

Committees: Streets & Walkways Sub Committee - For Decision Projects & Procurement Sub Committee - For Information	Dates: 01/10/2024 21/10/2024
Subject: Vision Zero Programme Unique Project Identifier: 12466	Gateway 2: Project Proposal Regular
Report of: Executive Director of Environment Report Author: Sam Lee, Head of Street Space Planning	For Decision
<h1>PUBLIC</h1>	

Recommendations

1. Next steps and requested decisions	<p>Project Description: A programme to investigate and deliver safer streets proposals at priority locations as identified in the Vision Zero Plan 2023 - 2028. Subsequent reports for individual projects within the programme will follow as appropriate.</p> <p>Next Gateway: Gateway 3/4 - Options Appraisal (Regular)</p> <p>Next Steps:</p> <ul style="list-style-type: none"> • Review and refine designs and prepare detailed cost estimates. • Commission consultants to undertake technical assessments including traffic modelling, where required. • Engage key stakeholders including TfL on the scope of any traffic modelling and requirements for Traffic Management Act approvals (TMAN). • Prepare G3/4 reports for individual projects and or programme update reports as necessary. <p>Funding Source:</p> <ul style="list-style-type: none"> • £2.4M of confirmed OSPR funding. This will deliver five projects to various gateway stages, including three to completion. • To complete the remaining two projects in the programme, additional OSPR (or other) funding will be
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required. This will be subject to a further capital bid to be considered by Members. If funding is not available, these projects can remain in abeyance until funding has been identified.

- Additionally, external funding opportunities such as from s106/s278 or from TfL will be explored.

Requested Decisions:

1. That a budget of **£175,000** is approved to reach the next Gateway, as well as to deliver the minor measures (to be delivered through existing delegations and outside of this programme) at Mincing Lane.
2. Note the total estimated cost of the programme is between **£2.8M to £6.4M** (excluding risk).
3. Note that £2.4 million has been secured to date from the OSPR for this programme
4. Note that, to complete the programme, additional bid for capital funding will be submitted. If funding is not available, remaining projects can remain in abeyance and progressed when funding has been identified.
5. That the initiation of this programme includes the initiation of the forthcoming projects under its umbrella.
6. That a Costed Risk Provision of **£100,000** is approved (to be drawn down via delegation to Chief Officer).

2. Resource requirements to reach next Gateway

Item	Reason	Funds/ Source of Funding	Cost (£)
Staff cost (Policy & Projects)	Project Management	OSPR	50,000
Staff costs	Design & works estimate	OSPR	50,000
Fees	Traffic modelling, Surveys &, Technical advice	OSPR	60,000
Works at Mincing Lane	Works	OSPR	15,000
Total			175,000

Staff costs represent approximately 500 hours of Policy & Project staff time for project management and 500 hours of

	<p>highway staff time to carry designs and preparing cost estimates.</p> <p>The above funding requirement will be met from the already agree £2.4M of OSPR.</p> <p>Costed Risk Provision requested for this Gateway: £100,000 (as detailed in the Risk Register – Appendix 2)</p>
<p>3. Governance arrangements</p>	<ul style="list-style-type: none"> • Service committee: Streets & Walkways Sub-Committee • Senior Responsible Officer: Bruce McVean, Assistant Director, Policy & Projects. • Project Board: This is not considered necessary. The projects within the programme are not complex or impact other departments and the risks are routine for highway projects. However, regular project meetings or engagement with colleagues representing relevant service areas across the City (e.g. Comptroller, Chamberlain, Town Clerks, etc) and TfL will be undertaken to ensure smooth project delivery.

