

Committees: Corporate Projects Board Operational Property and Projects Sub-Committee Streets and Walkways Sub-Committee	Dates: (Urgency) 30 th May 2022 31 st May 2022
Subject: Leadenhall Street traffic management– Eastern City Cluster Unique Project Identifier: 12295	Gateway 2 Regular Issue Report
Report of: Executive Director Environment Report Author: Daniel Laybourn – City Transportation	For Decision
<h1>PUBLIC</h1>	

1. Status update	<p>Project Description:</p> <p>This report provides an update on the delivery of traffic management changes to Leadenhall Street that are to deliver the aspirations of the adopted City Cluster vision, and the outcomes of the Transport Strategy and Climate Action Strategies. The project will address impacts on the street network arising from new developments in the Cluster by providing more space for people walking and cycling.</p> <p>A delegated report was approved in February 2022 by the Chairman and Deputy Chairman. This approval was to progress an outline design for Leadenhall Street based on the transformational concept plan included in the City Cluster Vision.</p> <p>This report requests that the project is refocused from the delivery of an experimental traffic order to developing the design for Leadenhall Street. In the short term there is a proposal to mitigate the risk of the potential impacts of Transport for London’s (TfL) experimental traffic restriction on Bishopsgate being amended or removed by progressing some of the design elements for this as set out in this report.</p> <p>RAG Status: Amber (no change from previous)</p> <p>Risk Status: Medium (no change from previous)</p> <p>Total Estimated Cost of Project (excluding risk): £480-£550k (no change since last report to committee)</p> <p>Funding Source: S106 (already approved as part of the Eastern City Cluster Programme) and ReVeAL Air Quality Funding. Details can be found in Appendix 2.</p>
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	<p>Spend to Date: £38,187 as of 18th March 2022</p> <p>Costed Risk Provision Utilised: None. A Costed Risk Provision (“CRP”) of £57,000 is being requested as part of this report. The Costed risk register can be found in Appendix 3.</p> <p>Slippage: Should the requested decisions in this report be approved, delivery of substantive on-street changes will have slipped from Summer 2023 to at least Summer 2024 due to the requested refocusing of the project.</p>
<p>2. Requested decisions</p>	<p>Next Gateway: TBC. The next report will be submitted in Summer 2023 following the results of a Capital Funding Bid.</p> <p>Requested Decisions:</p> <ol style="list-style-type: none"> 1. Note and approve the contents of this report; 2. Note and agree that this project’s original Gateway 1/2 proposals for Leadenhall Street will not be progressed at this time; 3. Approve a change in project title to ‘Leadenhall Street Improvements – City Cluster Vision Programme’ to better reflect the approved scope of work; 4. Approve the amendment of the previously agreed budget (no change in the approved overall amount) detailed in Appendix 2, Table 2; 5. Approve the updated funding strategy set out Appendix 2, Table 3; 6. Approve a Costed Risk Provision (CRP) of £57,000 detailed in Appendix 3 (to be drawn down via delegation to Chief Officer); 7. Note that the requested CRP includes provision for the implementation of an experimental timed point closure on Leadenhall Street that can be seen in Appendix 4 should this be required (subject to recommendation 8). 8. By virtue of the promotion of experimental timed point closure proposal being placed within the risk register that authority to implement this is delegated to the Executive Director Environment subject to their prior consideration of the statutory consultation responses, TfLs TMAN process and the Equalities Impact Assessment (and to them being satisfied, following such consideration, that implementation should proceed) 9. Note that the next report to committee is planned for Q2 2023 when funding to progress the transformational scheme for Leadenhall Street may be in place. <p><u>Project Sub Committee (or equivalent) Only</u></p> <ol style="list-style-type: none"> 10. Agree that the Director of City Operations, in consultation with the Chairman of the Project Sub Committee and Director Environment as necessary, is to decide whether any project issues or decisions that falls within the remit of paragraph 45 of the ‘City of London Project Procedure – Oct 2018’ (Changes to projects: General), as prescribed in Appendix 5 of this report, is to be delegated to Chief Officer or escalated to committee(s).

