

<b>Committees:</b> Streets and Walkways Sub Committee <i>[for decision]</i> Planning and Transportation Committee <i>[for decision]</i> Projects and Procurement Sub Committee	<b>Dates:</b> 7 November 2023 21 November 2023 4 December 2023
<b>Subject:</b> Fleet Street Area Healthy Streets Plan . <b>Unique Project Identifier:</b> PV ID 12240	<b>Gateway 5:  Light/  Authority to  start work.</b>
<b>Report of:</b> Interim Executive Director Environment <b>Report Author:</b> Stephen Oliver	<b>For Decision</b>
<b>PUBLIC</b>	

<b>1. Status Update</b>	<b>Project Description:</b> The Fleet Street Area Healthy Streets Plan (HSP) will provide a framework for improvements to streets and public realm in the area. The proposals will reflect the aspirations of stakeholders, including the Fleet Street Quarter Business Improvement District (BID), and the opportunities arising from development. <b>RAG Status:</b> Green as at last report to Committee. <b>Risk Status:</b> Low as at last report to Committee. <b>Total Estimated Cost of Project (excluding risk):</b> £276,254 <b>Change in Total Estimated Cost of Project (excluding risk):</b> No change. <b>Spend to Date:</b> £219,026. <b>Costed Risk Provision Utilised:</b> None <b>Slippage:</b> The Healthy Streets Plan was originally programmed to be presented to Streets and Walkways Sub-Committee in September 2023. It has been held back to ensure the proposals align with those of the BID in their
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	Fleet Street Quarter- Placemaking and Public Realm Strategy which is programmed for approval in November 2023.
<b>2. Requested decisions</b>	<p><b>Next Steps:</b></p> <p>A Working Group will be established to guide the implementation of the plan. Priority projects will be agreed and taken forward in accordance with the project procedure.</p> <p><b>Requested Decisions:</b></p> <ol style="list-style-type: none"> <li>1. That Streets and Walkways Sub-Committee approve the Fleet Street Area Healthy Streets Plan in Appendix 4.</li> <li>2. That the budget adjustment in Appendix 2 is approved.</li> <li>3. That the establishment of a Fleet Street Area Programme Working Group to guide and manage the delivery of projects in the Plan area is agreed, including staff costs of £ 57,434 to manage this process for the next 12 months, funded from the Plan development underspend.</li> <li>4. Note the allocation of £1,126,145 of S106 funds towards the delivery of projects in the Plan (as approved by this Committee on 26 September 2023).</li> <li>5. That Planning and Transportation Committee approve the Fleet Street Area Healthy Streets Plan in Appendix 4.</li> </ol>
<b>3. Budget</b>	See Appendix 2 Finance Table

<p>1.1 <b>Design</b> summary</p>	<p><b>2 Project Update</b></p> <p>2.1 The Healthy Streets Plan sets out an integrated approach to improving the public realm and managing traffic to support delivery of the following Transport Strategy outcomes:</p> <ul style="list-style-type: none"> <li>• The Square Mile’s streets are great places to walk and spend time.</li> <li>• Street space is used more efficiently and effectively.</li> <li>• The Square Mile is accessible to all.</li> <li>• People using our streets and public spaces are safe and feel safe.</li> <li>• More people choose to cycle.</li> <li>• The Square Mile’s air and streets are cleaner and quieter.</li> <li>• Delivery and servicing are more efficient, and impacts are minimised.</li> <li>• Our street network is resilient to changing circumstances.</li> </ul> <p>The proposals will support delivery of the City Corporation’s Climate Action Strategy and the Destination City initiative. The proposals also support the BID’s Area Based Strategy and the objectives of the Fleet Street Key Area of Change.</p> <p>2.2 Since the Gateway 4 Report was presented to Committee in January 2023 a consultation exercise on the draft Healthy Streets Plan has been completed. Further traffic data and feasibility studies have been carried out for Fleet Street and the Whitefriars Neighbourhood. The project team have continued to work closely with the Fleet Street Quarter BID (BID) to ensure that the proposals in the plan align with their proposals and aspirations.</p> <p><b>3 Consultation</b></p> <p>3.1 A public consultation was carried out over a six-week period in May and June 2023. The consultation was via an on-line portal supplied by a consultancy, Commonplace. On street publicity posters and a leaflet drop extending beyond the wider project area promoting the consultation were undertaken. Five in-person drop-in sessions were also held at different times and locations in the area. The consultation was publicised on social media by Commonplace and the City’s Communication Team. The BID also publicised the consultation to its members.</p> <p>3.2 The consultation was open to anyone (group or individual) and whether a resident, business owner,</p>
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worker or visitor, with an interest in the area. It was designed to gain an understanding of public opinion on the proposals, capturing valuable feedback on the possible measures being considered in the draft Healthy Streets Plan.