Project Summary

<p>4. Context</p>	<p>4.1 The Transport Strategy has committed the City to Vision Zero with the ambition to eliminate transport related deaths and serious injuries from the City streets by 2040. The approved Vision Zero Plan 2023 – 2028 sets out a programme to investigate and deliver safer streets improvements at priority locations. These locations have been ranked, as detailed below, for intervention and are based on the highest number of collisions which resulted in serious and fatal injuries.</p> <ol style="list-style-type: none"> 1. London Wall / Moorgate 2. Holborn Circus 3. Aldgate High Street 4. Newgate Street / Warwick Lane 5. Aldersgate Street / Long Lane 6. Fleet Street / Bouverie Street 7. London Wall / Old Broad Street 8. Fenchurch Street / Lime Street 9. Fetter Lane / New Fetter Lane 10. Fenchurch Street / Mincing Lane <p>4.2 The Vision Zero Plan included a need to regularly review the collisions across the City, to ensure the priority locations remain up to date. As a result of a recent review, high levels of collisions have been</p>
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	<p>recorded at Ludgate Hill/Old Bailey. This location has therefore been added to the programme for priority intervention.</p> <p>4.3 Road traffic collisions resulting in injuries to people remains high. Excluding the two Covid-19 years (2020 and 2021), the number of serious and fatal injuries over the past 7 years have fluctuated, with a high of 81 in 2018 and a low of 42 in 2023. This represents a significant reduction and an overall declining trend.</p> <p>4.4 Road safety is a RED risk on the risk register for the Environment Department.</p>
<p>5. Brief description of project</p>	<p>5.1 This programme is to investigate and deliver highway measures to reduce collisions, particularly those that resulted in serious and fatal injuries, and improve the perceptions of safety at the identified priority locations detailed in section 4, above. It will also deliver wider Healthy Streets improvements such as increased pedestrian priority, accessibility improvements and improvements to the public realm.</p> <p>5.2 Taking account the above priority locations, the programme has been strategically reprioritised based on the following three key factors:</p> <ol style="list-style-type: none"> 1. Projects which are anticipated to produce the greatest collision reduction benefits which are anticipated to be deliverable, affordable and not within the scope of other projects or initiatives are prioritised first. 2. Projects that involve more complicated locations where improvement measures are likely to be challenging or are unknown and are not within scope of other projects or initiatives are prioritised for further investigation only. 3. Projects which could be progressed which are within the scope of existing or upcoming projects and initiatives are prioritised to be progressed within those projects and initiatives. <p>5.3 The programme therefore consists of individual projects at the following five locations and are shown in Appendix 3:</p> <ol style="list-style-type: none"> 1. Aldgate High Street (between Mansell Street and Fenchurch Street) 2. Ludgate Hill/Old Bailey

	<p>3. Newgate Street (between Snow Hill and Warwick Lane)</p> <p>4. Aldersgate Street / Long Lane</p> <p>5. Holborn Circus</p> <p>5.4 If approved, the projects will commence from November 2024 and is expected to be completed in 2028/29.</p> <p>5.5 The proposals are likely to include some of the following: alterations to junction priority and traffic signals, new or improved crossings, wider pavements/narrower carriageways, some restricted or banned movements, cycle lanes and other public realm improvements.</p> <p>5.6 Locations 4 and 5 are much more complicated junctions and will initially involve engaging a consultant to undertake a detailed investigation and then to develop proposals which will inform future funding bids.</p> <p>5.7 An additional Vision Zero scheme at Mincing Lane at its junction with Fenchurch Street is being progressed outside of this programme through existing delegations. This scheme is very minor and involves narrowing a short section of the carriageway to reduce turning speeds and to improve pedestrian crossing conditions. The estimated to cost of this scheme is £15,000 and will be progressed as a revenue scheme, which will enable the safety benefits to be realised sooner.</p> <p>5.8 The remaining five Vision Zero priority sites (Fleet Street/Bouverie Street, Fenchurch Street/Lime Street, Fetter Lane/New Fetter Lane, London Wall/Moorgate and London Wall/Old Broad Street) are or will be progressed outside of this programme and alongside other initiatives such as the delivery of the Healthy Streets Plan, separate studies, through s278 agreements or other projects.</p>
<p>6. Consequences if project not approved</p>	<p>6.1. The ambition of Vision Zero will not be met. Without on-street improvements the remaining Vision Zero approaches (Safer Speeds, Safer Vehicles and Safer Behaviours) are unlikely to provide adequate mitigation.</p> <p>6.2. Injury collisions at the prioritised locations will remain high.</p>
<p>7. SMART project objectives</p>	<p>7.1. Collision rates at each location are reduced compared against baseline figures.</p> <p>7.2. The number of people killed or seriously injured are significantly reduced compared against baseline</p>

	<p>figures, with the aim of no serious or fatal collisions at these locations.</p> <p>7.3. Healthy Streets and accessibility outcomes are improved against baseline scores. These will be assessed using the Healthy Streets Design Check and the City of London Street Accessibility Tool to measure existing conditions, assess proposals and measure conditions following completion of the project.</p> <p>7.4. It should be noted that validated collision records will not be known until at least 12 – 18 months post completion due to a lag in the publication of injury collision records. It may be possible to access unvalidated data earlier.</p>
8. Key benefits	<ul style="list-style-type: none"> • Road danger is reduced. • People using the streets are safer and feel safer. • Contributes to the delivery of several Corporate Plan outcomes, in particular the Vibrant Thriving Destination (which includes a performance measure - Increase road safety, decrease motor traffic, and encourage environmentally sustainable forms of transport).
9. Project category	1. Health and safety
10. Project priority	B. Advisable
11. Notable exclusions	None