3. Budget

Officers are requesting to amend the previously agreed ReVeAL and Section 106 funding strategy and rearrange the budget to accommodate a CRP. The details of these requests, including the latest spend to date, can be found in **Appendix 2**. The £218,000 budget previously approved at Gateway 2 is sufficient to cover the outline design work recently approved under delegation and further work detailed in this report.

Should the requested decisions be approved, there will be no trial hole works undertaken during this stage of work. This is because we are no longer proposing footway widening works. The Highway Engineers are proposing a less expensive methodology that better reflects the information required at this stage of design compared to our usual detailed methodology for highways surveys. It is on this basis that the project's 'Trial Works' and 'Fees' budgets can be reduced, and the funds reallocated to the requested CRP as shown in the table below.

Description	Approved Budget (£)	Adjustment Required (£)	Revised Budget (£)
Env Servs Staff Costs	12,000	-	12,000
Legal Staff Costs	3,000	-	3,000
P&T Staff Costs	65,000	-	65,000
P&T Fees	133,000	(52,000)	81,000
Trial Works	5,000	(5,000)	-
Costed Risk Provision	-	57,000	57,000
TOTAL	218,000	-	218,000

4. Issue description

1. As part of the consultation on the City Cluster Vision, and more recently from occupiers, feedback had been that walking and cycling comfort levels were low and it was proposed that reducing the traffic levels on the street would improve this. Both walking and cycling are key components in the City's Transport and Climate Action Strategies.
2. In July 2021, Committees approved the project's Gateway 1/2 report. This included assessing whether the temporary point closure on Leadenhall Street, installed as part of the City's Covid-19 on-street response, should be continued as an experimental traffic order. This temporary traffic order restricted through traffic to buses and cycles only as a signed only restriction without any enforcement. The reinstatement of this as experiment was proposed so it could be monitored during the post-pandemic return to the City. A Gateway 3 / 4 report was expected to be presented to members in September 2021.
3. Soon after the Gateway 1/2 July report, Transport for London (TfL) implemented a further Temporary Traffic Order (TTO) on Bishopsgate. This reaffirmed the operational restriction to through traffic to buses and cyclists only (Monday to Friday 7am to 7pm), controlled through a series of bus gates located along Bishopsgate and Gracechurch Street. This was subsequently replaced by an experimental traffic order (ETO) in January 2022.

4. Whilst this ETO remains in place, officers have determined that an experimental point closure to reduce traffic levels and improve walking and cycling on Leadenhall Street is unnecessary. This is due to TfL's Bishopsgate restrictions substantially reducing the amount of traffic on Leadenhall Street.
5. Alongside this, officers are learning from the Pedestrian Priority Programme that the temporary footway extensions such as those proposed in this project's Gateway 1/2 report are challenging to achieve on streets with flat longitudinal falls. This means there's very little scope to adjust the street's current attributes (drainage, kerb heights, etc) before a full reconstruction of the carriageway is required.
6. Officers are therefore recommending not to proceed with promoting an experimental point closure proposal on Leadenhall Street or the proposed footway extensions, as originally identified in the Gateway 1/2 report at this time. The overall aims and objectives remain unchanged from the project's original scope however, which are to improve walking and cycling service levels along Leadenhall Street.
7. However, there is a risk that TfL could remove its Bishopsgate ETO at short notice. Should this happen, it's likely that traffic levels on Leadenhall Street would quickly increase, and the reasons for promoting the point closure proposal to help maintain the improved walking and cycling comfort levels would return.
8. Officers are therefore recommending that to reduce this risk, a £57,000 CRP is approved. This would be for the promotion (including statutory consultation) of the experimental timed (Monday to Friday 7am to 7pm) point closure scheme if the Bishopsgate ETO is withdrawn or changed, and it is assessed that a point closure on Leadenhall Street is required. It would also allow for consideration of statutory consultation responses and, if implemented, for the monitoring of the closure and consideration of stakeholder feedback. The previous Covid-19 on-street measures closure restricted through traffic to buses, cycles and HGVs accessing local development sites during the specified times. Any future restrictions would reconsider this, reassessing what is appropriate for the street considering local access needs and other nearby on-street restrictions
9. The requested CRP is detailed in **Appendix 3** and can be accommodated within the existing budget if the amendment to the previously agreed budget is approved. It includes provision for the implementation, consultation and monitoring of an experimental timed point closure on Leadenhall Street, just east of St Mary Axe, as well as the drafting of the associated ETO.
10. The design of this would be like the current bus gate on Cheapside and a design is included at **Appendix 4**. It would include cycle parking which is lacking along Leadenhall Street.
11. As it was agreed in principle at the previous gateway report and by virtue of the implementation and monitoring of experimental timed point closure being placed within the risk register, it is requested that authority to approve implementation of this is delegated to the Executive Director Environment.
12. The powers to make the experimental orders already sits with the Executive Director. As with all experimental orders, once active, the order would be monitored, and statutory consultation for six months would be required. After this, but before the end of 18 months, it would need to be determined whether to make this a permanent intervention.
13. Should the experimental timed point closure be promoted, any implementation would take approximately 3-4 months from when a decision is taken. This is

