

Committees: Corporate Projects Board - for decision Streets and Walkways - for decision Projects Sub - for decision	Dates: 21 June 2021 08 July 2021 23 July 2021
Subject: Leadenhall Street Traffic Management – Eastern City Cluster Unique Project Identifier: TBC	Gateway 2: Project Proposal Regular
Report of: Director of the Built Environment Report Author: Leah Coburn, City Transportation	For Decision
<h1>PUBLIC</h1>	

1. Next steps and requested decisions	<p>Project Description: Delivery of traffic management changes to Leadenhall Street in order to deliver the aspirations of the adopted Eastern City Cluster vision, and the outcomes of the Transport Strategy and Climate Action Strategy. The project will look to address impacts on the street network arising from new developments by providing more space for people walking and cycling.</p> <p>Next Gateway: Gateway 3/4 - Options Appraisal (Regular)</p> <p>Funding Source: S106 funding (already approved as part of the Eastern City Cluster Programme) and ReVeAL Air Quality Funding</p> <p>Next Steps:</p> <ul style="list-style-type: none"> • Review stakeholder feedback and data monitoring from the temporary measures implemented on Leadenhall Street for 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
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	<p>updated to provide a detailed assessment at the next gateway.</p> <ul style="list-style-type: none"> • Progress design options for Leadenhall 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 • Progress third party approvals with neighbouring boroughs and Transport for London (TfL), including any traffic modelling required to obtain the necessary approvals from TfL • Gateway 3/ 4 for Experimental Traffic Order options in September 2021 <p>Requested Decisions:</p> <ol style="list-style-type: none"> 1. That budget of £218,000 is approved to reach the next Gateway for Leadenhall Street (Phase 1); 2. Note the total estimated cost of the project between £480-£550K 3. Agree the funding strategy included at Appendix 3 including the allocation of S106 funding from 40 Leadenhall Street development 																				
<p>2. Resource requirements to reach next Gateway</p>	<table border="1"> <thead> <tr> <th data-bbox="528 1232 761 1375">Item</th> <th data-bbox="761 1232 1007 1375">Reason</th> <th data-bbox="1007 1232 1198 1375">Funds/ Source of Funding</th> <th data-bbox="1198 1232 1390 1375">Cost (£)</th> </tr> </thead> <tbody> <tr> <td data-bbox="528 1375 761 1518">Staff costs (P&T)</td> <td data-bbox="761 1375 1007 1518">project management, consultation</td> <td data-bbox="1007 1375 1198 1518">ReVeAL/S 106</td> <td data-bbox="1198 1375 1390 1518">£65,000</td> </tr> <tr> <td data-bbox="528 1518 761 1626">Staff costs (Engineering)</td> <td data-bbox="761 1518 1007 1626">Highways design work</td> <td data-bbox="1007 1518 1198 1626">ReVeAL/S 106</td> <td data-bbox="1198 1518 1390 1626">£12,000</td> </tr> <tr> <td data-bbox="528 1626 761 1733">Staff costs (Legal)</td> <td data-bbox="761 1626 1007 1733">Legal costs</td> <td data-bbox="1007 1626 1198 1733">ReVeAL/S106</td> <td data-bbox="1198 1626 1390 1733">£3,000</td> </tr> <tr> <td data-bbox="528 1733 761 2047">Fees</td> <td data-bbox="761 1733 1007 2047">Equalities Assessments, Road Safety Audits, surveys, Traffic Modelling consultancy costs, Topo</td> <td data-bbox="1007 1733 1198 2047">S106</td> <td data-bbox="1198 1733 1390 2047">£133,000</td> </tr> </tbody> </table>	Item	Reason	Funds/ Source of Funding	Cost (£)	Staff costs (P&T)	project management, consultation	ReVeAL/S 106	£65,000	Staff costs (Engineering)	Highways design work	ReVeAL/S 106	£12,000	Staff costs (Legal)	Legal costs	ReVeAL/S106	£3,000	Fees	Equalities Assessments, Road Safety Audits, surveys, Traffic Modelling consultancy costs, Topo	S106	£133,000
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		surveys and utilities investigations		
	Works	Costs for trial holes	S106	£5,000
	Total			£218,000
	<p>Costed Risk Provision requested for this Gateway: £0 (as detailed in the Risk Register – Appendix 2)</p> <p>The Planning and Transportation staff costs include a Project Manager for 4 months, Communication officer support for 1 day a week for 4 months. Highways staff costs reflect the cost of an engineer full time for three weeks preparing highway design options.</p> <p>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.</p> <p>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	<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 working party for the City Cluster Programme has been established with attendees from City Public Realm, Highways, Open Spaces, Planning and Climate Strategy. This working party will be used to review options for changes to Leadenhall Street.</p>			

