|
| <p><b>Since ‘Project Proposal’ (G2) report:</b></p> <p>◀▶</p> <p>£90,000 approved at Gateway 1/2. A further £625,000 was requested via an Issue Report to progress to Gateway 3.</p>      |
| <p><b>Since ‘Options Appraisal and Design’ (G3-4) report:</b></p> <p>£75,000 was requested to progress some works on salvaging surface material via an Issue Report in December 2021.</p> |
| <p><b>Since ‘Authority to start Work’ (G5) report:</b></p> <p>n/a</p>   |

**Project Status:**

**Overall RAG rating:** Amber

**Previous RAG rating:** n/a

**[4] Member Decisions and Delegated Authority**

**[5] Narrative and change**

**Date and type of last report:**

Issue Report in December 2021

**Key headline updates and change since last report.**

- A Gateway 3 Issue report was approved in December 2021 and provided an update on the progress made to date, outlined the programme change, and set out the project next steps
- The project has been phased to align with key dependencies projects as follow (see Phasing Plan in Appendix 3):

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- Stage 3.1: Overarching strategies and approaches to develop elements of the Concept Design and to test feasibility
- Stage 3.2: Completed Developed Designs for Area 1 (area around the future Museum of London site)
- Stage 3.3: Completed Developed Designs for Area 2 (area around the future Meat Market site)
- Stage 3.1 is now complete.
- The Museum of London development in West Smithfield resubmitted its application in Autumn 2022. The New Museum of London intends to host opening events in late 2025, with the General Market and West Poultry Avenue open to the public in mid-2026.
- It is anticipated that Stage 3.2 of the public realm project design for Area 1 will commence when the broad scope of the Museum of London S106 agreement (and within this document the outline scope of its associated S278 agreement) is understood.
- Markets Co-location programme: a Bill to Parliament was submitted to Parliament in November 2022. The first private bill seeks approval to move Smithfield and Billingsgate Markets to Dagenham Dock (detailing the proposed new uses of the Grade II\* East and West Market buildings). The impact on the public realm is that project design around the East and West Market Buildings and Rotunda (project Area 2) will commence at a later date, once the potential future functions of the meat market are better understood.

**Headline Scope/Design changes, reasons why, impact of change:**

**Since ‘Project Proposal’ (G2) report:**

Extension of scope to include the full West Smithfield area for concept design.

**Since ‘Options Appraisal and Design’ (G3-4 report):**

n/a

**Since ‘Authority to Start Work’ (G5) report:**

n/a

**Timetable and Milestones:**

**Expected timeframe for the project delivery:** Area 1 implementation to start by 2025/2026; Area 2 implementation to be complete by 2030’s to align with the Meat Market programme.

**Milestones:**

- |   |
|---|
| 1) Governance set up and agreed (May 2019)  |
| 2) Project objectives and scope agreed through initial stakeholder engagement (May 2019)  |
| 3) Relevant surveys undertaken to inform setting KPIs (September 2019)  |
| 4) Research and Baseline report completed, including traffic surveys (September 2019)   |
| 5) Procurement of consultants for concept design and developed design stages for the public realm (June – December 2019)        |
| 6) Procurement of consultants/ services for transportation surveys to support the Healthy Streets (HSP) work (June – July 2019) |
| 7) Completion of the concept design (October 2020)  |
| 8) Gateway 3 report and stakeholder engagement (December 2020)  |



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9) Developed design for the public realm for Area 1 and subsequent Gateway 4 approval (Summer 2023)
10) Technical Design (construction package) for Area 1 and Gateway 5 approval (2025)
11) Construction begins (2025/2026)
12) Post construction, Gateway 6 report, and monitoring (through 2027)

**Are we on track for this stage of the project against the plan/major milestones?** yes

**Are we on track for completing the project against the expected timeframe for project delivery?** yes

**Risks and Issues**

**Top 3 risks:**

<i>Risk 1: Funding</i>	<i>Description</i>	<i>The sources of project funding and the release of funds is not agreed in time to progress the project</i>
	<i>Mitigation</i>	<i>Project funding confirmed via committee reports in good time.</i>
<i>Risk 2: Partnership/ Timing</i>	<i>Description</i>	<i>There are many different project dependencies and elements to be phased. There is a risk that these elements may not be complete in a time that is appropriate for the dependencies e.g. the Museum of London opening. There is a risk that the public realm project may have to be updated if the dependency projects are cancelled</i>
	<i>Mitigation</i>	<i>Commission key work, e.g. transportation studies and concept design, in a timely manner Close working with dependency project teams to understand programmes and risks relating to their work</i>
<i>Risk 3: Complexity/ Partnerships</i>	<i>Description</i>	<i>Decision-making processes delayed due to the complexity of the project</i>
	<i>Mitigation</i>	<i>Set up robust governance for the project and a clear communications strategy</i>
<i>Risk 4: Reputation/ Objections</i>	<i>Description</i>	<i>The project may recommend changes which may create some opposition from groups (i.e. measures to reduce traffic that include road closures).</i>
	<i>Mitigation</i>	<i>Stakeholder engagement will be thorough to understand where this risk may occur and plan accordingly; and key messages setting out the rationale for change will be drafted.</i>
<i>Risk 5: Scope (Environmental)</i>	<i>Description</i>	<i>The scope of the project is scaled back, which would mean that the project does not deliver the impact required to meet the goals in the Transport Strategy and the</i>

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		<i>Climate Action Strategy, nor the ambitions of Culture Mile.</i>
	<i>Mitigation</i>	<i>Public Realm consultants are preparing design options that meet the ambitious scope of the project</i>

See 'risk register template' for full explanation.

**Top 3 issues realised**

<i>Issue Description</i>	<i>Impact and action taken</i>	<i>Realised Cost</i>
n/a		

**Has this project generated public or media impact and response which the City of London has needed to manage or is managing?**

Yes- the wider Museum of London project, the MCP, and Culture Mile initiatives are generating public interest and have media/ comms strategies in place.

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### Appendix 3: Plans of the area