Options Appraisal

12. Overview of options	<p>Several options are available.</p> <p>Option 1: Do nothing.</p> <ul style="list-style-type: none"> • This will not address the high injury collisions occurring at the identified locations and we will not achieve Vision Zero ambitions. • There will be no associated Healthy Streets or accessibility improvements for people walking, wheeling or cycling. <p>Option 2: Minor highway alterations.</p> <ul style="list-style-type: none"> • Measures likely to include alterations to traffic lanes and road markings, banning parking and loading at key locations, minor kerblines changes, cycle lanes, etc. • Will not achieve Vision Zero ambitions but may achieve some limited safety and minor Healthy Streets benefits.
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	<ul style="list-style-type: none"> • Minimal impact on traffic flow, capacity and access. <p>Option 3: Targeted highway improvements.</p> <ul style="list-style-type: none"> • Measures likely to include significant changes to junction layouts, carriageway levels, traffic control, protected cycle lanes where possible, pavement widening, traffic lane reduction, public realm measures such as tree planting or greening. • Will improve safety at the identified locations, contribute to the Vision Zero ambitions and delivers Healthy Streets improvements, particularly for people walking, wheeling and cycling. • Some impacts to traffic flow, capacity and access - likely to be successful with stakeholder support. High probability of securing necessary external statutory approvals. <p>Option 3 is therefore the only viable option that delivers the objectives of the programme.</p>
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Project Planning

<p>13. Delivery period and key dates</p>	<p>Overall project:</p> <p>The overall programme for the project, excluding the minor measures at Mincing Lane, is anticipated as follows.</p> <p>Programme start: Nov 2024</p> <p>Programme completion: March 2029</p> <p>Commission consultant(s) to undertake traffic modelling/investigate measures: Jan 2025</p> <p>Gateway 3/4 (for each project): From summer 2025</p> <p>Other works dates to coordinate: None</p> <p>The indicative programme for the next three years is summarised below and in appendix 4:</p> <p><u>Year 1 (2024/25)</u> will involve:</p> <ul style="list-style-type: none"> • Review/refine designs & detailed modelling of the following projects (with consultancy support as required): <ul style="list-style-type: none"> ○ Aldgate High Street (between Mansell Street and Fenchurch Street) ○ Newgate Street (between Snow Hill and Warwick Lane) ○ Ludgate Hill/Old Bailey • Commissioning consultants to investigate the following projects: <ul style="list-style-type: none"> ○ Aldersgate Street / Long Lane
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	<ul style="list-style-type: none"> ○ Holborn Circus <p><u>Year 2 (2025/26)</u> will involve:</p> <ul style="list-style-type: none"> • Completing detailed design, modelling, approvals, engagement and implementation of the following projects. <ul style="list-style-type: none"> ○ Aldgate High Street (between Mansell Street and Fenchurch Street) ○ Ludgate Hill/Old Bailey • Reviewing & complete detailed design, complete outstanding modelling, engagement & obtain approvals (including any necessary external approvals). <ul style="list-style-type: none"> ○ Newgate Street (between Snow Hill and Warwick Lane) ○ Aldersgate Street / Long Lane ○ Holborn Circus <p><u>Year 3 (2026/27)</u> will involve:</p> <ul style="list-style-type: none"> • Implementing: <ul style="list-style-type: none"> ○ Newgate Street (between Snow Hill and Warwick Lane) ○ Aldersgate Street / Long Lane (subject to funding) • Subject to funding, continue to progress the other projects (Holborn Circus and Aldersgate Street/Long Lane).
<p>14. Risk implications</p>	<p>Overall project risk: Medium</p> <p>The main risks are:</p> <ul style="list-style-type: none"> • Insufficient capital funding to complete the programme. • Objections to traffic orders or challenges to the proposals • Project costs may increase due to unknown underground conditions irrespective of radar surveys. • Additional technical work or data may be required to justify the project(s) or for other unforeseen issues. • Project costs and deliverability implications may arise due to the need to resolve London Underground and Network Rail tunnels below ground level. • There may be a requirement to assess the impact of proposals on highway structures. <p>A CRP of £100,000 is included to allow for budget variation which may be required to mitigate against some of the above risks. Further information available within the Risk Register (Appendix 2).</p>
<p>15. Stakeholders and consultees</p>	<p>Internal stakeholders and consultee:</p> <ul style="list-style-type: none"> • Colleagues in Finance, Highways, Planning, Parking, Engineering, Gardens and Cleansing

	<ul style="list-style-type: none"> • Ward Members <p>External stakeholders and consultee:</p> <ul style="list-style-type: none"> • Transport for London/London Underground • Network Rail • Emergency Services • Local businesses and occupiers • Business Improvement Districts
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Resource Implications