3.3 The consultation portal received 597 responses. Additional emails to the project team brought responses to over 600. The adjoining Boroughs of Westminster and Camden also responded.

3.4 The consultation portal requested comments on the five neighbourhoods. Respondents had the choice to comment on an individual or on multiple neighbourhoods. For each neighbourhood there were questions on:

- Pedestrian Priority Improvements: giving more priority to people walking and wheeling and improving their safety.
- Public realm improvements: to make streets and spaces more attractive, comfortable and enjoyable to spend time in.
- Cycling improvements: to improve the comfort and safety for people cycling.

There were also questions about proposals that were particular to a street or the neighbourhood. Consultees could add written comments about the proposals or add comments on a map of the area. The summary of overall support for proposals are attached as Appendix 3.

3.5 The majority of respondents were male (71%) and the most common age group was 25-34. Walking was the most common mode of moving around the area with 40% of respondents choosing this as their usual mode whilst people cycling represented 29%.

3.6 The City of Westminster expressed support for the draft Healthy Streets Plan. Camden Council advised that they intend to carry out an engagement on the Holborn Liveable Neighbourhood early next year. These proposals have been discussed with the City, and both boroughs will continue the liaison as the proposals continue to progress.

3.7 The London Cycling Campaign expressed support for the Plan, but caveated this with concerns that segregated cycle facilities may not be installed on all the City's Access streets in the plan area.

3.8 The full consultation report is attached in Appendix 5.

#### **4 Fleet Street Area Healthy Streets Plan**

4.1 The Healthy Streets plan has been refined since the draft plan presented to Committee in January 2023. The plan has responded to the consultation findings and undertaken further design and feasibility studies for Fleet Street and the Whitefriars Neighbourhood. It has also included proposals identified in the Fleet Street Quarter BID Placemaking and Public Realm Strategy. (The BID is programmed to approve their Strategy in November 2023). Similar to the draft plan, it is structured around five neighbourhoods that are separated by City and London Access Streets (as defined by the City of London Street Hierarchy).

4.2 The proposals in the plan aim to improve the safety and comfort for people walking, wheeling and cycling within and between these neighbourhoods. The plan provides a framework for improvements and individual projects will be subject to funding and the usual project processes and approvals.

4.3 A timeframe has been assigned to each project. These timeframes reflect the level of complexity of projects and interdependencies with other projects and developments in the area. The draft final Fleet Street Healthy Streets Plan is attached in Appendix 4 and this report seeks members approval to adopt the plan. (Track changes have been included in order to make the post-consultation changes more legible).

4.4 On going area wide projects

Some of the proposals in the plan are encompassed in existing programmes and initiatives. These include:

- Tree planting as part of Streets and Greening Programme
- Seating which the BID has funded, and the City is managing the installation of.
- Raised junction and continuous footway proposals funded from the Healthy Streets Minor Schemes.
- Cycle, Dockless cycle and E-scooter hire parking from Cycle parking programme externally funded by TfL and revenue created by e-scooter/e-cycle hire.

- The Plan also identifies a number of Section 278 funded public realm improvements in the area, and these have been integrated with other proposals.

4.5 In the sections below the main proposals for each neighbourhood and the level of support they received at consultation are summarised. From the consultation responses possible priority projects are identified but these will be agreed by the Fleet Street Area Programme Working Group before being reported back to this Committee.

## **5 Chancery Lane Neighbourhood Proposals and Consultation Responses.**

5.1 Pedestrian priority improvements to be explored include raised carriageways, crossing points and vehicle cross overs, improved crossing facilities on New Fetter Lane and timed vehicle closures at the junction of Breams Buildings and Fetter Lane (north).