#### A: Project Area

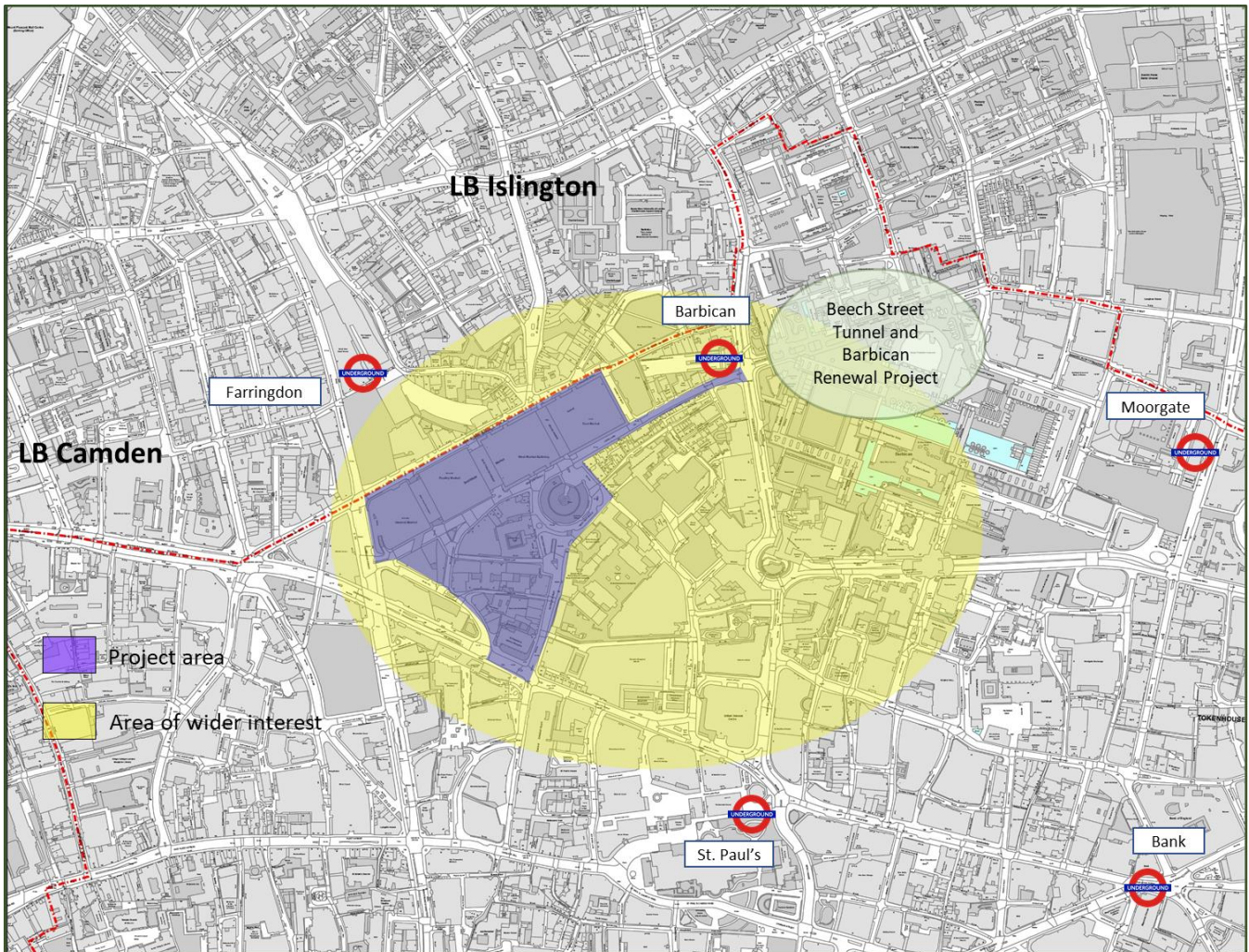
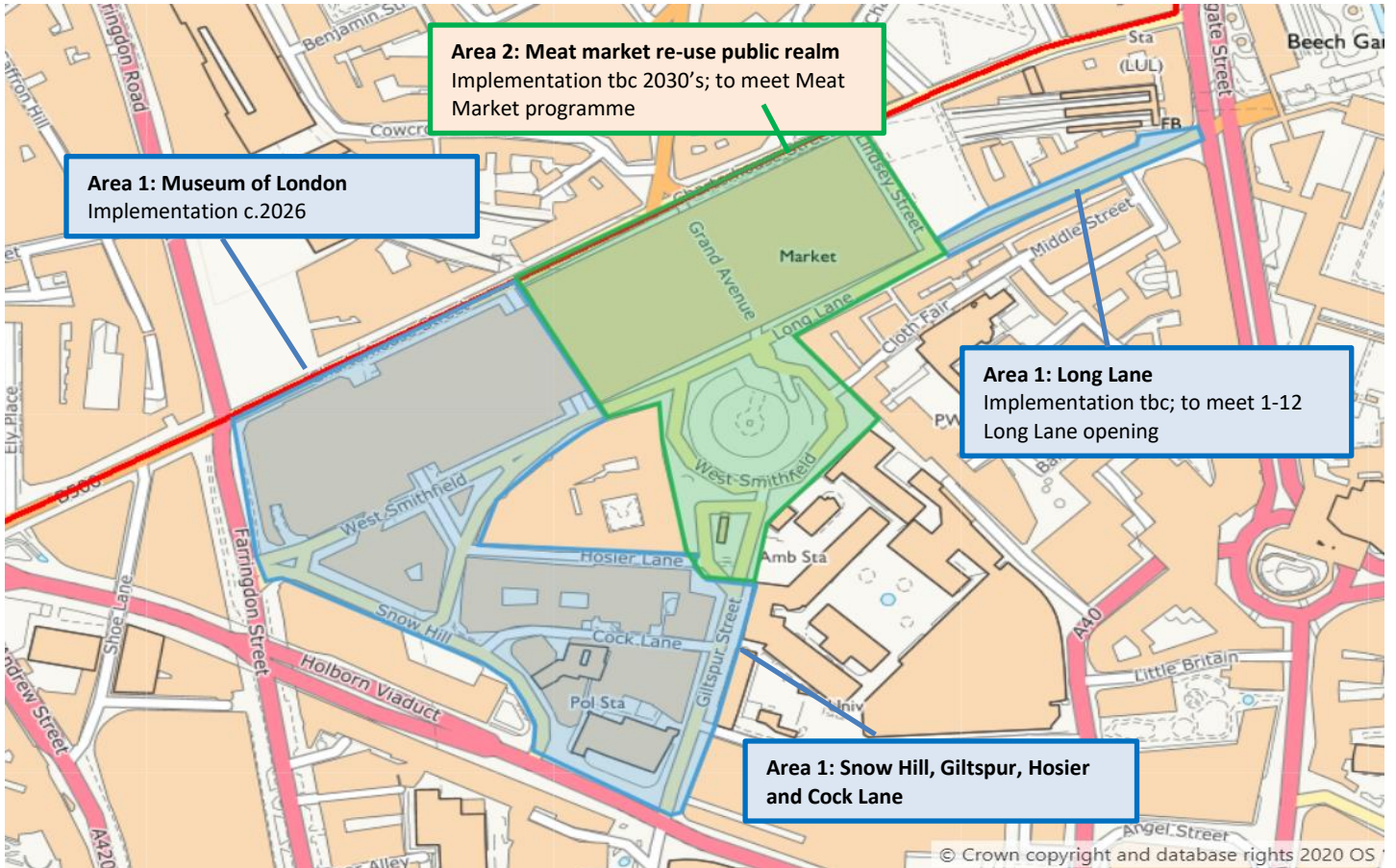


Fig 1. Public Realm Project Area

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## B: Implementation Phasing by Area:



City of London: Projects Procedure Corporate Risks Register

Project Name:	Smithfield Public Realm	PM's overall risk rating:	Medium	CRP requested this gateway	£ -	Average unmitigated risk	9.0	Open Risks	16
Unique project identifier:	11956	Total estimated cost (exc risk):	£ 12,000,000	Total CRP used to date	£ -	Average mitigated	5.3	Closed Risks	0

General risk classification										Mitigation actions										Ownership & Action			
Risk ID	Gateway	Category	Description of the Risk	Risk Impact Description	Likelihood Classification pre-mitigation	Impact Classification pre-mitigation	Risk score	Costed impact pre-mitigation (£)	Costed Risk Provision requested Y/N	Confidence in the estimation	Mitigating actions	Mitigation cost (£)	Likelihood Classification post-mitigation	Impact Classification post-mitigation	Costed impact post-mitigation (£)	Post-Mitigation risk score	CRP used to date	Use of CRP	Date raised	Named Departmental Risk Manager/Coordinator	Risk owner (Named Officer or External Party)	Date Closed OR/Realised & moved to issues	Comment(s)
R1	3	(2) Financial	A - The cost of the project goes over the budget. B - The sources of project funding and the release of funds is not agreed in time to progress the project	a) The project scope may have to be reduced b) An additional committee may be required, which may cause delay of the project	Likely	Serious	8	£0.00			Regular budget monitoring, checking invoices and POs. During procurement processes, be clear about budget constraints. Project funding confirmed via committee reports in good time.	£0.00	Possible	Serious	£0.00	6	£0.00		02/01/20	Helen Keamey/ Clarisse Tavin	Helen Keamey		
R2	3	(4) Contractual/Partnership	Project Dependencies: Partnership management: with key stakeholders Museum of London, Market Co-location Programme and City Surveyors (The Annex building)	The agreed scope, objectives or cost of the project changes due to partner priorities diverging. The priorities change regularly.	Likely	Major	16	£0.00			Work closely with the team throughout the project to inform all parties about possible changes and to understand where there are issues arising. Where possible come to decisions approved by both parties. Meetings with partners held regularly.	£0.00	Possible	Serious	£0.00	6	£0.00		13/03/20	Helen Keamey/ Clarisse Tavin	CRP, Museum of London, Market Consolidation Programme and City Surveyors		
R3		(4) Contractual/Partnership	Project Dependencies: The Annex building occupancy and exact use is unknown at this stage of the project	The risk could have an impact on scope, budget and could create a possible delay	Likely	Serious	8	£0.00			Ensure that good communication and regular updates are maintained with the City Surveyors	£0.00	Possible	Minor	£0.00	3	£0.00		16/03/20	Helen Keamey/ Clarisse Tavin	City Public Realm and City Surveyors		
R4		(4) Contractual/Partnership	Project Dependencies: The Market building and the Rotunda occupancy and exact use is unknown at this stage of the project	This risk could have an impact on scope, budget and reputation. Project could be significantly delayed. Potential uses of the Market and the Rotunda could be in conflict with aspirations for the Public Realm.	Possible	Serious	6	£0.00			Regular meeting are in place and good communication is maintained with Market Co-location team and Consultants. Three team design meetings scheduled regularly and the client for both projects meets weekly. KPIs for each project are being set.	£0.00	Likely	Serious	£0.00	8	£0.00			Helen Keamey/ Clarisse Tavin	City Public Realm and Market Consolidation Programme		
R5		(3) Reputation	The design is not delivered on time to meet with the Parliamentary Bill deadline and opening of the New Museum of London	If the project does not meet important deadlines relating to project dependencies it could impact on the City of London's reputation and cause further delays for all related major projects	Unlikely	Major	8	£0.00			Ensure project programme up to date and there is enough contingency within the programme. Ensure public engagement on the concept design is planned well in advance.	£0.00	Possible	Serious	£0.00	6	£0.00			Helen Keamey/ Clarisse Tavin	City Public Realm		
R6		(9) Environmental	Scope: improvements need to be significant enough to meet the Healthy Street plan and Culture Spine outcomes	The targets in Transport Strategy and Culture Mile look and feel strategy would not be met.	Possible	Major	12	£0.00			Continued engagement with transportation team, transportation consultants and Culture Mile team as part of the design process.	£0.00	Possible	Serious	£0.00	6	£0.00			Helen Keamey/ Clarisse Tavin	City Public Realm, City Transportation		
R7		(2) Financial	City of London not able to identify funds for the whole project	The project is not able to fulfil its objectives	Possible	Major	12	£0.00			Close working with Major Project team and City members.	£0.00	Unlikely	Major	£0.00	8	£0.00			Helen Keamey/ Clarisse Tavin	City Public Realm, Town Clerk		
R8		(3) Reputation	Conflicting opinions about the scope and objectives of the project	The risk could result in lack of consistent decision making. This could cause change in scope and have an impact on cost estimation, time and reputation.	Possible	Serious	6	£0.00			Ensure that good communication is maintained and members are receiving regular project updates. Keep Chief Officers updated	£0.00	Unlikely	Minor	£0.00	2	£0.00			Helen Keamey/ Clarisse Tavin	City Public Realm, Built Environment Director		
R9		(3) Reputation	Residents object to the project	The project is not able to fulfil its initial objectives. It could have an impact on scope and delay the project by looking for alternative design solutions.	Unlikely	Serious	4	£0.00			Residents Representative to sit on Stakeholder Working Party. Engagement on concept design. Initiate communication with residents through e-bulletin, letters, public consultation, meeting/events. Commis Strategy updated regularly.	£0.00	Rare	Minor	£0.00	1	£0.00			Helen Keamey/ Clarisse Tavin	City Public Realm		
R10		(3) Reputation	Negotiations with traders causes problems to City Public Realm project	The risk could have an impact on scope, cost estimate, time and reputation. Traders objectives could cause issues for all parties involved in the project.	Possible	Major	12	£0.00			Work closely with the MCP team who are leading on traders engagement. Engagement with Markets team to understand trader business needs.	£0.00	Possible	Serious	£0.00	6	£0.00			Helen Keamey/ Clarisse Tavin	City Public Realm and MCP team		
R11		(3) Reputation	Local businesses object to transportation changes and proposed design option	The project is not able to fulfil its initial objectives. It could have an impact on scope and delay the project by looking for alternative design solutions.	Possible	Serious	6	£0.00			Ensure good communication with local businesses through surveys, e-bulletin, letters, public consultation, and other meeting/events and regular project updates are in place.	£0.00			£0.00		£0.00			Helen Keamey/ Clarisse Tavin	City Public Realm		

