Project Coversheet

[1] Ownership

Unique Project Identifier: 10847

Core Project Name: Beech Street Transport and Public Realm Improvements

Programme Affiliation (if applicable): Beech Street Transformation

Project Manager: Aldo Strydom

Next Gateway to be passed: Gateway 4/5

[2] Project Brief

Project Description: The Project will address air quality issues by reducing traffic that pass through the covered roadway. At the same time, it aims to deliver a vibrant street with a high-quality public realm at the centre of Culture Mile.

Definition of need:

- The adopted 2015 Local Plan, policy CS5 supports the further improvement of the Barbican area as a cultural quarter;
- The Barbican Area Strategy and Culture Mile Look and Feel Strategy identifies the need for infrastructure improvements in Beech Street

Key measures of success:

- 1) Reduction in through traffic along Beech Street
- 2) Air quality improvements (reduction in NO₂)
- 3) Vast improvement to quality of the public realm

[3] Progress Status

Expected timeframe for the project delivery: 2018–2022

Key Milestones: Interim scheme – early 2020; Permanent scheme - 2022

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

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

[4] Finance and Costed Risk

Headline Financial, Scope and Design Changes:

Since G1/2 report:

- Total Estimated Cost (excluding risk): £120,525
- Costed Risk Against the Project: 0

Scope/Design Change and Impact: Additional scope, including extensive traffic modelling

Since G3 issues report (PSC Approval 22/03/19):

- Total Estimated Cost (excluding risk): £12M–£15M
- Resources to reach next Gateway (excluding risk)
- Spend to date: £370,287
- Costed Risk Against the Project: 0
- CRP Requested: 0
- CRP Drawn Down: 0

Scope/Design Change and Impact: Request to increase project scope to investigate feasibility of a two-way closure.

Total anticipated on-going commitment post-delivery [£]: additional maintenance liabilities unknown until the design is complete and approved

Programme Affiliation [£]:unknown

Top risk:

Risk description	Objection i	to the	scheme	from	TfL	or	Islington,	due	to
	unacceptab	ole trafi	fic impacts	on th	e roa	ad n	etwork		

Top issue realised:

Issue Description	Impact and action taken	Realised Cost
Extensive traffic	An independent traffic modelling expert	£40,000
modelling	has since been procured to offer	
	impartial professional advice on the	
	procurement of a traffic modelling team	
	and engagement with TfL	

[5] Member Decisions and Delegated Authority

Members of Policy and Resources Committee approved the Vision for Beech Street in an update report on 7 June 2018. This report set out the principle that traffic needs to be removed or reduced in Beech Street as part of the Transformation programme.

The only matter of Delegated Authority relates to the Director for Built Environment being able to move funds between individual line items with no change to the overall budget or project scope.