Project Summary

4. Context

Walking is the main mode of travel in the Square Mile. Pre-COVID-19, pavement crowding was an issue in many parts of the City including the City Cluster. Significant change to the operation of streets is required to accommodate the increase in footfall resulting from new developments, particularly in and on routes to the City Cluster.

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 of street space and 65% thought the needs of people walking were underprioritised.

The Climate Action Strategy identifies pedestrian priority and improved pedestrian comfort as necessary conditions for Net Zero by 2050.

The Eastern City Cluster Vision was adopted in April 2019. The vision shows two options for significant change on Leadenhall Street providing greater space for people walking and cycling and opportunities for greening. This proposal is also included in the Eastern City Cluster Programme reporting received regularly by Committees.

This Committee is also receiving a report on the Eastern City Cluster Healthy Streets Plan (HSP) which set out how the Adopted City Cluster Vision can be delivered in terms of cumulative change, and timeframes given the scale of development happening within the Cluster. This project is included within the HSP.

There are also proposals for a cycle route between Aldgate High Street and Blackfriars in development. This cycle route is to be delivered by 2025 and is part of the Transport Strategy's cycle network to improve conditions for cyclists.

COVID-19

In response to COVID-19 Pandemic, a project initiated in Spring 2020 that delivered a number of temporary on-street traffic management interventions across the City to reallocate space to walking (and cycling) to support the City's COVID-19 recovery.

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

As part of this COVID-19 Programme, a point closure was installed on Leadenhall Street between St Mary's Axe and Biliter Street restricting through traffic to Buses and Cyclists only. This restriction was removed at various times to facilitate closures on Fenchurch Street for utilities work.

A G6 report was taken to Planning and Transportation Committee in April 2021 seeking approval to close the Covid-19 transport response project. The report proposed reviewing and potentially retaining the measures on St Marys Axe and Leadenhall Street (amongst others)

Transport for London (Tfl) have also made changes to the Bishopsgate (A10) Corridor in response to COVID-19. This has installed bus gates at points along Bishopsgate restricting movement to buses and cyclists only at points. TfL have recently successfully appealed this decision and we are currently liaising with them regarding future plans for the Corridor . There is a level of interdependency between the Bishopsgate project and the Leadenhall Street proposals.

There are linkages between this work and the wider Eastern City Cluster security proposals which will be included in proposals at Gateway 3 / 4.

All projects across the City which restrict traffic, including those outline proposals contained in the recently approved Pedestrian Priority Programme, are being delivered through the Major Projects Team to ensure coordination of measures.

Strategy Delivery

This project will directly help deliver the Transport Strategy and Climate Action Strategy outcomes and the aspirations of the City Cluster Vision. The approach to delivering change in the City Cluster is set out in the ECC Healthy Streets Plan.

- 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. The aim is for pavements to have a minimum Pedestrian Comfort Level of B+.
- The Climate Action Strategy, which was adopted in September 2020, sets out that pedestrian comfort levels 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 resilient to climate

	<p>change, including more green spaces and urban greening.</p> <ul style="list-style-type: none"> • The programme will also help deliver the Recovery Taskforce action: Accelerate our plans to make our streets safer and more accessible, prioritise people walking and improve the experience of cycling
<p>5. Brief description of project</p>	<p>The adopted City Cluster Vision shows options for Leadenhall Street to provide greater space for people walking and cycling and opportunities for greening and climate resilience measures.</p> <p>These proposals were developed in 2019 following an extensive period of engagement with local businesses and occupiers who expressed a desire for a less traffic dominated Leadenhall Street to ensure better movement between offices, particularly within the Insurance sector.</p> <p>As part of the COVID 19 pandemic response to provide additional space for people walking and cycling, a point closure was installed on Leadenhall Street just east of St Mary's Axe. This restricted through traffic to buses and cyclists only. This was a signed restriction only and was not enforced.</p> <p>Due to utilities works on Fenchurch Street this closure was periodically removed at various times to enable east – west vehicle movement.</p> <p>Some data collection and consultation feedback was obtained from this measure but given the continuation of local and national lockdown measures, there were not significant volumes of people back in the City for the traffic management measures to be fully experienced.</p> <p>This restriction was installed using a temporary traffic order. 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 using an Experimental Traffic Order (ETO). This would be considered at the next Gateway report.</p> <p>This would be Phase 1 of the project and would enable Officers to test the restriction over a period of up to 18 months and to monitor the impact of the restriction alongside a further period of engagement and consultation with stakeholders. It would also allow a flexible approach to functional change while the Cluster is undergoing a considerable period of development.</p>