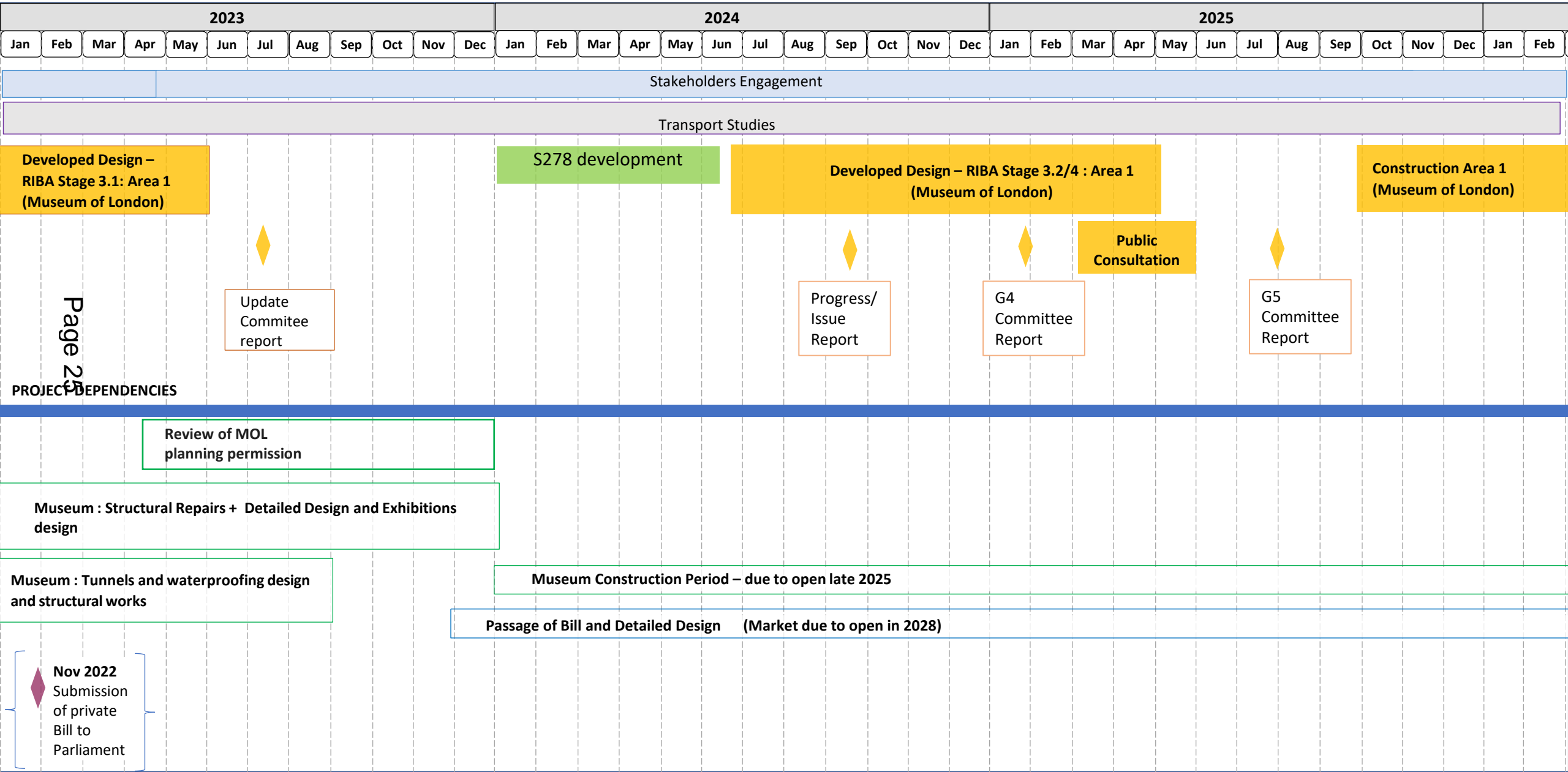


R92									£0.00				£0.00				£0.00								
R93									£0.00				£0.00				£0.00								
R94									£0.00				£0.00				£0.00								
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R99									£0.00				£0.00				£0.00								
R100									£0.00				£0.00				£0.00								

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# Appendix 4: Smithfield Area Programme for the public realm



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## Smithfield Engagement Plan - Stage 3.2

### Approach / Aims

1. **Function:** ensure that the transport work is properly informed by the functional requirements of the area, e.g. on servicing and access needs.
2. **Information:** provide local people – residents, businesses, organisations, stakeholders – with information relevant to them about the project
3. **Access, inclusivity and equity:** link to work with Artist in Residence and with Culture Mile about social sustainability and inclusivity in design. Aim to target communities that are not usually represented in engagement. Work across borough border.
4. **Co-design:** feed engagement into the design process. Ensure that HB are across the engagement and are clear from the start about how it will feed into the design process. Plan and manage specific opportunities for co-design.

What	Engage with whom	Management/ Process	When
<b>1. Function</b>			
<u>Project Dependencies</u> Coordination between the developments and major projects in the project area	<ul style="list-style-type: none"> <li>• City Surveyors – Red Brick and Engine House TBC</li> <li>• District Surveyors – Engineer team for structural and waterproofing works</li> <li>• Museum of London team</li> <li>• City Surveyors – Market Co-location Programme</li> </ul>	Email / Meetings Smithfield Area Advisory Group meetings	On going
<u>Transport engagement</u> Coordination around servicing and access needs / Scope of S106 and S278	<ul style="list-style-type: none"> <li>• Museum of London</li> <li>• Transport for London</li> <li>• COL Planning team</li> <li>• Local Businesses (incl. Meat Market representatives)</li> </ul>	Emails Meetings	On going
<b>2. Information</b>			
<u>General local engagement with the public ON HOLD</u> Introduce them to the project / raise awareness of wider project area – i.e. long-term vision. NOT ‘public consultation’ on plans’	<ul style="list-style-type: none"> <li>• General public, including local residents/ business and wider local community</li> </ul>	Engagement through a consultant: surveys / drop in sessions /digital engagement	ON HOLD To restart as part of stage 3.2
<u>Targeted Stakeholder engagement</u> Ensure key stakeholders are aware of project	<ul style="list-style-type: none"> <li>• Bart’s Hospital</li> <li>• Bart’s Heritage</li> <li>• Market Superintendent</li> <li>• LB Islington</li> <li>• Helical</li> <li>• Local residents representatives</li> </ul>	Meetings Emails Artist in Residence	On going

<u>Culture Mile Partners and team</u>	<ul style="list-style-type: none"> <li>• Culture Mile Central team</li> <li>• Museum of London</li> <li>• Barbican</li> <li>• London Symphony Orchestra</li> <li>• Guildhall School and Music and Drama</li> </ul>	Meetings Emails Engagement in related programmes (i.e. Imagine Packs)	On going
<b>3. Access, inclusivity and equity</b>			
<u>Design Competition 'Co-designing Equity in the public realm'</u> Develop deeper understanding on how people feel when they are in the area's streets and public spaces, and how to make public spaces more inclusive and encourage diversity	<ul style="list-style-type: none"> <li>• Foundation for Future London (East Bank)</li> <li>• Culture Mile team</li> <li>• London Festival Architecture</li> </ul>	Competition programme and codesign process	June 2022 – Summer 2023
<b>4. Co-design</b>			
<u>Artist in Residence engagement</u> This work sees the inclusion of an artist in the design stage of the project. Artist Larry Achiampong's role includes his own research into to the area and engaging with local communities and stakeholders to develop a unique creative response that informed the permanent design of the civic spaces of Smithfield.	<ul style="list-style-type: none"> <li>• Artist Larry Achiampong</li> <li>• Bart's Hospital</li> <li>• London Ambulance</li> <li>• Culture Mile Learning</li> <li>• Young Voices panel (to be started at Stage 3.2)</li> </ul>	Meetings Email	On going and to be restarted as part of Stage 3.2
<u>Universities</u> Engage with Academic Organisations to ensure the project design is innovative and every opportunity is explored	<ul style="list-style-type: none"> <li>• University College London</li> <li>• Brunel University</li> </ul>	Presentations and jury panel attendance	As required