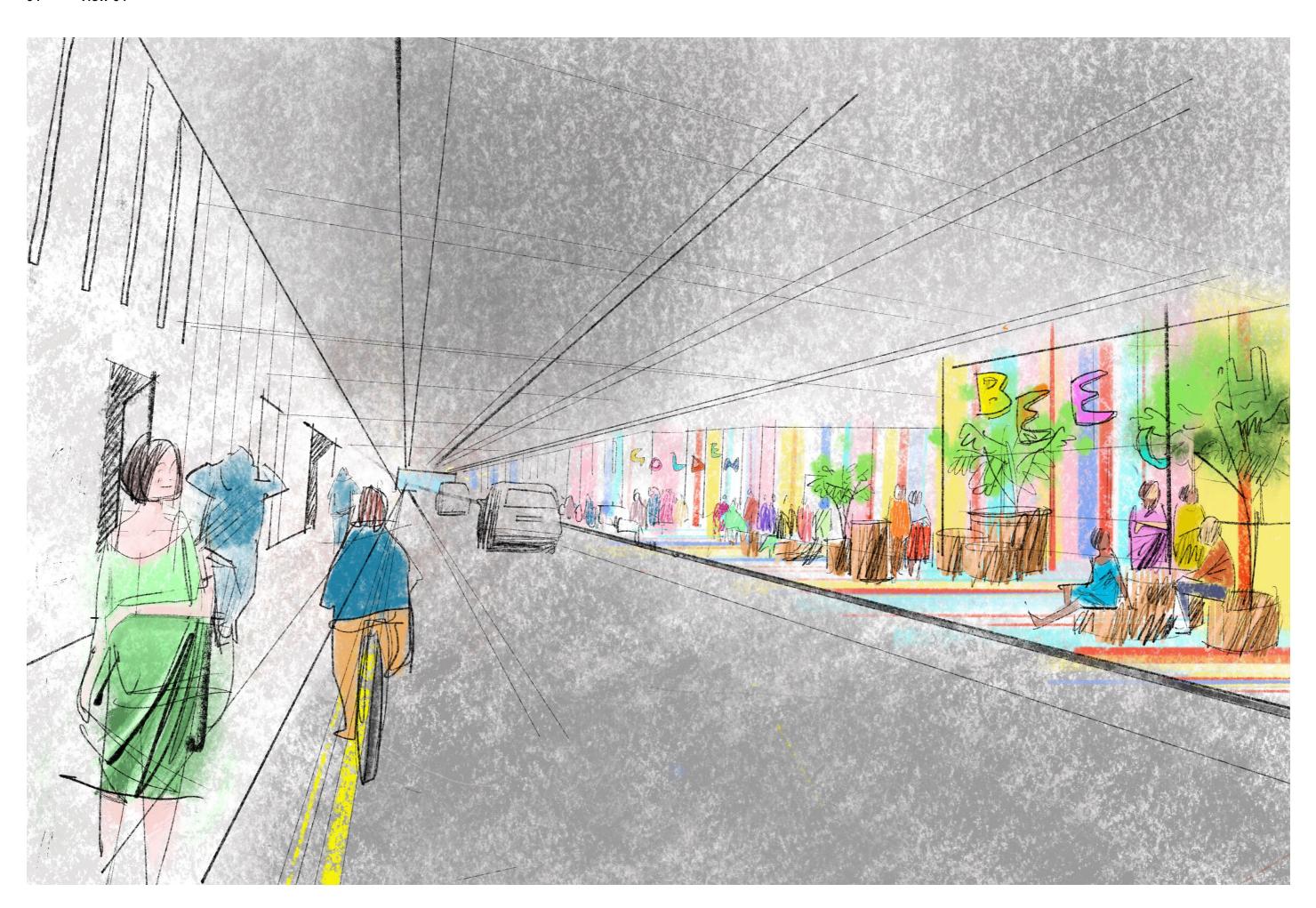
Members of the Port Health and Environmental Services Committee have requested that the potential for air quality to be improved on Beech Street by investigating the feasibility of restricting traffic to Ultra Low Emission vehicles (ULEVs).

A subsequent Issue Report for the Transport and Public Realm project was presented at the Streets and Walkways Sub-Committee meeting in July 2018, recommending that the eastbound closure be further developed. Members however recommended that the report be withdrawn, and officers investigate options for further traffic modelling.

Following this, an Issue report was considered at the September 2018 committee cycle. Members from the Streets and Walkways Sub-Committee approved this report with the following resolutions of note:

- 5. Approve further development of the feasibility of Option 1 (Beech Street closed to eastbound traffic) and Option 2 (Beech Street closed to westbound traffic);
- 6. Approve an increase in the scope of the project (requested by the Port Health & Environmental Services Committee) to investigate the feasibility of introducing Ultra-Low Emission Vehicle restrictions in Beech Street;
- 11. Ask that officers explore ways to accelerate the project where appropriate, and that officers update Members on the project at each meeting of the Streets & Walkways Sub-Committee.

An Issue Report was considered at the February 2019 Committee cycle where Members approved the project objectives and agreed that a two-closure be added to the scope of investigations.







