

Committees: Corporate Projects Board - for decision Streets and Walkways - for decision Projects Sub - for decision Court of Common Council	Dates: 31 March 2021 29 April 2021 17 May 2021 17 June 2021
Subject: Pedestrian Priority Programme Unique Project Identifier: 12269	Gateway 2: Project Proposal Complex
Report of: Director of the Built Environment Report Author: Averil Pittaway, City Transportation	For Decision
<h1>PUBLIC</h1>	

1. Next steps and requested decisions	<p>Project Description: A three year programme implementing pedestrian priority and pavement widening schemes across the Square Mile to enhance the comfort and safety of people walking.</p> <p>Next Gateway: Gateway 3/4 - Options Appraisal (Regular)</p> <p>Funding Source: Capital Bid (£6M from Climate Action Strategy funding) and S106 (£150K) (both confirmed)</p> <p>Next Steps: For Year 1 proposals:</p> <ul style="list-style-type: none"> • Review feedback and data monitoring for each street intervention from the COVID-19 Transportation project • Undertake engagement with affected businesses and stakeholder groups • Equalities Analysis was undertaken for the COVID-19 Transportation response which determined that there would be impacts on some protected characteristic groups resulting from the changes to street access. This will be reviewed and updated to provide a detailed assessment at the next gateway. • Progress the design for each street, modifying from the COVID-19 temporary layouts where necessary, to take into account feedback and other network implications • Develop a monitoring strategy including collecting data on air quality, journey time impacts, traffic counts on the surrounding road network and public consultation approach
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- Progress third party approval where required with neighbouring boroughs and Transport for London (TMAN)
- Gateway 3/4 in July 2021 for Year 1 schemes

Requested Decisions:

1. That budget of **£199,000** is approved to reach the next Gateway for Year 1 interventions;
2. Note the total estimated cost of the programme at **£6 - £8 million** (excluding risk);
3. Note the total estimated cost of Year 1 of the programme at £2.5 - £3.2million;
4. Delegate from Court of Common Council to Streets and Walkways and Project Sub Committees for all future report decisions;
5. Note the methodology set out in paragraphs 12.1 below to prioritise City streets for improvements;
6. Approve the streets to be included in Year 1 of the programme, set out in paragraph 5.7;
7. Approve the Programme reporting plan;
8. For Year 1 only, approve the submission of combined Gateway 3/4 reports as the next gateway (for the reasons set out in paragraph 5.9);
9. For Year 1 only, authorise the Director of Built Environment, in consultation with the Chairman and Deputy Chairman of Streets and Walkways and Projects Sub, to approve the Gateway 5 report (for the reasons set out in paragraph 5.9; and
10. That delegated authority is given to the Director of the Built Environment, in consultation with the Chamberlain, to make any adjustments between elements of the project budget.

2. Resource requirements to reach next Gateway

Item	Reason	Funds/ Source of Funding	Cost (£)
Staff costs (P&T)	Year 1 project development, monitoring plan, project management, consultation	S106	£61,000
Staff costs (Engineering)	Highways design work	S106	£42,000

Fees	Equalities Assessments, Road Safety Audits, surveys, consultancy support	S106/ Central Funding	£86,000
Works	Costs for removal of temporary materials to aid surveys	Central Funding	£10,000
Total			£199,000

Costed Risk Provision requested for this Gateway: £0 (as detailed in the Risk Register – Appendix 2)

The Planning and Transportation staff costs include a full time Project Manager, developing the monitoring plan and undertaking engagement with stakeholders. Highways staff costs reflect the cost of an engineer for three months full time undertaking detailed design.

Fees include undertaking highways investigation works for streets where footway widening is proposed, undertaking Equalities Assessments and Road Safety Audits. Provision has also been made for consultancy support on engagement particularly on engagement with protected characteristics groups. Some provision for consultancy support on Project Management is also included given staff resource limitations.

A small amount for works is included to cover Contractor support in removing and reinstating temporary materials to enable the investigation work to be undertaken.