For these proposals the consultation had 82 supportive responses (78% of responses) and 18 non supportive responses, 2 of which were from business owners concerned about local access being restricted.

5.2 Public realm improvements to be explored include new public spaces on Toaks Court, the western end of Breems Buildings and the northern end of Fetter Lane and new planting and seating where possible and additional Legible London signage.

For these proposals the consultation had 82 supportive responses (83% of responses) and 13 non supportive responses (these were predominantly questioning the merits of spending public money on such improvements).

5.3 Cycling improvements to be explored include improving the Chancery Lane cycle contraflow and improving the comfort and safety for people cycling on Holborn and the Fetter Lane New Fetter Lane corridor.

For these proposals the consultation had 88 supportive responses (83% of responses) and 20 non supportive responses (these predominantly questioned the need for additional cycle infrastructure).

5.4 Changes to Kerbside Parking and Loading to be explored include relocating kerbside parking on Tooks Court and the northern of Fetter Lane to create new public spaces.

For these proposals the consultation had 67 supportive responses (66% of responses) and 15 non supportive responses, 3 of which were from local businesses. Comments were received requesting more motorcycle parking.

5.5 Chancery Lane local traffic restriction and permanent public realm improvements. If consultation on the existing experimental traffic scheme on Chancery Lane has support to be made permanent, public realm improvements including pavement widening, seating and greening will be explored, and kerbside parking will be formalised.

For these proposals the consultation had 76 supportive responses (82% of responses) and 10 non supportive responses (of these 4 were from taxi drivers, but 6 taxi drivers did support the proposal). Other concerns were about traffic displacement.

5.6 Chancery Lane Neighbourhood Priority Projects

It is considered that consultation responses identified the following as priorities to be developed:

- Breems Buildings new public space. Tooks Court new public space. Fetter Lane (north) new public space.

5.7 From the Healthy Streets Minor Schemes Programme the following projects have already commenced:

- Junction of Furnival Street and Holborn, the carriageway will be raised to pavement level.
- Junction improvements at Fetter Lane and New Fetter Lane to create a raised table.

## **6 Fleet Street and the Lanes Neighbourhood**

6.1 Pedestrian priority improvements to be explored comprise a timed traffic restriction on Shoe Lane south of Little New Street at lunchtimes and weekends to enable on street activities.

For this proposal the consultation had 101 supportive responses (76% of responses) and 24 non supportive responses (these were predominantly questioning the merits of spending public money).

- 6.2 Public realm improvements to be explored include more planting, trees, seating and Legible London signage in the neighbourhood. In response to the BID's Placemaking and Public Realm Strategy, feature lighting under Holborn Viaduct has been added to the proposals and increasing lighting levels in the Lanes will be investigated.

For these proposals the consultation had 99 supportive responses (81% of responses) and 16 non supportive responses (these were predominantly questioning the merits of spending public money).

- 6.3 Cycling improvements to be explored include dedicated space on Holborn Viaduct and Newgate Street, maximising the traffic signal priorities for cyclists at the junctions with Holborn Circus and Old Bailey and Giltspur Street and Warwick Lane. For Fleet Street the Plan recognises the ability to provide dedicated space for people cycling may be limited by the need to widen pavements and accommodate bus stops and loading. Reducing traffic levels will be explored as an alternative approach to improve the environment for cyclists.

For these proposals the consultation had 100 supportive responses (73% of responses) and 31 non supportive responses (these were predominantly concerns about cyclists already having sufficient facilities and impacts on taxis).

- 6.4 Improvements to Fleet Street to be explored include widening paving to improve pedestrian comfort levels and enable new planting, seating and improved bus stop waiting areas. The introduction on inset loading bays and a new crossing facility between Salisbury Court and Shoe Lane.

For these proposals the consultation had 100 supportive responses (83% of responses) and 17 non supportive responses (these were predominantly concerns about increasing congestion and resulting air quality issues).