Appendix 2: Work to Date and Findings

Statutory approvals process and findings

- 1. Beech Street is located in close proximity to London Wall and Moorgate, both of which form part of the Strategic Road Network (SRN). As per the previous Issues Report presented in March 2019, as the "local traffic authority" the Corporation is required to submit a notification under the Traffic Management Act 2004 (TMAN) to TfL, if a project is likely to affect the SRN, TfL Road Network, (TLRN) or bus operations.
- 2. Officers have been working closely with TfL in assessing the impact of the vehicle restriction options for Beech Street. Strategic modelling for the various closure scenarios is now practically complete with the following options tested against future predicted vehicle flows (2021) to determine the expected traffic reassignment of the following:
- a. eastbound closure
- b. westbound closure
- c. two-way closure. *
 - * Due to the low volumes of ULEV/ZEZ compliant vehicles, at ~4%, this scenario has been modelled as a full two-way traffic closure
- 3. The modelling has confirmed that all three of the closure options will have an impact on traffic along London Wall, Aldersgate Street and Moorgate, as well as affect bus operations. Traffic will also reassign to neighbouring streets within Islington, most notably Old Street and Fortune Street/Whitecross Street both of which are alternative east—west connections (to Beech Street).
- 4. To determine the impact (of a project affecting the SRN) on journey times and congestion, traffic authorities in London follow TfL's Traffic Model Auditing Process (MAP), which usually takes between 18–24 months. One advantage of this process is that it enables the surrounding network of traffic signals to be adjusted to reduce the amount of traffic congestion. This process needs to be completed, in addition with other activities such as consultation with affected stakeholders (i.e. LB Islington and local businesses), before approval is granted via the TMAN process.
- 5. Officers have however been able to negotiate with TfL that an eastbound closure may be progressed by following a streamlined version of the MAP process due to the smaller traffic reassignment this causes.
- 6. Based on the findings to date, approval for an eastbound "interim" closure is likely to be forthcoming in a quicker timeframe than either a westbound or two-way closure/Zero Emission street restriction and is an opportunity to deliver some of the project objectives in a shorter timeframe. Officers are however continuing to engage with TfL at various levels in exploring ways of accelerating the project in alternative approaches.
- 7. Restricting eastbound traffic for the full length of Beech Street is likely to cause additional traffic on Fortune Street (located in Islington), as vehicles travelling south along Golden Lane will no longer be able to turn left onto Beech Street and will instead turn left onto Fortune Street. Officers meet regularly with counterparts from LB Islington and have discussed the likely need for a mitigating scheme along Fortune Street.
- 8. LB Islington are generally supportive of the City's approach and both organisations will continue to work together to deliver both the Beech Street project and Islington's Old Street Clerkenwell Road scheme. TfL have also expressed high level support for the

- interim scheme, and officers continue to work closely with TfL also. A monitoring strategy for the scheme is currently being worked up.
- 9. The interim scheme (i.e. Phase 1) would be delivered using an experimental traffic order, with monitoring undertaken to measure outcomes against the project objectives.
- 10. Traffic modelling work to develop the "long-term" scheme for a westbound closure or twoway closure will continue (Phase 2).

Air quality and bus services

- 11. Air quality modelling is currently being undertaken to determine what the air quality benefits (and disbenefits) will be for the various closure scenarios. The outcomes will be communicated in next the Gateway Report.
- 12. The route 153 bus which travels along Beech Street is a zero-emission bus. For the eastbound interim scheme, there is the option of either retaining or rerouting the service (via London Wall). However, rerouting the bus would be a lengthy process and is expected to take around 9–12 months to implement.
- 13. Rerouting the bus away from Beech Street increases the scope to widen footways and improve pedestrian comfort and the public realm. Officers are therefore continuing to liaise with TfL about the possibility of rerouting bus route 153 which will create opportunities for closing Beech Street to (all) through traffic in both directions. Surveys and user data have shown that this part of the route is lightly used, with boarding and alighting figures of less than one passenger per service for most of the day. This data is summarised in the tables below.

Table 1: Average weekday bus patronage – Bus stop BN (eastbound direction)

Period	Passengers alighting	Passengers boarding	Occupancy
AM (08:00-09:00)	0.1	0.7	6.4
Interpeak (12:00-13:00)	0.0	1.0	2.2
PM (17:00–18:00)	0.3	1.0	4.9
		Average	4.5

Table 2: Average weekday bus patronage – Bus stop BM (westbound direction)

Period	Passengers alighting	Passengers boarding	Occupancy
AM (08:00-09:00)	0.5	0.2	3.7
Interpeak (12:00-13:00)	0.8	0.0	1.9
PM (17:00-18:00)	1.3	0.0	3.8
		Average	3.1

14. Street user perception surveys have been undertaken in July. These results will be presented as part of the evidence base of use and reliance on the current bus route.