<p>3. Governance arrangements</p>	<ul style="list-style-type: none"> • Service Committee: Streets and Walkways Sub-Committee • Senior Responsible Officer: Leah Coburn, Major Projects Group Manager • Project Board: No <p>3.1 A programme working party will be established with attendees from City Public Realm, Highways, Open Spaces, City of London Police, Planning and Climate Strategy.</p> <p>3.2 Although the programme is valued at over £5m which requires Court of Common Council approval, individual yearly programmes will be in the order of £2-£3 million each. It is recommended that future report approvals are delegated to Streets and Walkways and Project Sub Committees to ensure efficiency of project delivery.</p> <p>3.3 A report will be submitted to Resource Allocation Sub Committee to seek approval to draw on the £50,547 Capital funding for work to proceed to Gateway 3 /4.</p>
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Project Summary

<p>4. Context</p>	<p>4.1 Pre-COVID-19, pavement crowding was an issue in many parts of the City and, without change, was forecast to increase as the City's working population increased. Pavement crowding is still expected to be an issue in the future, despite the impacts of COVID-19, including safely accommodating the increase in footfall resulting from new developments, particularly in and on routes to the City Cluster.</p> <p>4.2 This has implications for:</p> <ul style="list-style-type: none"> • Safety – as people are often forced to walk in the carriageway and are at greater risk of being involved in a collision. • Comfort – overcrowding on pavements can make walking uncomfortable and an unpleasant experience • Accessibility – some disabled people will be uncomfortable and potentially excluded by too narrow or overcrowded pavements • Emissions reduction – the Climate Action Strategy identifies pedestrian priority and improved pedestrian comfort as necessary conditions for Net Zero by 2050 <p>4.3 The 2017 City Streets survey found that 84% of people thought the City's pavements were overcrowded, 60% thought that people walking were given too small a share</p>
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of street space and 65% thought the needs of people walking were underprioritised.

4.4 Walking is the main mode of travel in the Square Mile. 90% of on-street journeys that start or finish in the Square Mile are walked, including walking to and from public transport. Walking is the most common form of transport for disabled Londoners, with 78% reporting they walk at least once a week. 65% of disabled Londoners consider the condition of pavements to be a barrier to walking more frequently.

COVID-19

4.5 Many pavements in the City are too narrow to allow adequate social distancing during the COVID-19 pandemic. A project was therefore initiated in Spring 2020 that delivered a number of temporary on-street interventions to reallocate space to walking (and cycling) to support the City's COVID-19 recovery.

4.6 This project reported to Planning and Transportation Committee given its high profile and relationship with other COVID-19, return to office measures.

4.7 A G6 report was taken to Planning and Transportation Committee in April 2021 seeking approval to close this project and retain some of the measures as experimental schemes across a number of programmes.

4.8 This Pedestrian Priority Programme will incorporate the largest portion of these on-street changes in its first year of delivery. The remaining retained COVID-19 changes will be incorporated into the Cycling Programme (where significant cycling improvements are required and there is limited scope or need for pavement widening) and the City Cluster Programme (where streets fall within this programme area).

Strategy Delivery

4.9 The programme will directly help deliver the Transport Strategy and Climate Action Strategy.

4.10 The related walking Transport Strategy outcomes are that by 2044, at least 55km of streets in the City (which equates to half of all streets) provide priority to people walking. All pavements will have a minimum Pedestrian Comfort Level of B+.

4.11 The Climate Action Strategy, which was adopted in September 2020, sets out that pedestrian comfort levels

	<p>of A+ and an additional 20km of timed street closures are required to reach Net Zero by 2050. It also states that the public realm needs to be more climate change ready with more green spaces and urban greening.</p> <p>4.12 The programme will also help deliver the Recovery Taskforce workstream: Accelerate our plans to make our streets safer and more accessible, prioritise people walking and improve the experience of cycling</p>
<p>5. Brief description of project</p>	<p>Programme Description</p> <p>5.1 This programme will co-ordinate a number of projects where pedestrian priority schemes will be developed and delivered on individual or groups of streets (subject to approval and all necessary consents and orders being first obtained).</p> <p>5.2 The programme would see pedestrian priority and pavement widening interventions initiated annually over the three years.</p> <p>A prioritisation exercise of all City streets (see Section 12) was undertaken based on volumes of pedestrians, air quality, footway widths and road safety statistics, to provide a list of priority streets for the programme.</p> <p>5.3 The list of priority streets has been further filtered to those streets that already have COVID-19 measures in place, to be delivered in Year 1. This allows change to be delivered at pace for the first year of implementation and continue to provide space for people walking and cycling on their return to work to the City in mid-2021.</p> <p>Proposed Schemes</p> <p>5.4 This programme will:</p> <ul style="list-style-type: none"> • For Year 1, consider the retention of the majority of the pedestrian priority interventions that have been delivered as part of the COVID-19 transport response. If this report is approved, officers will start the process of assessing and modifying the on-street interventions to explore whether their continuation should be promoted after the Temporary Traffic Orders expire (they are in place for a maximum period of 18 months). • Deliver further schemes to introduce pedestrian priority and improve pedestrian comfort levels based on those ranked highest in the prioritisation exercise