<b>Committees:</b> Streets and Walkways Sub ( <i>for decision</i> ) Operational Property Projects Sub ( <i>for decision</i> )	<b>Dates:</b> 7 March 2023 6 March 2023
<b>Subject:</b> Moorgate Crossrail Station Links  <b>Unique Project Identifier:</b> PV Project ID –121867	<b>Gateway 3</b> Regular <b>Issue Report</b>
<b>Report of:</b> Executive Director Environment <b>Report Author:</b> George Wright; City Operations	<b>For Decision</b>
<h1 style="margin: 0;">PUBLIC</h1>	

<b>1. Status update</b>	<p><b>Project Description:</b></p> <p>The Moorgate Crossrail Station Links (MCSL) project is developing designs for the public realm across the wider Moorgate area to improve the environment for people walking and cycling. The project complements and builds on the works completed around the station entrances under the Crossrail Phase 1 project. The project area of MCSL centres on:</p> <ul style="list-style-type: none"> <li>• Improvements to the Moorgate corridor between London Wall and Ropemaker Street, with improvements to pedestrian crossings at key junctions.</li> <li>• Public realm enhancements on the northern section of Moorfields and on the western arm of Finsbury Circus.</li> </ul> <p>Members have, to date, approved funding for £1,819,795 for MCSL, plus the option to utilise an additional £1,239,871 from the Moorgate Crossrail phase 1 project underspend when required, making a total of £3,059,666. Whilst the existing funding for the project will deliver certain packages of work identified for the area, it will not deliver all of them. Additional funding would need to be allocated to complete improvements to the whole area. Design and evaluation can continue all the packages of work to ensure a robust feasibility and cost estimate is achieved for their delivery; subject to a future funding bid for OSPR or CIL being successful. At this stage we are asking Members to agree to the drawdown of existing funds to continue the design work on the first elements of work to be delivered and to allow progress on the feasibility of the other work packages.</p>
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	<p>This report provides Members with an update on progress with each element of the project, the issues encountered and proposed next steps.</p> <p><b>RAG Status:</b> Amber (Amber at last Committee)</p> <p><b>Risk Status:</b> Medium (Medium at last report to Committee).</p> <p><b>Total Estimated Cost of Project (excluding risk):</b> Cost range £3.1m (part of the area) to £6.3m (whole area)</p> <p><b>Change in Total Estimated Cost of Project (excluding risk):</b> Up to £3.2m if the whole area improvement is progressed.</p> <p><b>Spend to Date:</b> £218,265</p> <p><b>Costed Risk Provision Utilised:</b> N/A</p> <p><b>Funding sources:</b> Approved: Crossrail, Section 106 and Section 278 (details in Appendix 2). Potential future bid for OSPR/CIL to deliver the projects across the whole area.</p> <p><b>Slippage:</b> Proposals to improve the Ropemaker Street junction are delayed until 2023/24 due to delays in TfL traffic modelling approvals and signals design.</p>
<p><b>2. Requested decisions</b></p>	<p><b>Next Gateway:</b> Gateway 5: Finsbury Circus Western Arm; Gateway 3/4/5: Ropemaker Street; Gateway 3 Moorfields North/Moorgate corridor/London Wall junction.</p> <p><b>Requested Decisions:</b></p> <ol style="list-style-type: none"> <li>1. Note the progress made on the various elements of the project;</li> <li>2. Note the revised timescales for Ropemaker Street junction improvements;</li> <li>3. Approve the drawdown of £256,375 from the already agreed and secured funding allocation of £1,819,795 to continue the design development and assessment of each element of the project;</li> <li>4. Approve a revised current project budget of £569,327 (including risk) as set out in appendix 2, table 2;</li> <li>5. Approve the risk register in appendix 3 with the requested costed risk provision of £48,500, which is to be drawn down via delegation to Executive Director Environment;</li> <li>6. Note the revised cost estimate of £430,022 for the 101 Moorgate Section 278 works, increasing the overall budget estimate by £30,022;</li> <li>7. Note the intention to make further funding requests of an estimated £3.2 million to either the OSPR or CIL to progress elements of the work outlined below and that this is reliant on further detailed work regarding feasibility.</li> </ol>

<p><b>3. Budget</b></p>	<p>As at 31/1/23, the project had spent £218,265 from an approved budget of £312,952. The budget for the additional drawdown is shown in the table below:</p> <table border="1" data-bbox="528 333 1439 990"> <thead> <tr> <th>Item</th> <th>Reason</th> <th>Funding source</th> <th>Cost</th> </tr> </thead> <tbody> <tr> <td>Staff time (Policy &amp; Projects)</td> <td>Project management</td> <td>S106</td> <td>£42,500</td> </tr> <tr> <td>Staff time (Highways)</td> <td>Design development</td> <td>S106</td> <td>£60,375</td> </tr> <tr> <td>Fees</td> <td>Surveys/utility enquiries/traffic modelling</td> <td>S106</td> <td>£105,000</td> </tr> <tr> <td>Costed Risk</td> <td></td> <td>S106</td> <td>£48,500</td> </tr> <tr> <td><b>Total</b></td> <td></td> <td></td> <td><b>£256,375</b></td> </tr> </tbody> </table> <p>Staff costs represent an additional 420 hours of staff time for project management and an additional 525 hours for further design and evaluation of the different elements of the projects between April 2023 and March 2024.</p> <p><b>Costed Risk Provision requested for this Gateway: £48,500</b></p> <p>See Appendix 2 for more detailed financial information.</p>	Item	Reason	Funding source	Cost	Staff time (Policy & Projects)	Project management	S106	£42,500	Staff time (Highways)	Design development	S106	£60,375	Fees	Surveys/utility enquiries/traffic modelling	S106	£105,000	Costed Risk		S106	£48,500	<b>Total</b>			<b>£256,375</b>
Item	Reason	Funding source	Cost																						
Staff time (Policy & Projects)	Project management	S106	£42,500																						
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Fees	Surveys/utility enquiries/traffic modelling	S106	£105,000																						
Costed Risk		S106	£48,500																						
<b>Total</b>			<b>£256,375</b>																						
<p><b>4. Issue description</b></p>	<p>Since the last report to Members in March 2022, the project has made slow and steady progress, and the following updates/issues are brought to Members attention.</p> <p><b><u>Scheme development delays</u></b></p> <p><b>Finsbury Circus western arm</b></p> <p>An enhancement proposal for Finsbury Circus was put on hold in January 2022 due to the erection of hoarding/pit lane within the project area to accommodate the refurbishment works at 84 Moorgate. A positive outcome of this delay has been involvement of the Cool Streets and Greening Programme, leading to the preparation of a more ambitious soft landscaping proposal for the western arm. A Gateway five report for this element of the work will be prepared in coming months, with an estimated start date of autumn 2023 (subject to the site being</p>																								

made available by 84 Moorgate contractor; delays have been encountered).

### **Ropemaker Street junction**

A considerable amount of design and evaluation work has been undertaken on options to improve the Ropemaker Street/Moorgate/South Place/Finsbury Pavement junction for people who walk and cycle. The options include wider footways, improved cycle routes through the junction and potentially diagonal pedestrian crossings. Proposals have needed to be modelled to assess the impacts on the wider highway network and bus journey times. A delay in securing various TfL approvals has added several months onto the programme last reported to Members. Approval is also required from the London Borough of Islington due to the impacts on their highway network and liaison with them is ongoing. Discussions with City of London Police regarding the future of the checkpoint on Moorgate have taken many months and this has delayed firming up the potential highway layout to the south of the junction.

Should all approvals be secured, a Gateway 3/4/5 report will be prepared for spring/summer, with an estimated start date of autumn 2023.

### Design development

#### **Moorfields north**

A working group representing local landowners with an interest in improving Moorfields north has met on several occasions since the last Committee report. The group includes the developers of 20 and 22 Ropemaker, Linklaters' new headquarters which, whilst sitting just outside the City's boundary, faces onto Moorfields. The street is an important thoroughfare adjacent to the new Elizabeth Line entrance under 21 Moorfields, the new Deutsche Bank HQ. The landowner group has produced its own concept design proposals for the street and the scale of ambition is high.

It is proposed that the working group continues to meet to further develop and test the evolving design. This will help to provide a more robust construction cost range and inform a funding bid to either the OSPR or CIL. The working group is keen to progress swiftly as the new buildings in the area near completion and the major occupiers move in.

#### **Moorgate corridor and London Wall junction**

Since the last Committee report, the Section 278 Agreement for 101 Moorgate has been signed and the scope of works agreed with the developer: resulting in a modest increase in the estimated construction cost. These works will be incorporated into the evolving design for the Moorgate corridor between the Ropemaker Street and London Wall junctions.



As indicated above, discussions with the City Police regarding their requirements for a checkpoint on Moorgate have been lengthy. It is hoped this matter can be concluded in the first half of 2023 so designs can be further progressed.

A positive dialogue is ongoing with TfL regarding the constraints and opportunities at the Moorgate/London Wall junction. Clarity on the future vehicular access arrangements in Bishopsgate and Beech Street is expected this year. This will help determine the impact on this junction and inform design development. The concept designs are looking to remove the central islands on Moorgate and London Wall west of the junction to free up highway space for pedestrians and/or cyclists.

The evolving design for the corridor shows a signalised pedestrian crossing close to the Finsbury Circus junction which should divert some pedestrians away from the two main junctions to the north and south. Officers will continue to work with TfL to model the impact of this crossing and ensure it is coordinated with the other junctions to minimise vehicular disruption.

Based on the conceptual proposals, it is estimated that the works to enhance the Moorgate corridor and the London Wall junction - and deliver a high quality scheme for people who walk and cycle - will exceed the current budget available. This element of the project would therefore also be subject to a future funding bid to either the OSPR or CIL.