Alternative closure process

- 15. Officers have endeavoured to identify an alternative process for closing Beech Street to through traffic quickly and have considered the possible implications of seeking a traffic order closing all or part of Beech Street without completing the TMAN process as required by TfL. This is not recommended due to the requirements of the decision-making framework, as follows:
- d. A full or partial closure of Beech Street will require a traffic order, which must be consulted on. Neighbouring authorities likely to be affected must be consulted. Objections from all stakeholders must be carefully evaluated (sometimes involving an Inquiry)
- e. In making traffic orders and carrying out its traffic authority responsibilities, the City Corporation has duties to secure the expeditious, safe and convenient movement of traffic (having regard to effect on amenities) (S.122 Road Traffic Regulation Act 1984), and to secure the efficient use of the road network, avoiding congestion and disruption (S.16 Traffic Management Act 2004). These duties require the impacts of proposals to be fully understood and mitigated. The TMAN process has been put in place by TfL to ensure that the impacts on traffic movements on strategic roads can be properly assessed, and therefore that the decision-making process is robust.
- f. Officers do not recommend proceeding with implementing any form of vehicle restriction before completing the TMAN process, as successful completion of this process helps to ensure compliance with the traffic authority duties outlined above.

Public Realm and Culture Mile considerations

- 16. Beech Street sits at the heart of Culture Mile and is part of the 'culture spine' identified in both the Culture Mile Look And Feel Strategy as well as the 'content principles' that are applied across the Culture Mile. The street links key cultural institutions such as the Barbican with the Guildhall School Of Music & Drama and proposed Museum Of London at Smithfield.
- 17. The covered roadway is a widely recognised, significant architectural feature in the area, but also one that is problematic particularly in terms of air quality, appearance and pedestrian experience.
- 18. Opportunities created through an interim scheme could see a temporary public realm commission that would be aligned with the programme of 'Look and Feel Experiments'. An opportunity therefore exists to significantly change public perceptions of the covered roadway, of Culture Mile and of the City's approach to public realm development and public engagement.
- 19.A creative, arts and design led commissioning approach that engages with ideas of environment, pollution, and sustainability supports the emergence of health and wellbeing as a key programming theme for Culture Mile in the future (several health and wellbeing organisations have joined the Culture Mile Network in recent months).
- 20. The Culture Mile Look and Feel Strategy was adopted in October 2018 and it sets out four key visions for public realm interventions:
- a. Form a Culture spine: Connecting institutions through a strong pedestrian identity
- b. Take the inside out: taking the cultural activities out to the public spaces
- c. Discover & Explore: connecting the area's rich cultural, social and architectural history

- d. Be recognisable and be different: Creating a place where culture is produced as well as consumed, and where creative industries are supported.
- 21.To implement these principles within the Beech Street public realm, a set of spatial enhancements is proposed, encompassing different types of interventions, from addressing air quality to public art and place activation. A table listing these options are presented below:

Intervention type	Air Quality	Artistic	Pedestrian Safety	Pedestrian Comfort	Wayfinding	Features/Utilities
Description	nterventions which act as air filters, such as trees, moss plants and iving walls	nterventions which supports the cultural programme, such as beiling/ wall murals, pladding, lighting nstallations, roof nstallations, sound nstallations and special events,	Bike lanes, colourful crossings, carriers	nterventions which support he pedestrian wellbeing, such as lighting, colourful pallets, etc.	Enhancement of connectivity through signage and graphics	Additional elements o support the overall experience, such as coffee/food rucks, lockers, bike ocks
Area type	Pedestrian Highway/ Walls	Walls/ Roof/ Pedestrian Highway	Pedestrian Highway	Pedestrian Highway/ Roof	Walls/ Pedestrian Highway	Pedestrian Highway