- Look to incorporate Public Realm improvements and Climate Cooling and Resilience measures being developed via a parallel Climate Strategy funded workstream. This may include planting and pilot projects for trialling of new materials and Sustainable Urban Drainage systems (SUDS)

5.5 The type of interventions required on each street to provide pedestrian priority will vary depending on the street context and level of change required, but could include a number of the following;

- Pavement widening
- Timed access restrictions for vehicles
- Bus and cycle gates/restriction of general traffic
- Changes to the street layout
- Changes to traffic flow/direction of traffic
- Traffic calming and carriageway narrowing
- Retention and expansion of planters and parklets temporarily where these are already colocated as part of the COVID-19 measures

5.6 For Years 2 and 3 these this might also include;

- Raised carriageways
- Public Realm enhancements including tree planting, greening, seating and paving improvements

5.7 For Year 1 interventions, the following streets will be progressed (locations can be seen in the map in Appendix 6). All of these currently have temporary interventions in place as listed in the table. These will be reviewed and refined for the Gateway 3/4 report.

Location	Current measures - To be reviewed before implementation of any experimental traffic order
Pedestrian Priority Programme	
Chancery Lane between Carey Street & Southampton Buildings	<ul style="list-style-type: none"> • Current restriction is “No motor vehicles” restriction (Monday to Friday between 7am – 7pm) except emergency services, refuse collection and local authority service vehicles. • Parking bay suspended in places • Planters and parklets
Cheapside east of Bread Street	<ul style="list-style-type: none"> • Point “no entry” except buses, cycles, emergency services vehicles and London Buses incident response unit. • Planters and seating adjacent to point closure

	Cheapside (east of King Street) and Poultry	<ul style="list-style-type: none"> • “No motor vehicles restriction” (Monday to Friday between 7am – 7pm) except buses, vehicles accessing off street premises, for refuse collection, emergency services, local authority service vehicles and London Buses incident response unit.
	Coleman Street and King’s Arms Yard	<ul style="list-style-type: none"> • “No motor vehicles” restriction (Monday to Friday between 7am – 7pm) except buses, vehicles accessing off street premises, for refuse collection, emergency services and local authority service vehicles. • Parking bays suspended in locations to enable location of parklets • Pedestrian priority signage
	King William Street & Abchurch Lane (south)	<ul style="list-style-type: none"> • “No motor vehicles” restriction (Monday to Friday between 7am – 7pm) except buses, loading, vehicles accessing off street premises, for refuse collection, emergency services, local authority service vehicles and London Buses incident response unit. • Footway widening in locations
	Lothbury, Bartholomew Lane, Threadneedle Street & Old Broad Street (south)	<ul style="list-style-type: none"> • One way working, contra-flow cycling • Footway widening • Loading bays
	Old Broad Street	<ul style="list-style-type: none"> • Footway widening works retained and access/timing for servicing to be retained
	Old Jewry	<ul style="list-style-type: none"> • Full closure (except for pedal cycles) on Old Jewry between Cheapside and Frederick’s Place • Remainder of Old Jewry from Frederick’s Place to Gresham Street converted to two-way
	King Street	<ul style="list-style-type: none"> • One way working, contra-flow cycling • Footway widening • Loading bay in Gresham Street