#### Overall cost estimates/funding shortfall

The MCSL project covers a large area, leading to different elements of work being progressed at differing timescales. The last twelve months has enabled design development for each element of the project and this, in turn, has informed the preparation of updated cost estimates. Significant improvements could be delivered across the whole project area, but it has become clear that additional funding will be required to deliver this.

Further design development and assessment over coming months will inform the preparation of a more robust cost estimate and feasibility of these work packages and it is currently envisaged that an options report will be bought to Members in late 2023 for the Moorgate corridor, the London Wall junction and Moorfields north.

If the proposed future funding bids outlined in this report are unsuccessful, or a reduced level of funding is secured, the completed design development work could be a lost cost. In this event, the project team would review each element of the project, undertake value engineering where applicable and/or

	determine prioritisation of funding available across the schemes that could be delivered.
<b>5. Options</b>	1. The preferred option is for Members to approve the drawdown of existing funds to enable further scheme development of the various elements of the project in order to further progress, assess and test the evolving designs for each element of the project.

### Appendices

<b>Appendix 1</b>	Cover sheet
<b>Appendix 2</b>	Financial information
<b>Appendix 3</b>	Risk Register

### Contact

<b>Report Author</b>	George Wright
<b>Email Address</b>	<a href="mailto:George.Wright@cityoflondon.gov.uk">George.Wright@cityoflondon.gov.uk</a>
<b>Telephone Number</b>	07802 378812

# Project Coversheet

## [1] Ownership & Status

**UPI:** 121867

**Core Project Name:** Moorgate Crossrail Station Links (Phase 2)

**Programme Affiliation** (if applicable): Crossrail Urban Integration Projects

**Project Manager:** George Wright

**Definition of need:** Crossrail is to be operational by 2022 and will result in a significant increase in pedestrians to the area. New developments, located close to the station, will further place pressure on the existing highway network in terms of increased footfall and vehicle movements. The Moorgate Crossrail station links project (MSCL) will seek to create an enhanced pedestrian and cycling environment, bring together key stakeholders to ensure highway designs are appropriate and improve safety at key junctions.

Increased numbers of pedestrians moving to and from the new Crossrail station and other developments in the area, require improved footways and crossing facilities in order to disperse safely. There is also an expected increase in cycling activity along Moorgate which needs to be considered.

### Key measures of success:

- 1) Improved pedestrian and cyclist environment, which allows for enhanced connectivity and accessibility throughout the wider area and, in particular, to Crossrail.
- 2) Reduction in the likelihood and severity of collisions between motor vehicles and pedestrians and cyclists by way of improved junction designs.
- 3) Improved pedestrian comfort levels on footway and crossing areas.

**Expected timeframe for the project delivery:** The intention of MCSL (Phase 2) was to introduce improvements prior to the opening of the station. However, the work has experienced significant delays. Options are currently being prepared and will be taken to Committee during 2023.

**Key Milestones:** Pedestrian and cycle improvements introduced to better accommodate the expected increases in footfall after the opening of Moorgate Crossrail station (2023/24/25).

**Are we on track for completing the project against the expected timeframe for project delivery?** No.

**Has this project generated public or media impact and response which the City of London has needed to manage or is managing?** No.

## [2] Finance and Costed Risk

**Headline Financial, Scope and Design Changes:**

'Project Proposal' G2 report (as approved by SWC and PSC 11/13):

Previously combined with the Phase 1 work and, therefore, difficult to disaggregate.

**G3 Under Urgency Report (as approved by SWC and PSC 2/09/14):**

- Total Estimated Cost: £2m - £3.5m
- Spend to date: £20,513
- Resources to reach next Gateway: £380,000
- Costed Risk Against the Project: n/a
- Estimated Programme Dates: 2018 (for Crossrail station completion)

*Scope/Design Change and Impact: Enhanced development of public realm improvements around the Moorfields/Moorgate entrance of the Crossrail station, including additional funding for these improvements.*

**G4 Issues Report (as approved by PSC 19/07/19 and SWC 22/07/19):**

- Total Estimated Cost: £3.6 million (Phase 1 and 2)
- Resources to reach next Gateway: £182,952 (Phase 2)
- Spend to date: £1,092,026 (Phase 1)
- Costed Risk Against the Project: n/a
- CRP Requested: n/a
- CRP Drawn Down: n/a
- Estimated Programme Dates: 2020/early 2021 (for Crossrail station completion)

*Scope/Design Change and Impact: To return to a Gateway 3/4 from the existing Gateway 4 position, as well as extend the project area by including the Finsbury Circus western arm.*

**Total anticipated on-going commitment post-delivery [£]:** Routine highway maintenance is expected.

**Programme Affiliation [£]:** n/a

**Gateway 3 Issues Report (SWC 08/07/21 and PSC 28/07/21):**

- Total Estimated Cost: £3.88m (£2.5m for Phase 1 reinstatement works and £1.4m for MCSL Phase 2 works)
- Resources to reach next Gateway: None requested, as there is adequate resource within the existing budget
- Spend to date: £1.2m for Phase 1. £85k for Phase 2.
- Costed Risk Against the Project: £25,700
- CRP Requested: n/a
- CRP Drawn Down: n/a
- Estimated Programme Dates: The Moorgate Crossrail station is currently expected to open in 2022.

*Scope/Design Change and Impact: Members approved the revised approach to meeting overall project objectives, including agreement to the identified way forward at the Moorgate/Ropemaker Street junction and to agree to allow for further exploration of pedestrian enhancements along the Moorgate corridor and at the Moorgate/London Wall junction.*

**Gateway 3 Issue Report (SWC, PSC Delegated) March 22:**

- Total Estimated Cost: £1.7m for MCSL Phase 2 works (phase 1 project closed).
- Resources to reach next Gateway: Phase 2: £232,952. Phase 2A: 80,000.

- Spend to date: £140k for Phase 2/2A.
- Costed Risk Against the Project: £25,700
- CRP Requested: n/a
- CRP Drawn Down: n/a
- Estimated Programme Dates: Design development/options appraisal: Sept 21-Sept 2022. Construction 2022/23 for improvement works at the Ropemaker Street junction; 2023/24 and into early 2024/25 for the Moorgate corridor works which will include 101 Moorgate work between April and June 2025. It is intended to bring a G3/4 options report detailing more specific proposals/dates for the whole MCSL project to Committee in Autumn 2022.

*Scope/Design Change and Impact: Incorporation of 101 Moorgate s278 works into MCSL phase 2 project and extension of project completion to June 2025.*

**Gateway 3 Issue Report (SWC, OPP) March 23:**

- Total Estimated Cost: £6.3m for MCSL Phase 2 works (phase 1 project closed).
- Resources to reach next Gateway: Phase 2: £520,827. Phase 2A: 80,000.
- Spend to date: £263k for Phase 2/2A.
- Costed Risk Against the Project: £48,500
- CRP Requested: n/a
- CRP Drawn Down: n/a
- Estimated Programme Dates: Design development/options appraisal (Ropemaker St): Sept 21-April 2023. Construction 2023/24 for improvement works at the Ropemaker Street junction; 2024/25 for the Moorgate corridor works which will include 101 Moorgate work between April and June 2025. It is intended to bring a G3/4 options report detailing more specific proposals/dates for the whole MCSL project to Committee in Autumn 2023.

*Scope/Design Change and Impact: Increase in overall cost estimates as designs have evolved and been assessed.*

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Table 1: Expenditure to date			
Description	Approved Budget (£)	Expenditure (£)	Balance (£)
<b>MCSL - Phase 2 - 16100413</b>			
Env Servs Staff Costs	16,800	19,903	(3,103)
P&T Staff Costs	96,152	85,831	10,321
P&T Fees	70,000	49,356	20,644
<b>Total 16100413</b>	<b>182,952</b>	<b>155,090</b>	<b>27,862</b>
<b>MCSL - Finsbury Circus Ph 2A - 16100414</b>			
Env Servs Staff Costs	17,655	12,896	4,759
Open Spaces Staff Costs	300	294	6
P&T Staff Costs	18,000	11,272	6,728
P&T Fees	19,045	8,405	10,640
Works	25,000	17,157	7,843
<b>Total 16100414</b>	<b>80,000</b>	<b>50,024</b>	<b>29,976</b>
<b>MCSL - 101 Moorgate S278 - 16800464</b>			
Env Servs Staff Costs	20,000	3,450	16,550
P&T Staff Costs	20,000	9,700	10,300
P&T Fees	10,000	-	10,000
<b>Total 16800464</b>	<b>50,000</b>	<b>13,150</b>	<b>36,850</b>
<b>GRAND TOTAL</b>	<b>312,952</b>	<b>218,265</b>	<b>94,687</b>

Table 2: Resources Required to reach the next Gateway			
Description	Approved Budget (£)	Resources Required (£)	Revised Budget (£)
<b>MCSL - Phase 2 - 16100413</b>			
Env Servs Staff Costs	16,800	60,375	77,175
P&T Staff Costs	96,152	42,500	138,652
P&T Fees	70,000	105,000	175,000
Costed Risk Provision	-	48,500	48,500
<b>Total 16100413</b>	<b>182,952</b>	<b>256,375</b>	<b>439,327</b>
<b>MCSL - Finsbury Circus Ph 2A - 16100414</b>			
Env Servs Staff Costs	17,655	-	17,655
Open Spaces Staff Costs	300	-	300
P&T Staff Costs	18,000	-	18,000
P&T Fees	19,045	-	19,045
Works	25,000	-	25,000
<b>Total 16100414</b>	<b>80,000</b>	<b>-</b>	<b>80,000</b>
<b>MCSL - 101 Moorgate S278 - 16800464</b>			
Env Servs Staff Costs	20,000	-	20,000
P&T Staff Costs	20,000	-	20,000
P&T Fees	10,000	-	10,000
<b>Total 16800464</b>	<b>50,000</b>	<b>-</b>	<b>50,000</b>
<b>GRAND TOTAL</b>	<b>312,952</b>	<b>256,375</b>	<b>569,327</b>