- 22. It should also be noted that the City Corporation's traffic management powers must be exercised having regard to its traffic management responsibilities (not to other City Corporation purposes). However, the wider context of the Culture Mile Look And Feel Strategy may be noted as background, and the objective to "Form a Culture spine" includes traffic management and related amenity considerations relevant to the City's traffic management responsibilities.
- 23. Opportunities created through an interim scheme could see a temporary public realm commission that would be aligned with the programme of 'Look and Feel Experiments'. An opportunity therefore exists to significantly change public perceptions of the covered roadway, of Culture Mile and of the City's approach to public realm development and public engagement.
- 24. A series of 3D sketches that give an indication of what Beech Street could look like in the future has also been produced and is included overleaf.

Appendix 3: Interim Scheme Options Appraisal Matrix

Beech Street Transpo Interim S		Realm Improve ic Options Matr		t							
	Option 1	Option 1: Eastbound restriction									
	No through road	Buses only	Zero Emission street	Zero Emission street (2-way)							
Project objectives											
A – Improve air quality by reducing NO2 levels	✓	✓	✓	4 4							
B – Improve the quality of the public realm to create streets and public spaces for people to securely admire and enjoy	*	1	1								
C – Improve pedestrian comfort levels	✓	1	1	_							
D – Ensure buildings and public spaces are protected	44	✓	✓	✓							
Impacts											
Road network impacts	*	*	*	××							
Bus impacts	××	1	ı	_							
Transport Strategy (policy) considera	itions										
Policy 11 (reduce motor traffic)	✓	✓	✓	44							
Policy 12 (local access street)	✓										
Policy 29 (Phased ZEZ introduction)	✓	✓	✓	✓							
Financial implications											
Est. cost range (£)	350k–600k	350k–650k	350k–600k	450k–750k							

	<u>KEY</u>
$\checkmark\checkmark\checkmark$	very positive
√ ✓	positive
✓	slightly positive
_	neutral
×	slightly negative
xx	negative
xxx	very negative

City of London: Projects Procedure Corporate Risks Register

Project Name: Beech Street Transport and Public Realm to G4
unique project
identifier
10847

PM's Overall risk rating:

Lifetime total £ 15,000,000

Costed risk provision frequested:

Average unmitigated risk
Average mitigated 2.2

Open Risks 17
Closed Risks 0

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Gen	eral risk classific	ation								Mitigation actions						Ownership	& Action			
Risk ID	Category	Description of the Risk	Risk Impact Description	Likelihood Classificatio n	Impact Classificatio n	Risk score	Costed impact (£)	Costed Risk Provision requested Y/N	Confidence in the estimation	Miligating actions	Mitigation cost (£)	Likelihood Classificat on after mitigation	Impact i Classificat ion after mitigation	Costed impact after mitigation (£)	Mitiga ted Risk score		Named Departmental Risk Manager/ Coordinator	Risk owner (Named Officer or External Party)	Date Closed OR/ Realised & moved to	Comment(s)
RI	(1) Service Delive Performance	Streamlined TfL approvals process for one way experimental closure	Further staff and consultant costs may be required if planned engagement work with TfL NIST doesn't go to plan or if they change their requirements for the project.	Unlikely	Serious	4	£0.00	N	B – Fairly Confident	* The project learn meets with the Network Management and Network Impact Specialist teams every 4 weeks and will continue. Any change in course of discussion about the desktop based work will be worked through) Unlikely	Minor	£0.0£	2	04/06/19		Aldo Strydom	eriox.	
R2	(1) Service Delive Performance	ry/ One way experimental closure affects bus operations	Further staff and consultant costs may be required if planned engagement work with TIL bus operations team doesn't go to plan or if they change their requirements for the project.		Serious	6	£0.00	N	C – Uncomfortable	The project team are working with the traffic modellers to quantify and approximate what the bus delays could be using the strategic model data	£0.00) Possible	Minor	£0.0£	3	21/06/19		Aldo Strydom		
R3	(1) Service Delive Performance	sy/ Streamlined TfL approvals for experimental two way interim scheme are not granted.		Likely	Major	16	£0.00	N	B – Fairly Confident	Negotations are ongoing between the Director and TLE senior Management on the air quality benefits superseeding the traffic impacts	£0.00) Possible	Major	£0.00	12	21/06/19		Zahur Khan		
R4	(1) Service Delive Performance	ry/ Experimental two way closure affects bus operations	IfL may object and take action if the two way experimental scheme negatively affects bus operations	Likely	Major	16	£0.00	Ν	A – Very Confident	Negotations are ongoing between the Director and TIL Senior Management on the air quality benefits superseeding the traffic impacts	£0.00) Possible	Major	£0.00	12	21/06/19		Zuhur Khan		
R5	(4) Legal/ Statutor	Issues or delays in any required consents such as planning permissions, third party consents, TMO, TMAN, Permits, etc.	If there was to be any delay in the arrival of any required consents, such as planning permissions, approval of the TMAN, TMOS, Permits, discharge of conditions, heritage, ITL, etc.: Its likely the project may suffer from some form of unplanned delay or additional work.	Possible	Serious	6	£0.00	N	B – Fairly Confident	* Regular meetings with TfL Network Performance and City Network Coordination teams to fully understand their consent requirements	£0.00) Possible	Minor	£0.00	3	04/06/19		Aldo Strydom		
R6	(4) Legal/ Statuto	An objection to the traffic order by a statutory authority	An objection in the consultation process from a neighbouring authority must be considered and could involve an enquiry	Possible	Major	12	£0.00	N	C – Uncomfortable	All indications are that neighbouring authorities are supportive of the initiative to improve air quality but there may be some issues with traffic reassignment which the project feam will work with our neighbours to mitigate	£0.00) Unlikely	Serious	£0.0£	4	21/06/19		Aldo Strydom		
R7	(2) Financial	Traffic mitigation adds to scheme cost	It may be necessary to fund a traffic mitigation scheme on a parallel street outside the City boundary	Likely	Serious	8	£0.00	N	A - Very Confident	Work with neighbouring authority directly to agree a fair arrangement	£0.00	Likely	Minor	£0.00		04/06/19		Aldo Strydom		

R8 (3) Reputation	The interim scheme is deemed unsuccessful and is removed	The organisations reputation is damaged if the experimental scheme has to be removed due to excessive traffic	Serious	6	£0.00	N	B – Fairly Confident	Regular engagement via the TIK Network Performance team will enable required discussions to take place as required. The retention of the 153 bus has no air quality impacts on Beech Street) Unlikely	Serious	£0.00	4	04/06/19	Aldo Strydom	
R9 (4) Legal/ Statutory	Equalities act related issues, including EQIA.	More work may be required to deal with the orising issues from the planned EQIA or other aspects of the Equality Act, additional resources would be required to accommodate.	Serious	2	£0.00	N	B – Fairly Confident	Design measures and consideration of transport changes in the experimental and long term scheme	Rare	Minor	£0.00	1	04/06/19	María Curro	
R10 (4) Legal/ Statutory	Issue(s) with external engagement and buy-in	Further time and therefore resource may be required if planned engagement work with local external shocked sides didn't go as planned.	Minor	3	.00.00	Ν	A – Very Confident	The interim scheme would not require a consultation so the risk is mirriand. However, there could be some construction disruption so stakeholders may object to this and require either further engagement or attentions to the construction phasing plans.) Rare	Minor	£0.00	1	21/06/19	Aldo Strydom	
R11 (4) Legal/ Statutory	issue(s) with internal engagement and buy-in	Further lime and therefore resource may be required if planned engagement work with internal stakeholders didn't go as planned.	Serious	4	£0.00	N	B – Fairly Confident	*Assess the objective benefits of the scheme after construction as per the G4/5 report Success Criteria £0.00 criteria £0.00 vorious options have been put will be put to Members as part of the G4/5 report) Rare	Minor	£0.00	1	21/06/19	Aldo Strydom	
R12 (2) Financial	Funding constraint/ conditions implications	Further resources may be required to identify additional funding or make alternative arrangements if constraints/ conditions that came with existing funding were originally unforeseen, unoppreciated or have subsequently changed.	Major	8	.00.03	N	B – Fairly Confident	* Track and locate other possible additional funding streams ** **Uillise eventual revenue from the eventual enforcement scheme ** **Track and locate other possible additional funding streams from the eventual enforcement scheme ** **Track and locate other possible additional funding streams from the possible additional funding stre) Unlikely	Serious	£0.00	4	21/06/19	Aldo Strydom	
R13 (2) Financial	Internal Governance and requirements impact on project delivery	Given that the Corporation's internal governance and committee structure can be complex, additioned in tesources may be required to facilitate any unplanned work.	Minor	3	£0.00	N	A – Very Confident	*Follow all internal guidance and requirements *Forward plan any required reporting, and allocate specific tasks to team members within this task *Ensure C4/5 report contains recommendations for delegated authority to mitigate against possible delays in approvals.) Rare	Minor	£0.00	1	21/06/19	Aldo Strydom	
R14 (2) Financial	Procurement procedures impact on project delivery	Additional resource may be required if there is a delay or issue with a project's procurement of goods or services from external suppliers.	Minor	2	£0.00	N	A – Very Confident	*Confirm that the existing JB Riney Highways contract can accommodate the value of wark via the PT4 form consultating process *Miligation aiready provided by Uniting JB Riney term constact for the consultancy services) Rare	Minor	£0.00	1	21/06/19	Aldo Strydom	
R15 (2) Financial	Project supplier delays, productivity or resource issues impact on the project	Referring both to internal and external suppliers to projects, alternative arrangements which require additional resource may be required if a potential or existing supplier is untable to deliver as agreed for whatever reason. This may invoke referredning work if an easily supplier is unable to deliver.	Serious	4	.00.03	N	B – Fairly Confident	- Confirm via City Highways staff that the JB Riney and their contractors are able to Confirm with Prairing enfoncement that the resource is in place to enforce the scheme and issue PCN's) Rare	Minor	£0.00	1	21/06/19	Aldo Strydom	