6.5 The project team have consulted TFL about the proposals for Fleet Street and discussed the results of modelling carried out to date. TFL have indicated that they will resist any changes that negatively impact on bus performance on Fleet Street. The consultants, NRP, have therefore developed some initial options to meet the objectives of improving Fleet Street whilst meeting TFL criteria. These are not included in the plan as they are still at the early stages of development. Improvements to Fleet Street have been identified as a priority project for the BID.

#### 6.6 Fleet Street and Lanes Neighbourhood Priority Project

- It is considered that the consultation responses and the objectives of the BID identify further design, optioneering and feasibility investigation to improve the comfort and safety for people walking and cycling on Fleet Street as a priority for the neighbourhood.

### 7 Old Bailey Neighbourhood

7.1 Pedestrian priority improvements to be explored include restricting motor vehicles on Old Bailey, south of the junction with Limeburner Lane. Raising the carriageway to pavement level on Limeburner Lane at the junction with Fleet Place. Improving where people cross on Ludgate Hill between Pageantmaster Court and Old Bailey.

For these proposals the consultation had 68 supportive responses (78% of responses) and 14 non supportive responses (these were predominantly concerns about restricting motor vehicle movements).

7.2 Public realm improvements to be explored include widened pavements on Old Bailey south of the junction with Limeburner Lane and on Ludgate Hill and new trees, greening and seating and additional Legible London signage.

For these proposals the consultation had 65 supportive responses (86% of responses) and 10 non supportive responses (these were predominantly concerns about reducing carriageway space).

7.3 Cycling improvements to be explored include dedicated space on Ludgate Hill and improving facilities on Old Bailey and Limeburner Lane.

For these proposals the consultation had 59 supportive responses (70% of responses) and 20 non supportive responses (these were predominantly questioning the need for additional cycle facilities).

Feasibility and optioneering for changes to traffic priorities on Limeburner Lane have already commenced. These will partly determine options for Old Bailey and changes to Ludgate Hill.

7.4 Old Bailey Neighbourhood Priority Project

- It is considered that consultation responses to the proposals indicate that further design, optioneering and feasibility for traffic priorities changes on Limeburner Lane should be prioritised.

## **8 Carter Lane and Ludgate Neighbourhood**

8.1 Pedestrian priority improvements to be explored include changes to permitted traffic movements on Addle Hill, St Andrew's Hill and Deans Court, extending the existing Carter Lane timed motor vehicle traffic restriction to include Ludgate Broadway and raise the carriageway to pavement levels on Pilgrim Street and at the side street junctions with Carter Lane and at loading bay entrances.

For these proposals the consultation had 68 supportive responses (78% of responses) and 4 non supportive responses (these were predominantly concerns about restricting vehicular movements).

8.2 Public realm improvements to be explored include introducing small public spaces on Ludgate Broadway, St Andrew's Hill and Playhouse Yard with additional Legible London signage and more trees, planting, seating. Where feasible additional trees, planting and seating will be introduced on Queen Victoria Street. In response to the BID's Placemaking and Public Realm Strategy, feature lighting under the railway viaduct over Queen Victoria Street has been added to the proposals.

For these proposals the consultation had 62 supportive responses (92% of responses) and 3 non supportive

responses (these were predominantly concerns about restricting vehicular movements).

- 8.3 Cycling improvements to be explored include dedicated space on Queen Victoria Street and maximising the traffic signal priorities for cyclists at the junctions with New Bridge Street and Puddledock.

For these proposals the consultation had 67 supportive responses (81% of responses) and 8 non supportive responses (these were predominantly questioning the need for additional cycle facilities).

- 8.4 Carter Lane and Ludgate Neighbourhood Priority Projects

It is considered that consultation responses identified the following as the priorities to be developed:

- Ludgate Broadway- design has commenced for this project.
- Addle Hill, St Andrew's Hill and Deans Court, changes to permitted traffic movements. Detailed design and implementation.

From the Healthy Streets Minor Schemes Programme the following projects have already commenced:

- Junction of Furnival Street and Holborn, raising the carriageway to pavement levels.

## **9 Whitefriars Neighbourhood**

- 9.1 Pedestrian priority improvements to be explored include raising pavement levels at junctions with side streets and at loading bay entrances in the neighbourhood. Improving where people cross on Tudor Street and restricting motor vehicles travelling north on Dorset Rise and Salisbury Rise between the junctions with Hutton Street and Fleet Street.