Table 3: Funding Sources			
Funding Source	Current Funding Allocation (£)	Funding Adjustments (£)	Revised Funding Allocation (£)
<b>MCSL - Phase 2 - 16100413</b>			

S106 - 07/00092/FULL - Telephone Exchange - LCE	114,875	-	114,875
S106 - 03-3297AS - Basinghall Street 35 - LCE	300	-	300
S106 - 03-3297AS - Basinghall Street 35 - Transportation	18,520	-	18,520
S106 - 10/00832/FULEIA - London Wall Place - Transportation	49,257	-	49,257
<b>Total 16100413</b>	<b>182,952</b>	<b>-</b>	<b>182,952</b>
<b>MCSL - Finsbury Circus Ph 2A - 16100414</b>			
S106 - 10/00832/FULEIA - London Wall Place - Transportation	69,635	-	69,635
S106 - 07/00092/FULL - Telephone Exchange - LCEIW	1,942	144,188	146,130
S106 - 04/00958/FULL - Austral House - LCEIW	3,473	-	3,473
S106 - 10/00832/FULEIA - London Wall Place - LCEIW	984	68,787	69,771
S106 - 12/00811/FULMAJ - River Plate House - LCEIW	3,966	43,400	47,366
<b>Total 16100414</b>	<b>80,000</b>	<b>256,375</b>	<b>336,375</b>
<b>MCSL - 101 Moorgate S278 - 16800464</b>			
S278 - 101 Moorgate - Evaluation & Design - Invoice No. 4293465	50,000	-	50,000
<b>Total 16800464</b>	<b>50,000</b>	<b>-</b>	<b>50,000</b>
<b>GRAND TOTAL</b>	<b>312,952</b>	<b>256,375</b>	<b>569,327</b>

<b>Table 4: Funding Strategy</b>	
<b>Funding Source</b>	<b>Amount (£)</b>
S106 - 03-3297AS Basinghall Street 35 - Transportation	18,520
S106 - 03-3297AS Basinghall Street 35 - LCEIW	300
S106 - 10/00832/FULEIA London Wall Place - Transportation	118,892
S106 - 10/00832/FULEIA London Wall Place - LCEIW	69,771
S106 - 07/00092/FULL Telephone Exchange - LCEIW	521,488
S106 - 07/00092/FULL Telephone Exchange - Transportation	327,136
S106 - 12/00811/FULMAJ River Plate House - LCEIW	47,366
S106 - 04/00958/FULL Austral House - LCEIW	3,473
S278 - Utilities Works Payment - Invoice No. 4275147	312,850
S278 - 101 Moorgate - Evaluation & Design - Invoice No. 4293465	50,000
S278 - 101 Moorgate - Implementation	380,022
Crossrail Phase 1 underspend	1,239,871
<b>TOTAL</b>	<b>3,089,688</b>



City of London: Projects Procedure Corporate Risks Register

Project Name:	Moorgate Crossrail Station Links	PM's overall risk rating:	Medium	CRP requested this gateway	£ 48,500	Average unmitigated risk	5.3	Open Risks	7
Unique project identifier:	11381	Total estimated cost (exc risk):	£ 6,293,244	Total CRP used to date	£ -	Average mitigated risk score	3.0	Closed Risks	0

General risk classification												Mitigation actions						Ownership & Action				Comment(s)		
Risk ID	Gateway	Category	Description of the Risk	Risk Impact Description	Likelihood Classification pre-mitigation	Impact Classification pre-mitigation	Risk score	Costed impact pre-mitigation (£)	Costed Risk Provision requested Y/N	Confidence in the estimation	Mitigating actions	Mitigation cost (£)	Likelihood Classification post-mitigation	Impact Classification post-mitigation	Costed impact post-mitigation (£)	Post-Mitigation risk score	CRP used to date	Use of CRP	Date raised	Named Departmental Risk Manager/Coordinator	Risk owner (Named Officer or External Party)	Date Closed OR/Realised & moved to Issues	Comment(s)	
R1	3	(1) Compliance/Regulatory	Successful challenge to a permanent traffic order	Challenge on procedural or other grounds relating to the traffic order	Possible	Major	12	£0.00	N	B - Fairly Confident	Ensure that best practice is followed to mitigate against a successful challenge. Lessons have been learnt from judgements at Beech Street and Bishopsgate.	£0.00	Possible	Serious	£0.00	6	£0.00		07/12/2022	Gill Howard	George Wright		Engagement is taking place during scheme development. Initial discussions with stakeholders indicate they share the project's ambitions. However, recent legal challenges mean the risk of challenge remains possible.	
R2	3	(8) Technology	Additional data and monitoring is required	A project of this scale may incur additional unforeseen fee costs as scheme development progresses for each element of the project: trial holes, basement surveys, traffic counts, additional staff time for TfL staff to assess	Likely	Minor	4	£40,000.00	Y - for costed impact post-mitigation	B - Fairly Confident	A level of data has already been collected and the current budget includes a sum for additional survey works and TfL staff fees that are anticipated.	£0.00	Possible	Minor	£25,000.00	3	£0.00		07/12/2022	Gill Howard	George Wright		The data currently held is considered robust. However, given the early stage of some elements of the project, it is possible that some additional data will be required.	
R3	3	(8) Technology	Additional staff resource is required	Several elements of the project are still at an early concept design stage. As design development progresses there may be issues that are more technically challenging than first envisaged. As a result, the project may incur additional staff resources.	Possible	Minor	3	£38,500.00	Y - for costed impact post-mitigation	B - Fairly Confident	Project manager will keep staff expenditure under regular review. Any forecast overspends will need to have robust justification.	£0.00	Possible	Minor	£23,500.00	3	£0.00		07/12/2022	Gill Howard	George Wright			
R4	3	(2) Financial	Committee Members think that the current concept proposals are too ambitious.	Revised budget estimates have led to an increase of £4.4m in the overall project cost.	Possible	Serious	6	£0.00	N	B - Fairly Confident	Should Members advise that the scale of ambition is too high, the project team will progress options that scale back current proposals, value engineer and/or potentially remove elements of work from the overall project.	£0.00	Unlikely	Minor	£0.00	2	£0.00		30/01/2023	Gill Howard	George Wright		See risk below re. potential reputational damage.	
R5	3	(3) Reputation	City suffers reputational damage.	Key stakeholders may object to any scaling back of ambition, particularly in relation to Moorfields where landowners have had an input into the evolving concept design.	Possible	Serious	6	£0.00	N	B - Fairly Confident	Manage stakeholders expectations is a clear way so they are fully aware of the City's processes in relation to approvals and funding.	£0.00	Unlikely	Serious	£0.00	4	£0.00		30/01/2023	Gill Howard	George Wright		Meetings will continue to be held with stakeholders so dialogue is on-going.	
R6	3	(3) Reputation	There is a potential that different elements of the scheme could impact negatively on some of the protected characteristics under the equalities act.	Reputational impact	Rare	Serious	2	£0.00	N	B - Fairly Confident	Options will need to be assessed against the City of London Street Accessibility tool and an Equality Impact Assessment will be undertaken prior to G4.	£0.00	Rare	Serious	£0.00	2	£0.00		30/01/2023	Gill Howard	George Wright		Would impact on the ability to deliver the magnitude of change that members and the public are expecting to see if not managed well to design out identified issues.	
R7	3	(2) Financial	Inaccurate or incomplete project estimates, including inflationary issues leads to budget increases	If an estimate is found at a later date to be inaccurate or incomplete, more funding and/or time resource would be needed to rectify the issue or fund/ underwrite the shortfall. More specifically, inflationary amounts predetermined earlier in a project may be found to be insufficient and require extra funding to cover any shortfall.	Unlikely	Serious	4	£0.00	N	B - Fairly Confident	Undertake regular cost reviews with the highways team as designs evolve.	£0.00	Rare	Minor	£0.00	1	£0.00		30/01/2023	Gill Howard	George Wright			
R16								£0.00				£0.00			£0.00		£0.00							
R17								£0.00				£0.00			£0.00		£0.00							
R18								£0.00				£0.00			£0.00		£0.00							
R19								£0.00				£0.00			£0.00		£0.00							
R20								£0.00				£0.00			£0.00		£0.00							
R21								£0.00				£0.00			£0.00		£0.00							
R22								£0.00				£0.00			£0.00		£0.00							
R23								£0.00				£0.00			£0.00		£0.00							
R24								£0.00				£0.00			£0.00		£0.00							
R25								£0.00				£0.00			£0.00		£0.00							
R26								£0.00				£0.00			£0.00		£0.00							
R27								£0.00				£0.00			£0.00		£0.00							
R28								£0.00				£0.00			£0.00		£0.00							
R29								£0.00				£0.00			£0.00		£0.00							
R30								£0.00				£0.00			£0.00		£0.00							
R31								£0.00				£0.00			£0.00		£0.00							
R32								£0.00				£0.00			£0.00		£0.00							
R33								£0.00				£0.00			£0.00		£0.00							
R34								£0.00				£0.00			£0.00		£0.00							
R35								£0.00				£0.00			£0.00		£0.00							
R36								£0.00				£0.00			£0.00		£0.00							
R37								£0.00				£0.00			£0.00		£0.00							
R38								£0.00				£0.00			£0.00		£0.00							
R39								£0.00				£0.00			£0.00		£0.00							
R40								£0.00				£0.00			£0.00		£0.00							
R41								£0.00				£0.00			£0.00		£0.00							
R42								£0.00				£0.00			£0.00		£0.00							
R43								£0.00				£0.00			£0.00		£0.00							