	<p>Fleet Street, St Pauls Churchyard</p>	<ul style="list-style-type: none"> • Footway widening (Fleet St) • Provision of cycle lanes in one or both directions 	<p>5.8 The overall value of this programme of work, and with a medium level of risk, puts the programme into the ‘Complex’ reporting route. Breaking this into individual years however puts this into the ‘Regular’ reporting route. For Year 1, each of the on-street changes will be amending the existing temporary changes which are on-street, and therefore the risk is reduced considerably. Some of the interventions will be modified slightly following further investigations but these are not expected to be significant.</p> <p>5.9 In order to be in a position to have the experiments in place by the time the majority of workers return to the office, we are requesting to proceed to a combined Gateway 3 / 4 for July’s reporting cycle. With the limited Streets and Walkways meeting dates and the Summer recess, we are also requesting that the Gateway 5 approval for Streets and Walkways and Projects Sub Committees is delegated.</p> <p>5.10 For Year 1, the intention is that projects will be first implemented using Experimental Traffic Orders. If the experiments are successful following further monitoring and public consultation then approval to make Orders permanent would be by the Streets and Walkways and Projects Sub Committees.</p>
<p>6. Consequences if project not approved</p>	<p>6.1 The Transport Strategy and Climate Action Strategy both have targets to significantly increase the amount of pedestrian priority streets and achieve high levels of pedestrian comfort across the Square Mile. The Climate Action Strategy identifies pedestrian priority and improved pedestrian comfort as necessary conditions for Net Zero to be achieved. Without this programme, it will be difficult for these targets to be realised.</p> <p>6.2 Without a programme to co-ordinate any individual pedestrian priority schemes recommended, interventions may become disjointed and unaligned. Momentum may also be lost to generate the level of change to City streets that the Transport Strategy and Climate Action Strategy require.</p>		
<p>7. SMART project objectives</p>	<p>7.1 The overarching programme objectives are:</p> <p>1) Increase the number of kilometres of new pedestrian priority streets and total length of pedestrian priority</p>		

	<p>streets (Climate Action Strategy and Transport Strategy targets)</p> <p>2) Increase the length of City streets with pedestrian comfort level of A+, and lengths of street with pedestrian comfort level of at least B+ (Climate Action Strategy and Transport Strategy targets)</p> <p>3) Increase the percentage of people rating the experience of walking in the City as pleasant (Transport Strategy target and measured through the City Streets survey)</p> <p>7.2 SMART targets will be dependent on the exact interventions identified for the priority streets in the three year programme. SMART targets for the above objectives will be provided for each scheme as they come forward within the programme.</p>
8. Key benefits	<p>8.1 An improved walking environment that provides adequate space for people walking which, along with improving the quality of the City streets and public realm, contributes to the continued success of the Square Mile as a global centre for business, place to live and visitor destination.</p> <p>8.2 Improved safety of people walking by reducing conflicts with vehicles and making streets easier to cross.</p> <p>8.3 A more accessible Square Mile where everyone will feel more able and confident to walk on City streets</p> <p>8.4 Reducing the exposure of people walking to air pollution and contributing to overall emission reductions in the City.</p> <p>8.5 Public Realm enhancements to improve the look and feel of the City and introduce greening and seating where appropriate.</p>
9. Project category	5. Other priority developments
10. Project priority	A. Essential
11. Notable exclusions	Other major interventions, such as the All Change at Bank project, will continue with their pre-existing Gateway processes but will be coordinated with this programme.

Options Appraisal

12. Overview of options	<p>12.1 A comprehensive assessment process was undertaken to prioritise streets most suited for inclusion in the programme. The exercise began by listing all streets in the City of London, taken from the streets gazetteer. Following this, all private roads and streets managed by Transport for London (TLRN) were removed, leaving 361 streets to be assessed.</p>
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12.2 Categories for assessment were then set, encompassing the following criteria (which aligned with the overall objectives of the programme), each street was provided a value in the following six categories;

1. A general officer 'sift', based on long term experience of the operation of City streets, scoring every street from 1 to 6, where 1 is high priority and 6 is low.
2. Pedestrian morning peak forecast flows taken from the 2026 City of London Pedestrian Model.
3. Air Quality model values were taken from the London Atmospheric Emissions Inventory (LAEI) 2016 emissions map. This data was used as it was the only source available which could provide a value for each street.
4. The number of pedestrian and cyclist casualties per square metre was calculated for each street. This included casualties from the last 5 years only.
5. A value for the average footway width on each street
6. A value for the narrowest footway width on each street

12.3 Following allocation of these datasets for each street, it was decided that a weighted average would be used to arrive at an overall 'score' for each street. In order to do this, a percentage of weighting was allocated to each category. A number of weighting combinations were tested to gauge the effectiveness of the methodology, before a final weighting was settled on, as below. The outcomes of these tests were assessed by an officer group for Transportation and compared against streets identified for interventions in the Transport Strategy and in the COVID-19 measures work that was completed in April 2020.