	<p>Physical change on the street is likely to be limited in Phase 1 to localised changes such as footway widening and/or temporary planting and seating. There may be an opportunity within planting to trial new species which may be more resilient to climate change.</p> <p>If the experiment is deemed to be successful then the restriction could be made permanent and the wider enhancement and security proposals as set out in principle in the City Cluster Vision be delivered. The transformation of the public realm would be Phase 2 and follow on from this as a separate project.</p> <p>In developing proposals which require traffic management measures, the City must comply with its traffic management duties to secure the expeditious, convenient, and safe movement of traffic having regard to effect on amenities¹ and to secure the efficient use of the road network avoiding congestion and disruption. ²Regard will also be had to relevant statutory guidance.</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 This project forms part of the City Cluster Programme which has been approved by members in order to mitigate the impacts on the street network generated by the significant number of developments in the Cluster area.</p>
<p>7. SMART project objectives</p>	<p>7.1 The overarching project objectives are:</p> <ol style="list-style-type: none"> 1) Increase the number of kilometres of new pedestrian priority streets and total length of pedestrian priority streets (Climate Action Strategy and Transport Strategy targets) 2) Improve pedestrian comfort by increase the length of City streets with pedestrian comfort level of A+, and

¹ S.122 Road Traffic Regulation Act 1984

² S.16 Traffic Management Act 2004

	<p>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>4) Improve local Air Quality</p> <p>5) Impacts of increased demand on walking and cycling from developments are appropriately addressed.</p> <p>These project objectives are likely to alter for Phase 2 to have a greater focus on targets for greening and climate resilience measures.</p>
<p>8. Key benefits</p>	<p>8.1 An improved walking environment that provides increased space for people walking. Along with improving the quality of the City streets and public realm this will contribute 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 able and confident walking on City streets.</p> <p>8.4 Improved safety of people cycling and enabling more people to choose to cycle by reducing motor vehicle volumes on part of the core cycle network.</p> <p>8.5 Reducing the exposure of people walking to air pollution and contributing to overall emission reductions in the City.</p> <p>8.6 Reduction in vehicle mileage to deliver outcomes of the Climate Action Strategy.</p> <p>8.7 Public Realm enhancements to improve the look and feel of the City and introduce greening and seating where appropriate.</p>
<p>9. Project category</p>	<p>5. Other priority developments</p>
<p>10. Project priority</p>	<p>A. Essential</p>

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 Do nothing – Aspirations of the Transport Strategy and delivery of the Eastern City Cluster Vision will not be achieved.</p> <p>12.2 Do something – Improve the experience for people walking and cycling in the City</p>
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Project Planning

13. Delivery period and key dates	<p>Overall programme: July 2021 – Summer 2024</p> <p>Key dates:</p> <p>Gateway 1 /2 July 2021</p> <p>Gateway 3/4 September/ October 2021</p> <p>Gateway 5 (Delegated) November 2021</p> <p>Progress Reporting Summer 2022</p> <p>Progress Reporting/ Gateway 5 at Summer 2023 (end of potential experimental period)</p> <p>Other works dates to coordinate:</p> <p>13.1 There is a considerable amount of coordination required between this programme and other City and third party works. This is being managed through the regular Programme Reporting on the three strands of the City Cluster Programme (Transport, Wellbeing and Climate Change resilience and Activation and Engagement)</p> <p>13.2 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>13.3 All of the interdependent City highways projects are managed within the same Division and co-ordinated through regular meetings. Conversations are ongoing regarding opportunities for collaborative work with the Climate Cooling and Resilience programme.</p> <p>13.4 Officers are continuing to hold regular coordination meetings with Transport for London to discuss Bishopsgate and London Bridge.</p>
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<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 - Funding – Longer term transformational change is unfunded at present. - Third Party Approvals – i.e Transport for London TMAN - Equality impacts – Need to ensure accessibility is maintained for people with protected characteristics. <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 • EC Partnership • Ward members • Transport for London • Emergency services • CoLAG <p>A stakeholder engagement plan is being developed for the City Cluster Programme and will be utilised for engagement on this project.</p> <p>As for all of the pedestrian priority proposals it is important to ensure that accessibility is maintained for people with protected characteristics. Officers will engage with COLAG on proposals to ensure access and areas for pick up and drop off are designed into the scheme appropriately.</p>