For these proposals the consultation had 75 supportive responses (81% of responses) and 16 non supportive responses (4 of these were concerns about restricting vehicular movements and access to the Temples).

9.2 Public realm improvements to be explored include widening the pavements on Tudor Street, the introduction of trees, planting, seating and Legible London signage where possible; and improving paving. These improvements would not restrict access on Tudor Street. On Bridewell Place the introduction of a small public space.

For these proposals the consultation had 75 supportive responses (84% of responses) and 9 non supportive responses (these were predominantly concerns about reducing carriageway space, cellars under Tudor Street and if the proposals were ambitious enough).

9.3 Changes to kerbside parking and loading will be explored to allow greater pedestrian priority and space for public realm improvements.

For this proposal the consultation had 79 supportive responses (73% of responses) and 26 non supportive responses (these were predominantly concerns about parking for delivery vehicles and access to the Temples. Of the 9 business owners who responded to the consultation 3 supported the proposal and 4 did not support the proposal).

9.4 Cycling improvements to be explored include a new cycle contraflow on Dorset Rise and Salisbury Court and improvements to the existing cycle contraflows on Bouverie and Whitecross Street.

For these proposals the consultation had 71 supportive responses (71% of responses) and 23 non supportive responses (these were predominantly questioning the need for additional cycle facilities).

9.5 The draft Healthy Street Plan included exploring existing access into the neighbourhood and a potential public space at the junction of Temple Avenue and The Victoria Embankment. Three binary questions were included in the consultation on these issues.

9.6 Existing access into the Whitefriars Neighbourhood. The consultation asked if existing access into the Whitefriars Neighbourhood for motor vehicles was sufficient for residents and businesses.

This question had 64 responses stating that existing access is sufficient (74% of responses) and 11 responses

stating it was not sufficient. Most residents stated that existing access was sufficient and some residents who responded commented upon the 60 flats on Temple Avenue and felt increased traffic on this street would be contrary to the overall objectives of Healthy Streets. Of the 9 business owners who responded 5 felt it was sufficient and 4 did not.

- 9.7 Through traffic into the Whitefriars Neighbourhood. The consultation asked if through traffic in the Whitefriars Neighbourhood was considered a problem and needed restricting.

This question had 55 responses stating that through traffic was a problem (60% of responses) and 23 stated it was not a problem. Most residents stated that through traffic was a problem whilst of the 9 business owners who responded 2 supported traffic restrictions and 7 did not.

- 9.8 Potential Small Public Space on Temple Avenue. The consultation asked if a small public space should be prioritised over direct vehicle access into the neighbourhood from the Victoria Embankment.

This question had 71 responses supporting the public space (78% of responses) and 20 responses prioritised the direct access. Of the 8 business owners who responded 5 supported the direct access and 3 the public space.

- 9.9 Whitefriars Traffic Study June 2023

Funding secured under Section 106 for the Salisbury Courts development have enabled a detailed traffic study for the Whitefriars Neighbourhood. The traffic consultancy NRP were appointed to carry out traffic counts in March 2023 to inform the project team on traffic movements in the neighbourhood. (See Appendix 6). The data was also compared to vehicle counts in January 2018.

The study identified the following traffic flows in the neighbourhood:

- The journey time results for all survey days (Wednesday, Thursday and Saturday), show that over 80% vehicles pass through the area within 2 minutes. This suggests most vehicles move through the Whitefriars area without having a purpose within the area. The movement with the highest motor vehicle flow is from Fleet Street to New Bridge Street. The main

reason for this is likely to be because the right-turn from Fleet Street eastbound to New Bridge Street southbound at Ludgate Circus is prohibited.

- Motor vehicle flows entering the Whitefriars area in March 2023 have reduced by 25% in the AM peak hour and by 16% in the PM peak hour compared to the January 2018 survey data.
- The highest 2-way flow on Tudor Street is 176 motor vehicles in the AM peak hour and 201 in the PM peak hour.
- Bouverie Street has a southbound flow of 141 motor vehicles in the AM peak hour and 138 in the PM peak hour.
- No other street has a motor vehicle flow of more than 70 vehicles an hour. The streets to the south of Tudor Street have very low motor vehicles flows, with less than 30 vehicles in the AM and PM peak hours.