Category	Weighting applied
Officer scoring	15%
Pedestrian model flows	12.5%
Air Quality model	12.5%
Casualties per square metre	20%
Mean footway width	20%
Minimum footway width	20%

12.4 Applying this weighting resulted in a final list of streets prioritised in order of importance, which underwent a further round of 'sense checking' by officers. Many of the streets scoring in the highest priority were noted as being locations in which recent interventions have been

	<p>undertaken either as part of the City of London's COVID-19 measures, or other ongoing programmes of work.</p> <p>12.5 Next steps will review and refine the existing COVID-19 measures, which may identify various options for some of the measures,</p> <p>12.6 This methodology will be used to prioritise future year projects.</p>
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Project Planning

<p>13. Delivery period and key dates</p>	<p>Overall programme: April 2021 – July 2024</p> <p>Key dates:</p> <p>Programme Initiation: April 2021</p> <p><i>Delivery of Year 1 Programme: From July 2021</i></p> <ul style="list-style-type: none"> • The first Year 1 G3/4 aiming for July 2021. Gateway 5 approvals to be delegated • Statutory consultation to start once Experimental Traffic Orders are in place (6 month minimum) • Monitoring of interventions to run parallel with consultation (traffic counts, air quality data, journey time impacts) <p>Programme report: April 2022 (with update and approval for Year 2 street list)</p> <p><i>Delivery of Year 2 Programme: From July 2022</i></p> <ul style="list-style-type: none"> • The first Year 2 G3/4 and 3/4/5 reports aiming for July 2022 with further gateway approvals through the year as required <p>Programme report: April 2023 (with update and approval for Year 3 street list)</p> <p><i>Delivery of Year 3 Programme: From July 2023</i></p> <ul style="list-style-type: none"> • Year 3 G3/4 and 3/4/5 reports: July 2023 <p>Programme report: April 2024</p> <p>13.1 Further details of the proposed programme reporting can be seen in Appendix 3.</p> <p>13.2 Key dates for specific street interventions will be set out in the Gateway reports for those projects as it is most likely interventions will be progressed at different rates due to varying scales of change, number of options, traffic impact and level of consultation required.</p> <p>Other works dates to coordinate:</p>
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	<p>13.3 There is a considerable amount of coordination required between this programme and other City and third party works.</p> <p>13.4 Notable interdependencies relate to the changes at Bank Junction, around the Crossrail Stations and with Transport for London's temporary measures on Bishopsgate.</p> <p>13.5 All of the interdependent City highways projects are managed within the same Division and coordinated through regular meetings. Conversations are ongoing regarding opportunities for collaborative work with the Climate Cooling and Resilience programme.</p> <p>13.6 Officers are continuing to hold regular coordination meetings with Transport for London to discuss Bishopsgate and London Bridge.</p> <p>13.7 It is intended to repurpose the existing Bronze COVID-19 Transportation Measures group, which meets weekly with officers from Highways, City Public Realm and Transportation, to a monthly meeting to discuss this programme going forward.</p>
<p>14. Risk implications</p>	<p>Overall project risk: Medium</p> <p>The main risk implications for the programme and associated schemes are:</p> <ul style="list-style-type: none"> - Resourcing: Not being able to deliver the number of schemes that is expected of the programme - The risk that traffic orders are not made following consideration of any objections and assessment of the experimental orders and their impacts - Engagement and external support: Issues with external engagement and buy-in - Legal Issues: Receiving legal challenges regarding the decision to proceed with agreed schemes - COVID-19: Unknown what permanent/long term change it will bring about for Central London and travel trends and behaviour that may impact the programmes objectives - Delays to release of central funding bid may impact progress of Year 1 programme <p>A Risk Register is included in Appendix 2.</p>
<p>15. Stakeholders and consultees</p>	<p>The key stakeholders and consultees consist of:</p> <ul style="list-style-type: none"> • Occupiers and businesses • City workers and residents • City Business Improvement Districts and Partnerships • Ward members