R16 (6) Objectives Changing internal aspirations or requirements that impact on a project, including from political drivers. R17 (II) Service Delivery/Performance R18 (A) Objectives Any change away from the garded project objectives in any respect by either officers on a project, including from political drivers. R17 (II) Service Delivery/Performance R18 (A) Objectives Any change away from the garded project objectives in any respect by either officers on a project, including from political drivers. R18 (B) Objectives Any change away from the garded project objectives in any respect by either officers on a project, including from political drivers. R19 (II) Service Delivery/Performance R10 (II) Servi	
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R20 [I] Service Delivery/ Performance and during construction or required, expect delivery delays. Should parts of the road network not not be available or network not not be available of the common to the available during a project when planned for or required, expect delivery delays.	
R21 II] Service Delivery/ Inforeseen technical and/or suses that disrupt delivery out for suses that disrupt delivery out resources whether the proposed in the design of the control of the design of the control of the design of the control of the design of the des	
Regardless of whether it be a member of public or a contraction or site, should an accident occur in or around, site delays are likely to occur. Regardless of whether it be a member of public or a contraction or site, should an accident occur in or around, site delays are likely to occur. Regardless of whether it be a member of public or a contraction or site, should an accident occur in or around, site delays are likely to occur. Regardless of whether it be a member of public or a contraction or site, should an accident occur in or around, site delays are likely to occur. Regardless of whether it be a member of public or a contraction or site, should an accident occur in or around, site delays are likely to occur. Aldo Sitydom or of the work.	
R23 (5) Safety/ Health Roles and responsibilities under CDM regulations under CDM regulations allocating roles or responsibilities under CDM regulations.	
Should such an event happen, a number of possibilities could occur: **Change in project scape** **Change in project scape** **Change in project scape** **Change in project scape** **Change in project plans** **Regular contact with the Coulture Mile and Network Coordination teams** **Coulture Mile and Network Coordination teams** **Coordination teams** **Idison with emergency planning feam** **Aldo Shydom** **Aldo Shydom** **Aldo Shydom** **Aldo Shydom** **Aldo Shydom** **Aldo Shydom** **Idison with emergency planning feam** **Aldo Shydom** **A	