The study identified origin and destination movements from The Victoria Embankment into the neighbourhood:

- The survey data suggests there is not significant demand to access Whitefriars from the south of the area, with 46, 25 and 4 vehicles going from Victoria Embankment to the Whitefriars area across the 8-hours surveyed for each of the Wednesday, Thursday and Saturday survey days, respectively.

The study recorded kerbside parking usage and potential new parking locations:

- The survey data suggested the existing marked kerbside bays are all well used with little spare capacity.
- The survey identified new kerbside parking locations on Tallis Street and Carmelite Street and Bouverie Street and on Bridewell Place and opportunities to rationalise disabled bays on Tudor Street.

The NRP report recommends:

- Maintaining existing access arrangements between Temple Avenue, Carmelite Street and John Carpenter Street and Victoria Embankment.
- Monitoring traffic flows on Tudor Street. If they increase to greater than 2,000 motor vehicles per day, review options to restrict traffic movement on Tudor Street.

The proposals in the Healthy Streets Plan reflect these recommendations. New vehicle ingress and egress between the Victoria Embankment and the neighbourhood

	<p>is not included as a proposal. At present the requirements for vehicular access from the south for the Salisbury Courts development have not been finalised. If access is required for particular vehicles, changes may be required at the junction of Carmelite Street and the Victoria Embankment. Through traffic will be monitored for significant changes in volumes.</p> <p>9.10 Whitefriars Neighbourhood Priority Projects</p> <p>It is considered that consultation responses identified the following as the priorities to be developed:</p> <ul style="list-style-type: none"> <li>• Tudor Street – Design, optioneering and feasibility to widen pavements and make public realm improvements.</li> <li>• St Brides Place new public space – Design, optioneering and feasibility.</li> <li>• Temple Avenue new public space – Design, optioneering and feasibility.</li> </ul> <p>From the Healthy Streets Minor Schemes Programme the following project have already been commenced.</p> <ul style="list-style-type: none"> <li>• Junction of Tallis Street with Temple Avenue raising the carriageway to pavement levels.</li> </ul> <p>10 Cost Estimate Range and Funding Sources.</p> <p>The programme of estimated projects is between £20m - £30m. Going forward funding for projects will be from:</p> <ul style="list-style-type: none"> <li>• Section 106 developer contributions</li> <li>• CIL</li> <li>• Section 278 developer contributions</li> <li>• O.S.P.R.</li> <li>• The BID</li> <li>• Other external funding sources</li> <li>• Cool Streets and Greening.</li> </ul>
<b>4. Delivery team</b>	The project will have a delivery team comprising the Transport and Public Realm Projects Team supported by Highways and City Gardens.
<b>5. Programme and key dates</b>	The Fleet Street Area Programme Working Group will be formed by January 2024. The Programme Working Group will identify the projects that will be taken forward as priorities. Individual projects will then be initiated as required that form the overall programme.
<b>6. Risks</b>	As this report is for the adoption of the Healthy Streets Plan, the identification of Risks and a Risk Register are not required.
<b>7. Success criteria</b>	Key measures of success:

	<ul style="list-style-type: none"> <li>• A tested and recommended phasing schedule for the projects that will comprise the Fleet Street Area Healthy Street Plan.</li> <li>• The identification of the number of pedestrian priority streets that can be delivered (measured by length) in the area.</li> <li>• An indication of the reduction in traffic volumes that can be achieved in the area.</li> </ul>
<b>8. Progress reporting</b>	The Working Group will recommend how progress is reported on the programme and the frequency.

### **Appendices**

<b>Appendix 1</b>	Project Coversheet
<b>Appendix 2</b>	Finance Tables
<b>Appendix 3</b>	Summary of overall consultation responses.
<b>Appendix 4</b>	Draft Final Healthy Streets Plan with track changes.
<b>Appendix 5</b>	Fleet Street Healthy Streets Plan Consultation Report
<b>Appendix 6</b>	Whitefriars Traffic Study June 2023

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