# Agenda Item 6

<b>Committee(s)</b>	<b>Dated:</b>
Streets & Walkways Sub Committee Police Authority Board Policy & Resources Committee	7 March 2023 22 March 2023 20 April 2023
<b>Subject:</b> Anti-Terrorism Traffic Regulation Order	<b>Public</b>
<b>Which outcomes in the City Corporation’s Corporate Plan does this proposal aim to impact directly?</b>	<b>1</b>
<b>Does this proposal require extra revenue and/or capital spending?</b>	<b>No</b>
<b>If so, how much?</b>	<b>N/A</b>
<b>What is the source of Funding?</b>	<b>N/A</b>
<b>Has this Funding Source been agreed with the Chamberlain’s Department?</b>	<b>N/A</b>
<b>Report of:</b> Executive Director, Environment Department	<b>For Decision</b>
<b>Report author:</b> Ian Hughes, City Operations Director	

## Summary

The City’s permanent Anti-Terrorism Traffic Regulation Order (ATTRO) authorises the City Police to potentially control the movement of pedestrians and vehicles on City streets for counter terrorism purposes and was originally requested as part of a package of measures aimed at both improving the security of people in crowded places & preventing damage to buildings from a potential terrorist attack.

Members approved the ATTRO in 2016 on the basis that the City Corporation’s area was particularly vulnerable to terrorism due to its highly dense nature and the concentration of high profile, historic, prestigious and financial targets that can be found throughout the Square Mile. Matters since would suggest this assessment has not changed, albeit the use of the ATTRO has been limited to a small number of high-profile special events.

From a City Police perspective, retaining the permanent ATTRO remains important because it affords them the ability to react quickly, if the intelligence necessitates it, to protect the public. For the City Corporation, having a permanent ATTRO allows it to be implemented for specific requests in a more timely manner where speed of response may be important.

The ATTRO was made as a permanent traffic order but subsequently Members requested that in addition to annual reports on its usage, the continuing need for the ATTRO to remain in place would be reviewed every three years. As a result, this year’s report is For Decision.

## Recommendation(s)

Members are recommended to approve the continuation of the ATTRO subject to a further review in three years’ time.

## Main Report

### Background

1. In September and October 2016, the Planning & Transportation Committee (for decision), the Police Committee (for information) and the Policy & Resources Committee (for decision) discussed and agreed to the creation of an Anti-Terrorism Traffic Regulation Order (ATTRO) in the City Corporation area.
2. This was in response to a request from the Commissioner of the City Police in July 2015 to introduce such an order and followed a statutory public consultation.
3. The Commissioner's request was informed by advice received from his counter-terrorism security advisors, including the Centre for the Protection of National Infrastructure (CPNI). The advice related to the whole administrative area of the City and was in the context of the potential impact of terrorism due to the City's intensely crowded nature and its role as a high-profile world centre of economic activity.
4. The ATTRO is a counter terrorism measure pursuant to the provisions of the Civil Contingencies Act 2004, which allows traffic orders to be written by the Traffic Authority under s6, s22C and s22D of the Road Traffic Regulation Act 1984. These orders can only be made on the recommendation of the Commissioner of Police and are for the purposes of:
  - Avoiding or reducing the likelihood of, or danger connected with, terrorism, or;
  - Preventing or reducing damage connected with terrorism.
5. On the basis of a security assessment or an intelligence threat, the ATTRO gives a City Police Inspector or above the discretion to restrict traffic and / or pedestrians to all or part of any street in the City. That discretion must be exercised in accordance with an agreed protocol so that any interference is proportionate and that such restrictions are in place for the minimum extent and time necessary.
6. The Commissioner requested the ATTRO be put in place on a permanent basis, but that its use be contingent on it only being used as a proportional counter terrorism response to the needs of an event, incident or item of intelligence. Transport for London also agreed to allow the City Corporation to include their streets within the Square Mile as part of the ATTRO area.
7. The permanent ATTRO allows the controls to be activated at any time, albeit in accordance with an agreed protocol that reflects the statutory requirements for making such an order. Nevertheless, its permanent nature enables quicker activation of security measures to meet operational requirements given the unpredictability of the current terrorist threat.

8. Members agreed to making the ATTRO on two key conditions, namely that an annual review be presented to Members, and as part of that review, there should be confirmation that the ATTRO had been used in a proportionate way.

### **Current Position**

9. The protocol established for using the ATTRO allowed for two main types of scenario. The first of these was for intelligence-based police led urgent situations, however, since it's introduction the permanent City ATTRO has yet to be used to implement controls resulting from advance intelligence.
10. The second scenario was in relation to pre-planned special events where the ATTRO could be used to supplement the City Corporation and TfL's existing event planning process. Such events typically have a separate pre-advertised temporary traffic regulation order (TTRO) granted to the organiser to close roads just to facilitate the event, but if deemed appropriate, the ATTRO could be used to authorise additional protective security measures, particularly in response to emerging information regarding the terrorist risk to that event. These could include the control of pedestrian movements which would not typically form part of the standard event TTRO, and / or additional road closures that might be deemed appropriate nearer the event.
11. In between its introduction in 2016 and the large scale suspension of mass spectator events due to Covid, the City Police Commissioner requested the ATTRO to be used on eight separate occasions, all in relation to a particular special event. Four of those requests involved the annual New Year's Eve celebrations as part of the Metropolitan Police-led operation across Central London. The other four were all in 2017 and related to:
  - The funeral of PC Keith Palmer at Southwark Cathedral
  - The IAAF Marathon
  - The Lord Mayor's Show & Fireworks
  - The Grenfell Tower Memorial Service at St Paul's Cathedral
12. During 2022 and following the return of mass spectator events after Covid, the Commissioner requesting its use for three events, namely:
  - Her Majesty the Queen's Platinum Jubilee Service at St Paul's Cathedral
  - Events related to the passing of Her Majesty Queen Elisabeth II and the accession of His Majesty King Charles III
  - New Year's Eve celebrations
13. Post-event feedback would suggest the additional powers contained in the ATTRO were used sparingly, but where used, they proved helpful in ensuring the mitigation of terrorism risk. There was no noticeable or negative impact on the general public and none of their uses exceeded 48 hours, which would have otherwise triggered a review by the Town Clerk & Commissioner as per the standing protocol.

14. The City Police therefore wish the ATTRO to be retained as they consider it affords them the ability to react quickly to protect the public if the intelligence or the manner in which events unfold necessitates it.

### **Considerations for Retention**

15. From a City Corporation perspective, having the permanent ATTRO allows requests to be implemented in a more timely manner compared to the time involved in processing individual applications in circumstances where delay could prejudice the ability to remove or reduce threat. However, to be clear, individual requests to implement measures under the ATTRO are carefully considered and only agreed if they are considered to have sound reasons and strike a proportionate and fair balance between public interest and private rights.

16. The retention of an ATTRO to cover the whole City (rather than piecemeal ATTROs for smaller areas) is also considered appropriate to current and future potential threats given the widespread nature of potentially high profile targets within the Square Mile and the fast changing nature of the City and the security environment.

17. In terms of the wider use of ATTRO legislation, during the course of last year a Judicial Review was brought against Westminster City Council and the Metropolitan Police regarding their use of ATTRO powers in relation to an event at the Royal Albert Hall. The issues raised were generally around:

- The timely consideration and processing of requests for the ATTRO
- The balance between the public's right of access and the ability to limit that access for counter terrorism purposes, in particular the need to consider each request on its merits

18. For the City Corporation, City Police and TfL, the first of these issues is best addressed by having the standing power in place that can be implemented via an agreed protocol, allowing it to be used in an agreed and timely fashion.

19. In terms of the proportionality of using the ATTRO, the City Corporation already applies a significant degree of challenge (at Town Clerk level) to each request made by the Commissioner, ensuring the case being made is specific to that request and takes into account the balance of other legislative rights and powers.

20. It should be noted the operational protocol to oversee how the ATTRO is triggered and operated remains subject to review between the City Corporation, City Police and TfL under 'Business as Usual' protocols to ensure it remains fit for purpose. In addition, although the authority to implement the ATTRO has been delegated to the Town Clerk, the Chairmen of your respective Committees are made aware when requests are made and this delegation is used.

21. Although the ATTRO itself has no defined end date, Members felt it appropriate to reconsider retaining these powers on a standing basis every three years. The last such occasion was in 2020, so this year's report on the ATTRO's usage and retention is appropriately for decision.

## **Proposal**

22. Retaining the permanent ATTRO allows requests to be considered in a timely manner where any delay involved in approving and making individual ATTROs could undermine the reason for making the ATTRO. It is therefore proposed that the ATTRO be retained for the reasons set out above.

## **Corporate & Strategic Implications**

23. Counter Terrorism is graded as a tier one threat against our country as per the National Strategic Policing Requirements set by the Home Office. Nationally and locally, there is an appropriately strong expectation that the threat of terrorism is met by an equally appropriate and proportionate response by the police and their partners.

24. The Government's Contest Strategy aims to reduce the risk to the UK and its interests overseas from terrorism, so people can go about their daily lives freely and with confidence. The City of London Police, part of the London counter terrorism region, supports the Contest Strategy through the four P's approach of Pursue, Prevent, Protect and Prepare. Protective Security as a theme, and therefore the ATTRO, fits firmly under Protect element of the Government's Contest Strategy.

