

Committees: Planning & Transportation Committee <i>[for decision]</i> Projects Sub Committee <i>[for decision]</i> Policy & Resources Committee <i>[for information]</i>	Dates: 08 September 2020 15 September 2020 24 September 2020
Subject: City Streets: Transportation response to support COVID-19 recovery Unique Project Identifier: 12217	Gateway 5 Regular Issue Report
Report of: Director of the Built Environment Report Author: Leah Coburn – City Transportation	For Information
<h1 style="text-align: center;">PUBLIC</h1>	

1. Status update	Project Description: <p>This project implements temporary traffic management measures on City streets in response to COVID-19. These measures provide safer spaces for people walking and cycling, queuing outside shops and offices to socially distance and to support businesses in their return to work.</p> <p>The City Corporation's transport response will focus on achieving two main aims:</p> <ul style="list-style-type: none"> • Residents, workers and visitors are safe and feel comfortable travelling into and within the Square Mile, particularly when travelling on foot, by bike and on public transport. • City businesses are supported in their COVID-19 recovery and the City remains an attractive location for business. <p>The project primarily consists of on-street changes to provide additional space for people walking and cycling.</p> <p>These have first been installed using signs, lines and barriers to allow for easy adaptation if required. The changes are</p>
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	<p>being delivered in a phased approach and an update on progress is included in Section 5 of this report. On-street changes are being delivered alongside other measures to support businesses, manage travel demand and encourage travel on foot, by cycle and on public transport.</p> <p>RAG Status: Green (Green at last report to Committee)</p> <p>Risk Status: Medium (Medium at last report to Committee)</p> <p>Total Estimated Cost of Project (excluding risk): £1-2M</p> <p><i>Phase 1 - £116,500</i></p> <p><i>Phase 2 - £932,244</i></p> <p><i>Phase 3 - £568,500</i></p> <p>Change in Total Estimated Cost of Project (excluding risk): No change</p> <p>Spend to Date: £611,330</p> <p>Costed Risk Provision Utilised: N/A</p>
2. Requested decisions	<p>Next Gateway: Progress & Review Report – December 2020</p> <p>Requested Decisions:</p> <p>That Members:</p> <ol style="list-style-type: none"> 1. Note the forecast overspend pertaining to staff costs and that alternative arrangements are being explored to accommodate this in order to focus Transport for London and Department for Transport funds on delivery; and 2. Delegate authority to the Director of the Built Environment to approve any necessary agreements with private landowners for enabling the installation of temporary cycle parking on publicly accessible private land and the carrying out of any associated works by the City Corporation.

3. Budget	<table><tr><th colspan="4">Spend to Date - 16800431: City Streets COVID-19 Recovery Phases 1 & 2</th></tr><tr><th>Description</th><th>Approved Budget (£)</th><th>Expenditure (£)</th><th>Balance (£)</th></tr><tr><td>Env Services Staff Costs</td><td>63,500</td><td>43,076</td><td>20,424</td></tr><tr><td>P&T Staff Costs</td><td>113,500</td><td>146,548</td><td>(33,048)</td></tr><tr><td>P&T Fees</td><td>116,000</td><td>20,293</td><td>95,707</td></tr><tr><td>Env Services Works</td><td>755,744</td><td>401,413</td><td>354,331</td></tr><tr><td>TOTAL</td><td>1,048,744</td><td>611,330</td><td>437,414</td></tr></table>	Spend to Date - 16800431: City Streets COVID-19 Recovery Phases 1 & 2				Description	Approved Budget (£)	Expenditure (£)	Balance (£)	Env Services Staff Costs	63,500	43,076	20,424	P&T Staff Costs	113,500	146,548	(33,048)	P&T Fees	116,000	20,293	95,707	Env Services Works	755,744	401,413	354,331	TOTAL	1,048,744	611,330	437,414
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4. Issue Description	<p>There have been substantially more staff costs incurred on the project than was estimated at the start of the project.</p> <p>This programme of work is moving with significant pace. Bids for funding were made on concept ideas and the best estimates of costs for delivering these concepts. Having undertaken the first phase of work, it has become apparent that the staff costs forecast were not sufficient for the level of detail that was required to design and deliver the proposals, the level of collaboration required across the department and with external partners such as Transport for London, or the level of internal reporting.</p> <p>Phase 1 staff costs were roughly three times more than first estimated. Significant resource was expended in ensuring that proposals for Phase 1 were designed, agreed and implemented as quickly as possible given the unknown circumstances of the timeframe of government advice on the return to work or how City businesses would want to implement their return to work. Having Phase 2 approved for development so close to Phase 1 also meant that there was not enough time to compare or adjust the budgets in the Phase 2 report.</p> <p>The Transport for London funding allocation and Department for Transport allocation to implement both Phases 1 and 2 with a total budget of £1,048,744 was approved. Now that the programme of work and timescales are clearer, a cost estimates review has been undertaken.</p> <p>The Department has been working at pace to deliver a comprehensive and cohesive set of measures ready for the return of City workers. This work has been coordinated with Transport for London's proposals and largely achieved whilst remote working, which has provided some of its own</p>																												