Resource Implications

<p>16. Total estimated cost</p>	<p>Likely cost range (excluding risk): £480K - £550 Phase 1</p> <p>Likely cost range (including risk): N/A</p>
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17. Funding strategy

Choose 1:
Partial funding confirmed

Choose 1:
External - Funded wholly by contributions from external third parties
Mixture - some internal and some external funding

Funds/Sources of Funding (Phase 1)	Cost (£)
ReVeAL	£95,000
S106	£395,000
40 Leadenhall S106	£70,000
Total	£550,000

There are two phases of this project. Phase 1 is the progression of the experimental traffic order through to completion. This is a functional change and will involve a higher percentage of staff time with relatively low construction costs. If approved at Gateway 5 changes on street would be limited to temporary footway widening in places, installation of plant and parklets and signage and potentially cameras for enforcement.

Phase 2 is the longer term public realm transformation of Leadenhall Street. This may commence on completion of the experiment or at a later date once construction activity allows. This would be a separate project and subject to securing additional funding which is expected to be a combination of S278 funding, TfL Liveable Neighbourhoods funding and potential future central funding bid.

The City Cluster Vision programme report confirmed S106 funding for the Pedestrian Priority and Traffic Reduction Programme of £500,000. Further details on this are indicated in Appendix 3 – Funding Strategy.

ReVeAL funding is European Union funding which was awarded as match funding for implementation of Urban Vehicle Access Restrictions including vehicle emission standards in European Cities. Funding has been granted to develop and implement traffic management restrictions in the City and develop the concept for zero emission controls. This funding can be used for staff time spent on investigating options for Leadenhall Street.

We are also seeking the allocation of some of the 40 Leadenhall Street S106 'Transport Improvement Works' payment. This payment in total is for £980,685 and is limited in scope to be used for: '*improvements to the accessibility and*

	<p><i>advancement of sustainable transportation, works to improve access to public transport including the provision of disabled facilities, the promotion and implementation of works to improve pedestrian and cycle facilities and safety, and works to balance service requirements of commercial occupiers with the need to enhance pedestrian movements</i>'. This development is located on Leadenhall Street and will generate a significant increase in pedestrian movement along and across Leadenhall Street .</p> <p>The City also had a successful bid for Transport for London's Liveable Neighbourhood funding approved in 2018. We are requesting funding for this year and if successful will reduce the amount of s106 required to deliver this project</p> <p>At the next gateway report we will provide further information on the availability of TfL funding and prioritise the use of this over S106 funding.</p>
<p>18. Investment appraisal</p>	<p>Not applicable</p>
<p>19. Procurement strategy/route to market</p>	<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 undertaken after that date will be completed by the successful next term contractor.</p>
<p>20. Legal implications</p>	<p>20.1 In exercising traffic authority functions regard must be had to the duties to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) (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). f</p> <p>20.2 The existing S106 contributions which are proposed to be used to fund the programme are specific to this area, in scope and geography. Section 106 payments made and held for specific purposes must be spent on the purposes for which they are held and in accordance with the City's obligations under the agreement, unless these agreements are specifically re-negotiated with the relevant parties. The TfL funding allocation is also</p>

	<p>specific for the area and therefore ring-fenced to be spent in the City Cluster's streets and spaces.</p> <p>20.3 Where further consultation is required on individual projects this will be carried out as the project moves forward, in accordance with either the statutory requirements or the principles which guide general consultation.</p>
21. Corporate property implications	None
22. Traffic implications	<p>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.</p> <p>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.</p>
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 V1
Appendix 2	Risk Register
Appendix 3	Eastern City Cluster funding strategy

Contact

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