	<ul style="list-style-type: none"> • Transport for London • Emergency services <p>A stakeholder engagement plan has been developed and is included at Appendix 5</p>
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Resource Implications

16. Total estimated cost	<p>Likely cost range (excluding risk): £6million to £8million depending on availability of additional funding.</p> <p>Likely cost range (including risk): N/A</p>									
17. Funding strategy	<p>Choose 1: All funding fully guaranteed</p>	<p>Choose 1: Mixture - some internal and some external funding</p> <table border="1"> <thead> <tr> <th>Funds/Sources of Funding</th> <th>Cost (£)</th> </tr> </thead> <tbody> <tr> <td>Capital bid funding</td> <td>£6,000,000</td> </tr> <tr> <td>S106</td> <td>£ 148,453</td> </tr> <tr> <td style="text-align: right;">Total</td> <td>£6,148 453</td> </tr> </tbody> </table> <p>17.1 The Year 1 budget envelope is estimated at £2.5 to £3.2million.</p> <p>17.2 A capital bid for £6million in 2021/22 annual capital bids process was successful and has now been confirmed by the Court of Common Council. Approval to draw on this funding for Year 1 interventions will be made by the Chamberlains department via a report to RASC to enable work to proceed to Gateway3 /4. A further report will be needed following further approvals to deliver the Year 1 interventions.</p> <p>17.3 In December 2020, a report was taken to Planning and Transportation Committee to allocate S106 funding to a series of Transportation and Public Realm projects. This confirmed an additional £148,453 of funding to this project. The details of the agreements are contained at Appendix 4.</p>	Funds/Sources of Funding	Cost (£)	Capital bid funding	£6,000,000	S106	£ 148,453	Total	£6,148 453
Funds/Sources of Funding	Cost (£)									
Capital bid funding	£6,000,000									
S106	£ 148,453									
Total	£6,148 453									
18. Investment appraisal	Not applicable									
19. Procurement strategy/route to market	<p>19.1 It is expected that most schemes within the programme will be developed and designed by the City Transportation, City Public Realm and Highways teams.</p> <p>19.2 Any additional resources, consultancy work and physical works required will be procured through Highways JB Rineys contract and/or the City Transportation and Public Realm Consultancy Framework. The JB Rineys term contract is due to expire in mid-2022 and any work</p>									

	undertaken after that date will be completed by the successful next term contractor.
20. Legal implications	20.1 In exercising traffic authority functions regard must be had to the duties to secure expeditious convenient and safe movement of traffic (having regard to effects 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)
21. Corporate property implications	None
22. Traffic implications	22.1 A number of the interventions are likely to restrict vehicles or reduce road capacity for motor traffic. A full assessment will be undertaken on any scheme that significantly affects motor traffic, to understand the implications for local access and through traffic. Many of the schemes will begin as experiments, in order to gather data and further understand any impacts while traffic levels settle to a steady state post COVID-19. 22.2 Where appropriate, Transport for London will be engaged with and TMAN approvals sought on schemes where there is significant impact on the Transport for London Road Network (TLRN) or the Strategic Road Network.
23. Sustainability and energy implications	23.1 The programme will seek to include appropriate greening and SuDs and Climate Resilience test sites as outlined in the Climate Action Strategy.
24. IS implications	None
25. Equality Impact Assessment	25.1 The Equalities Analysis undertaken for the COVID-19 Transportation response will be reviewed and updated to provide a detailed assessment at the next gateway.
26. Data Protection Impact Assessment	26.1 The risk to personal data is less than high or non-applicable and a data protection impact assessment will not be undertaken

Appendices

Appendix 1	Project Briefing
Appendix 2	Risk Register
Appendix 3	Programme Reporting Plan
Appendix 4	S106 Funding Strategy
Appendix 5	Stakeholder Engagement Plan
Appendix 6	Year 1 Street Location Map

Contact

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