primarily due to the associated statutory consultation periods, consideration of responses, and determination whether to proceed following such consideration.

14. If the experimental timed point closure is implemented, an Issue report containing a consultation summary after 6 months of the experiment being in place would be brought to Members.
15. It is recommended however that the following tasks are undertaken now in case they are required at short notice, and to act as a risk mitigation exercise. The abortive cost of undertaking these should a timed point closure is low and is all part of usual tasks undertaken in project evaluation:
 - Equalities Impact Assessment and Road Safety Audit Stages 1 and 2 on the design in **Appendix 4**;
 - Discussions with TfL regarding their TMAN (Traffic Management Act Notification) process as Leadenhall Street is part of their Strategic Road Network; and
 - A monitoring strategy is drafted that accounts for public feedback, air quality, cycling and walking levels of service and bus journey times. This document will set out measures of success for the experimental scheme.
16. There is the alternative option of not progressing any work on an experimental timed point closure until the future of TfL's Bishopsgate ETO is determined. However, this is not recommended due to the low potentially abortive cost noted in the previous paragraph. Not progressing work now would also extend the time to implement by 1-2 months. Undertaking this work now will enable us to be agile if other changes outside of our control eventuate.
17. Separately to this, in consultation with the Chairman and Deputy Chairman of Streets and Walkways and Project Sub Committees the progression of an informed concept design for the Leadenhall Street corridor was recently approved under officer's delegated authority. This will enable officers to more effectively negotiate the extent of the upcoming S278 agreements along the street extent and to determine an overall cost estimate for the delivery of the Leadenhall Street transformation project.
18. The aims and objectives of the rescoped project remain the same as the experimental order was always Phase 1 of the longer-term transformation of Leadenhall Street as identified by the City Cluster Vision and contained within the overall programme for the transformation of the Eastern City Cluster. The designs being developed will help to achieve the City's Transport and Climate Action Strategies, whilst ensuring Section 278 and other projects along the street are aligned to an overall vision. This will include investigating opportunities for greening along the street.
19. This concept designs will go on to inform the City Cluster Vision Programme's bid for central funding. This is to be submitted in Autumn 2022.
20. The designs could then be updated quickly to include a permanent point closure should a decision to make a permanent order be made in the future.

5. Recommended Next Steps	<ol style="list-style-type: none"> 1. If these recommendations are approved, officers will progress the work detailed in point 4.15 of this report. 2. Following the previous report to committee, work on the informed concept designs for Leadenhall Street has commenced with the required surveys being ordered. 3. Officers will also continue to work with TfL to help shape their Bishopsgate scheme to minimise any potentially negative impacts on the City. 4. The next committee report will be submitted in Q2 2023 following the outcome of the City Cluster Vision Programme’s central funding bid. Any bid recommended by Policy and Resources Committee would then need to be confirmed at the Court of Common Council in March 2023. Should the bid be successful, the report will reset the scope, budget and timeframes of this project and present the latest transformative highways and public realm design for Leadenhall Street to members. It will also provide an update on the related S278 projects along Leadenhall Street.
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Appendices

Appendix 1	Project Coversheet
Appendix 2	Financial Information
Appendix 3	Risk Register
Appendix 4	Bus Gate design
Appendix 5	Paragraph 45 of the ‘City of London Project Procedure – Oct 2018’ (Changes to Projects: General)

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