	<p>challenges in terms of designing measures and efficiency. This has come at a cost in terms of staff time.</p> <p>With the learning and experience of the Phase 1 implementation and design of Phase 2, it is clear that the original forecast staff estimates are not sufficient. A budget adjustment would be required to better reflect the staff time being incurred. It is estimated that there will be an increase of up to £231,000 in staff costs to the end of the calendar year. There is money remaining in the works line which could be used to either cover this cost or deliver more of the Stage 2 'temporary plus' measures outlined in Section 5.</p> <p>It has been decided to explore other options to recover the forecast staff cost increase and to concentrate on the delivery of improved infrastructure. Members are asked to note the forecast overspend at this time and an update on this will be provided in the next report.</p> <p>The costs of the 'temporary plus' work is still being finalised as these use materials that haven't previously been used in the City and as such it is difficult to accurately estimate their implementation time (and associated cost).</p>
<p>5. Progress to date</p>	<p><u>Phases 1 & 2</u></p> <p>As outlined in earlier reports, Phases 1 and 2 are being delivered in stages:</p> <ul style="list-style-type: none"> • Stage 1: Change will first be delivered using line markings, signage and barriers. • Stage 2: Subject to available resource, replace barriers with light infrastructure (e.g. wands or bollards). <p>All Stage 1 measures in Phase 1 have been completed. Phase 2 measures have also been completed except for a few locations, as detailed below.</p> <p>At the time of writing no changes have been delivered on Blomfield Street, Broad Street Place, Eldon Street and South Place due to other highway improvement works. These will be kept under review and may be delivered on completion of the street works.</p> <p>The proposed bus and cycle only closure for Newgate Street is being deferred due to gas works and the potential traffic impacts. Increased space for people walking and cycling will still be delivered.</p>

The timed closure of Houndsditch (between Bishopsgate and Outwich Street) has not been delivered due to adjacent construction work. This will be delivered when the highway becomes available.

The measures on Charterhouse Street and Charterhouse Square has not been delivered due to Crossrail and oversite development works but will be delivered when opportunities permit.

The progress on delivery has been slightly slower than set out in the previous reports. This has been due to implementation on site taking longer than expected. Given the pace required and scale of the works, detailed design work was based on OS mapping rather than topographical surveys. In places, the OS mapping was out of date and adjustments were then required to be made on street, during implementation. On some streets significant changes were needed to be made to the design to accommodate on street loading requirements or construction site access, required multiple visits from the contractors to resolve. This extended the delivery timeframe.

Please see **Appendix 1** for more details.

Stage 2 – ‘Temporary plus’

The process of deploying more robust materials to replace the initial Phase 1 and 2 rollout; this will reduce short-to-medium term maintenance costs, look less cluttered and be easier for street users to understand.

The agreed approach primarily uses bolt-on plastic kerbing and traffic wands, alongside extra carriageway lining and signage, to clearly segregate the additional spaces to all users. ‘Bus boarders’ will be delivered where required to allow all bus passengers to safely exit and enter the bus where the bus cannot align with the existing kerb.