25. The number one ambition of the City of London Police's Corporate Plan is 'to make the City of London the safest place in the world'. This includes having all the tools available to rapidly mitigate risk and to protect the public.

26. The City of London's historical, cultural and economic importance means it will always be an attractive target for those who are intent on causing high profile disruption. By continuing to protect the City of London from terrorism we will continue to protect the UK's interests as a whole. In terms of prevention, the City of London Police plan states 'we will continue to develop different ways to engage and work with partners in a coordinated way to deter, detect and disrupt terrorist activity'.

27. The City of London Local Plan 2015 aims to ensure that the City remains a safe place to live, work and visit. Core Strategic Policy CS3 makes specific provision for implementing measures to enhance the collective security of the City against terrorist threats. It seeks to apply those measures to broad areas, including the City as a whole, encouraging the development of area-based approaches to implementing security measures. The Local Plan is now under review but is likely to continue that approach.

28. The risk of terrorist attack remains at the top of the current Corporate Strategic Risk Register because of the City's concentration of high profile, historic, prestigious and financial targets. In addition, the City's Corporate Plan 2018-2023 reiterates the key aims of ensuring people are safe & feel safe and that we protect the users of our buildings, streets & public spaces.

29. Otherwise, the legal implications on the use of the ATTRO remain unchanged from the original 2016 report and are repeated in Appendix 1 for reference.

### **Risk Implications**

30. Although the risk of further terrorist attacks in the Square Mile cannot be eliminated, the potential availability of the ATTRO to the City Police forms part of the measures available to help mitigate that risk.

### **Legal & Equalities Implications**

31. See Appendix 1.

### **Financial, Resource & Climate Implications**

32. None

### **Conclusion**

33. Given the Square Mile's exceptional environment, its 'attractiveness' as a terrorist target has not changed. The evidence would suggest the use of the ATTRO is carefully considered and is used proportionately, balancing public interest against individual rights. Feedback does not suggest any noticeable or negative impact on the general public and a significant but appropriate degree of challenge is made by the City Corporation to the requests from the Commission to use it.

34. As a result, it is recommended that the City's permanent ATTRO is retained as an appropriate measure to enable the Commissioner of Police to more readily and better protect the City community.

### **Appendices**

#### **Appendix 1 - ATTRO Legal Considerations**

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## Appendix 1 - ATTRO Legal Considerations

1. Statutory power to make the ATTRO – Sections 6, 22C and 22D of the Road Traffic Regulation Act 1984 (as amended by the Civil Contingencies Act 2004) enables traffic orders to be put in place by the traffic authority for the purposes of avoiding or reducing the likelihood of danger connected with terrorism, or preventing or reducing damage connected with terrorism.
2. Statutory duties of traffic authority - As traffic and highway authority, the City Corporation has the duty to secure the expeditious, convenient and safe movement of traffic (having regard to the effect on amenities) (S122 Road Traffic Regulation Act 1984) and the duty to secure the efficient use of the road network avoiding congestion and disruption (S16 Traffic Management Act 2004). The Schedule to the ATTRO sets out requirements aimed at meeting these duties by ensuring that any restrictions will be the minimum necessary to remove or reduce the danger and are consistent with the statutory requirements for making such Orders. In implementing the ATTRO the traffic impacts of restricting or prohibiting traffic to roads within the City, including, potentially, pedestrian traffic, should be considered. In the event of a threat, the disruption to traffic flow would also have to be weighed against the threat of more severe disruption and greater risk being caused due to failure to prevent an incident.
3. Further controls - The Schedule to the draft ATTRO requires that in most cases at least seven days' notice of any restrictions must be given to persons likely to be affected (unless this is not possible due to urgency or where the giving of notice might itself undermine the reason for activating the ATTRO), and notice must also in any event be given to the City, TfL and other affected traffic authorities. The requirement for notice is intended to mitigate adverse traffic impacts by enabling alternative transport arrangements to be put in place.
4. Human Rights and Proportionality - In considering the request for the ATTRO, there is a duty to act in accordance with the European Convention on Human Rights. In relation to possible restriction of access to property, any interference with Article 1 rights to enjoyment of property must be justified. Interference may be regarded as justified where it is lawful, pursues a legitimate purpose, is not discriminatory, and is necessary. It must also strike a fair balance between the public interest and private rights affected (i.e. be proportionate). It is considered that the public interest in being protected by the existence and operation of the ATTRO can outweigh interference with private rights which is likely to occur when restrictions are in operation. The scope of restrictions must be proportionate and should only last until the likelihood of danger or damage is removed or reduced sufficiently in the judgment of a senior police officer. The Schedule to the ATTRO sets out arrangements (further expanded in the Protocol) for ensuring that any interference is proportionate. Given the risks to life and property which could arise if an incident occurred, and the opportunity provided by the ATTRO to remove or reduce the threat of and/or impacts of incidents, it is considered that the ATTRO can be justified and any resulting interference legitimate.

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<b>Date</b>	<b>Action</b>	<b>Officer responsible</b>	<b>To be completed/ progressed to next stage</b>	<b>Notes/Progress to date</b>
<p>15 October 2020 1 December 2021 18 February 2021 08 July 2021 10 Sep 2021 15 Feb 2022 03 May 2022 31 May 2022 05 July 2022 08 Nov 2022 17 Jan 2023 7 March 2023</p>	<p><b><u>Dockless Vehicles</u></b> To keep the Sub Committee informed of activities to manage the use of dockless cycles and e-scooters in the Square Mile and any related issues.</p>	<p>Executive Director, Environment</p>	<p>April 2021 Sep 2021 Dec 2021 Feb 2022 Sep 2022 Nov 2022 Mar 2023 May 2023</p>	<p>At the meeting of Streets and Walkways on 17<sup>th</sup> Jan, 2023 Members approved officer recommendations to renew HumanForest’s operational approval status and extend the review of Lime’s status until May 2023. Both Lime and HumanForest have committed to a series of actions to improve parking compliance rates including notifying, warning, fining and/or banning users when they attempt to end rides outside of approved parking areas and enhancing their end-of ride parking image verification processes, among other actions. Lime has also been instructed to draft a performance improvement plan and provide monthly compliance data updates with an aim of demonstrating a clear improvement in their parking compliance and maximum fleet size metrics.</p> <p>The next performance and compliance update meetings have been scheduled with Lime and HumanForest for February 28<sup>th</sup> and March 2<sup>nd</sup> respectively. Officers will continue to meet with operators on a regular basis, including those not currently approved to operate in the City (Dott and Tier).</p> <p>The next update on this item is May 2023.</p>

<b>Date</b>	<b>Action</b>	<b>Officer responsible</b>	<b>To be completed/ progressed to next stage</b>	<b>Notes/Progress to date</b>
<p>3 December 2019 25 February 2020 7 July 2020 15 October 2020 1 December 2021 18 February 2021 08 July 2021 10 Sep 2021 15 Feb 2022 31 May 2022 05 July 2022 08 Nov 2022 06 Feb 2023</p>	<p><b><u>Beech Street Transport and Public Realm Improvements</u></b> The project will address air quality issues by reducing traffic that pass through the tunnel. At the same time, it aims to deliver a vibrant street with a high-quality public realm at the centre of the Culture Mile, which will also provide the opportunity to realise property outcomes.</p>	<p>Executive Director Environment</p>	<p>May 2022 Nov 2022</p>	<p>At the meeting of Streets and Walkways on 3rd May 2022, officers informed Members of the public consultation timescales for Beech Street and the delay at the request of Islington to defer the public consultation until after local elections. Members will recall that officers meet regularly with their Islington counterparts, data on the experiment has been shared and Islington have shared feedback on the Fortune Street experiment. In these meetings Islington's position has been that the management of the Fortune Street traffic restriction was impractical and this was conveyed to Members on 3rd May. Whilst Islington had expressed a preference that the issues on Beech Street are dealt with through a joint area wide approach, i.e. over the medium term, City officers explained the December decision of City Members to consult on the Beech Street zero emission scheme as a permanent measure to address the air quality issues. We deferred our consultation at Islington's request until after local elections, but in a recent meeting Islington's Director of Climate Change and Transport expressed his view that the public consultation on Beech Street did not have Islington's support. Arrangements are being made for City Members to meet with Islington's Executive Member for Climate Change and Transport.</p>

			<p>Nov 2022</p> <p>February 2023</p>	<p>Officers do not believe it is possible to proceed without Islington's support. In terms of the current situation on Beech Street, Page 211 surveys show that over 80% of the traffic has returned to Beech Street and 70%+ on Golden Lane. On Beech Street, nitrogen dioxide levels have increased to the edge of the legal limits of 40 mg, these vary with seasonal conditions and reflect other changes in background NO2 from across London where many variables affect air quality</p> <p>Discussions with LBI are ongoing, and the matter was discussed as a separate agenda item at the meeting of 08 November 2022.</p> <p>The Consultation is currently active and closes on 6 March</p>
<p>31 May 2022 17 Jan 2023</p>	<p><b>Bank Junction Traffic &amp; Timings Review</b></p>	<p>Executive Director, Environment</p>	<p>Sep 2022</p> <p>Nov 2022</p> <p>Jan 2023</p>	<p>Issue discussed at meeting of Sep 2022, further reports expected.</p> <p>Update is expected during the first quarter of 2023.</p> <p>A meeting on the issue took place on 14 February 2023</p>

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