The existing layout will be reviewed prior to the design and installation of ‘temporary plus’ measures. This ensures the Stage 2 design takes account of any adjustments. The reviews also provide the opportunity to consider the need for and scale of space reallocation on a street.

Deployment of these improvements started on Monday 24 August, and Officers are looking to have replaced a significant portion of the original Phase 1 temporary measures by mid-September 2020. Phase 2 deployment of these ‘temporary plus’ measures are then planned to follow and are programmed to complete by the end of October 2020.

Phase 3

Phase 3 will deliver additional temporary seating and greening to create an attractive environment for residents, workers and visitors, and provide amenities for users of food and beverage businesses. The main elements and benefits of this are to:

- Provide facilities and space for users of food and beverage businesses. This will also support businesses in adapting to social distancing requirements by providing outdoor seating space;
- Provide additional greening and seating for those who visit, work and live in the City to enjoy. Greening interventions will also contribute to reducing the impact of climate change and support the wider aims of the COVID-19 transport response strategy;
- Facilitate the use of public spaces in a safe manner; and
- Implement temporary measures to test the viability of long-term public realm improvements.

A delegated Gateway 5 report on this phase of work has been recently approved and funding has now been granted from the City's Central Fund. The report requested approval to complete the required design work, commence procurement of street furniture and begin implementation, planned to start in September 2020. The target timescale is to deliver the full set of interventions for Phase 3 over a period of 5 weeks. Officers will ensure that priority is given to locations where demand from businesses has already been received, such as Middlesex Street, Cheapside and Chancery Lane.

Work on delivering this phase has been delayed due to the time taken to secure the Central Funding. This means that the seating and planters will not be in place until mid-September, but this should still align with the expected return to work date for many City workers.

A communication plan is being prepared to inform local businesses on the upcoming site interventions. Once fully delivered, on-going monitoring and stakeholder engagement on this initiative will continue, along with Phases 1 & 2, to gather feedback on the street changes from the local users.

The design solutions considered for each site (street furniture, tables and chairs, and planters) offer a degree of flexibility which will allow for adjustments to be made on-site if required.

The locations for the interventions have been rationalised to reflect the site conditions, carriageway space, safety and demand. Detailed information on the 10 locations currently being considered can be found in **Appendix 2**.

Cycle Parking

Approval to install additional cycle parking in car parks, on-street and in some private areas was agreed in principle at committees in June. Work on outline designs and procurement is progressing. A Gateway 5 report for delegated authority to commence work and seek authority for the traffic orders will be submitted in late August.

Funding for the cycle parking has already been secured and approved in the Phase 2 allocation from TfL for COVID-19 response measures. Some private land has been proposed for temporary cycle parking, where this is deemed suitable for use and if landowners agree to standard terms offered, we will enter into agreement and install cycle parking.

It is intended to monitor use of cycle parking once implemented from September 2020.

School Street

Approval to implement a School Street on Charterhouse Street / Square and Carthusian street was agreed in principle at committees in June. The scheme will operate using a timed road closure at school start and finish times. Work is progressing on this scheme and implementation should take place from late September 2020.

On-Street Licensing

The Business and Planning Act 2020 received Royal Assent on 22 July with the Pavement Licence provision effective the same day. The City Corporation was ready with an online application process, published policy and conditions with the first application received on 24th July, which was subsequently granted. Where licences are granted, they will be for a period of 6 months with no fee attached until 31 March 2021, a review of the City Corporation's implementation of the new regime will be undertaken in early 2021 and the findings reported back to committee.

Update on Related External Schemes

Transport for London – Bishopsgate

Work has started on implementing a series of point closures along Bishopsgate from the 27 July to provide additional space for walking and cycling and to reduce vehicle numbers. This forms part of Transport for London's Streetspace Programme for temporary changes to enable social distancing. This scheme is due to go live at the end of August.

Transport for London – Farringdon Street

No plans at present to implement any changes on Farringdon Street.

London Borough of Islington – Old Street / Clerkenwell Road

Islington Council is looking to bring forward the implementation of measures developed for the Old Street Clerkenwell Road Healthy Streets project as part of the borough's response to COVID-19 and the Mayor of London's Streetspace Plan. This scheme affects the corridor from Farringdon Road to Old Street Roundabout and seeks to improve conditions for people walking and cycling.

This will largely be achieved by reducing the number of vehicles of street through a series of point closures and banned turns. Changes will be implemented using temporary barriers, but the scheme is being implemented as an experimental (rather than temporary) traffic order. Officers are working with Islington to understand the impacts of these proposals on the City's network, and how these will be monitored. A more detailed report will be brought to the next Committee.

Public Feedback – Initial Feedback

Feedback from the public on the transport recovery measures is being obtained through an online map-based consultation platform. Respondents can provide feedback on streets where temporary changes have been implemented by answering questions on how well specific measures for each street are working. Respondents can also state if they would support any measures being retained long term.

As of 2 August, 94 respondents left feedback on the platform for at least one street. The average respondent provided feedback for four streets.

Just under a third of respondents who provided feedback stated that they live in the City, while 90% stated they usually work in the City. Based on pre-COVID mode-shares for travel to/from the City, car drivers (17% of respondents), taxi drivers (31% of respondents) and people cycling (18% of respondents) are overrepresented in the feedback.

Three of the 94 respondents provided feedback on behalf of organisations. This included a multi-tenanted office building and two transport action groups.

A mixture of negative and positive feedback has been provided for all streets. Most negative feedback is around the lack of exemptions for taxis, measures causing more congestion, long

detours and longer routes. Most positive feedback is related to the measures working well for people walking and cycling and air quality. **Appendix 3** provides further details on the feedback for each street.

A major promotion of the consultation will happen over September and October using social media and on street signage.

Monitoring

In order to quantify the usage and impacts of these measures, a comprehensive programme of monitoring will be undertaken over the coming months.

The bulk of this monitoring will be made up of a series of 'snapshot' counts of traffic, pedestrians and pedestrian density at 26 strategic locations across the City (the majority of which have recently undergone traffic management changes). There will be four snapshot counts undertaken, with monthly intervals to allow for observation of the change over time. The first of these counts will be undertaken in late August/ early September 2020.

In addition to the above data collection exercise, a number of datasets will be supplied by Transport for London to allow for monitoring of bus and general traffic journey times. Further data will be used to supplement the above, including Strava data (for cyclist volumes), uber data (for vehicle speeds), and City of London Police casualty data (where available).

The emerging outcomes from the above data collection and analysis will be periodically reported to Members.

Travel Update

Gate line data received from Transport for London has demonstrated a substantial decrease in entries and exits from underground and national rail stations in the City of London, in comparison to 2019 dates. Across the extended AM peak period 04:00AM to 10:00AM, on 23 April 2020, total entries and exits had reduced by 97% and 95% at City of London underground stations and national rail stations respectively.

Since this date, a slow but steady recovery in passenger numbers has taken place, and as of 24 August 2020 (the latest date for which data is available), total entries and exits were at -80% for all underground stations in the City of London.

Given the majority of city workers use public transport to travel to work, this data indicates a trajectory of gradual return to the

	<p>workplace, and thus increasing use of the recently implemented traffic management measures. The rate of return of people to the Square Mile is expected to increase as lockdown restrictions continue to be eased.</p> <p><u>Equalities Considerations</u></p> <p>Correspondence has been received from RNIB to address issues with respect to blind and partially sighted people, a meeting has taken place to ensure we are mitigating and managing these concerns in particular where 'temporary plus' street furniture is proposed. Following this, there will be a site meeting with RNIB officers to visit the temporary plus measures at an early stage of their deployment.</p> <p>Equalities Analysis for Phase 3 measures and cycle parking is being included with the separate Gateway 5 delegated reports.</p>
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Appendices (available on request or under Item 11 on [this webpage](#)).

Appendix 1	Update on Phase 1 & 2 work
Appendix 2	Phase 3 site interventions
Appendix 3	Consultation Feedback

Contact

Report Author	Leah Coburn – City Transportation
Email Address	Leah.Coburn@cityoflondon.gov.uk
Telephone Number	020 7332 1567