16. Total estimated cost	<p>Likely cost range (excluding risk): £2.8M - £6.4M</p> <p>Likely cost range (including risk): £3.5M - £7.5M</p>									
17. Funding strategy	<p>Choose 1:</p> <p>Partial funding confirmed</p>	<p>Choose 1:</p> <p>Mixture - some internal and some external funding</p> <table border="1" style="width: 100%; margin-top: 10px;"> <thead> <tr> <th style="text-align: left;">Funds/Sources of Funding</th> <th style="text-align: left;">Cost (£)</th> </tr> </thead> <tbody> <tr> <td>OSPR (confirmed)</td> <td>2.4M</td> </tr> <tr> <td>Capital funding bid (CIL or OSPR)</td> <td>0.4M – 5.1M</td> </tr> <tr> <td style="text-align: right;">Total</td> <td>£2.8 - £7.5M</td> </tr> </tbody> </table> <p>17.1. The confirmed £2.4M of OSPR funding is proposed to be used to progress projects to various Gateway stages:</p> <ol style="list-style-type: none"> 1. Aldgate High Street (between Mansell Street and Fenchurch Street) – Gateway 6 2. Ludgate Hill/Old Bailey – Gateway 6 3. Newgate Street (between Snow Hill and Warwick Lane) – Gateway 6 4. Aldersgate Street / Long Lane – Gateway 4 5. Holborn Circus – Gateway 4 <p>17.2. Additional funding will be required for projects 4 and 5 (Aldersgate Street / Long Lane and Holborn Circus) to reach Gateway 5 and then subsequently to deliver the improvements. A further capital bid for consideration by Members will be submitted once feasibility work has been completed and the scale and cost of improvements required is known. If funding is not available, these projects can remain in abeyance and progressed once funding has been identified.</p> <p>17.3. This £2.4m funding also includes £15,000 for the scheme at Mincing Lane, which will be progress as a revenue scheme outside of this programme through existing delegation.</p>	Funds/Sources of Funding	Cost (£)	OSPR (confirmed)	2.4M	Capital funding bid (CIL or OSPR)	0.4M – 5.1M	Total	£2.8 - £7.5M
Funds/Sources of Funding	Cost (£)									
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Total	£2.8 - £7.5M									

	<p>17.4. In summary, the £2.4M of confirmed OSPR funding is expected to deliver three large projects (and one minor improvement scheme outside of this programme) to completion and produce designs/complete evaluations for two projects, both are at a complex junction.</p> <p>17.5. Although the above funding strategy relates to internal funding, external funding opportunities such as from s106/s278 and TfL will be explored. If this is successful, the amount of internal funding required will be reduced accordingly.</p>
<p>18. Investment appraisal</p>	<p>Not applicable</p>
<p>19. Procurement strategy/route to market</p>	<p>19.1 Some projects will be progressed and designed by the Highways team in City Operations.</p> <p>19.2 Consultants will be engaged as required to carry out traffic modelling work and detailed investigation and the development of proposals. It is expected that the transport and public realm framework will be used for this.</p> <p>19.3 Works will be undertaken by the City's Term Contractor but traffic signal and works on utility infrastructure will be undertaken by Transport for London and by Statutory Undertakers respectively (as they are the asset owners).</p>
<p>20. Legal implications</p>	<p>20.1. In exercising its traffic authority functions, the City must, as far as practicable, give due regard to secure the expeditious, convenient and safe movement of traffic (including pedestrians) and the provision of suitable and adequate parking facilities (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).</p> <p>20.2. New or amendments to existing traffic orders to regulate the use of the highway including parking, loading, banned or prescribed movements, etc, require a Traffic Management Order to be made (Road Traffic Regulation Act 1984). This will require statutory consultation and any objection or representation received must be considered, including consideration to hold a public inquiry under certain circumstances, before implementing such change (The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996).</p>

	20.3. These implications will be fully considered as part of the progression of each project.
21. Corporate property implications	<ul style="list-style-type: none"> • There are no corporate property implications.
22. Traffic implications	<p>22.1. Some projects are likely to restrict vehicle access or require alternative routes, or reduce traffic capacity. An assessment of these will be undertaken and any significant impacts will be included in the next Gateway report.</p> <p>22.2. Where appropriate, Transport for London will be engaged on traffic signal design and timings, and TMAN approvals will be sought on schemes where there is significant impact on the Transport for London Road Network (red routes) or the Strategic Road Network.</p>
23. Sustainability and energy implications	<ul style="list-style-type: none"> • There are no relevant sustainability and energy impacts associated with this project.
24. IS implications	<ul style="list-style-type: none"> • There are no IS implications
25. Equality Impact Assessment	<ul style="list-style-type: none"> • An equality impact assessment/screening will be undertaken for each project including engagement with relevant user groups (where necessary).
26. Data Protection Impact Assessment	<ul style="list-style-type: none"> • 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	Location of individual projects
Appendix 4	Indicative delivery programme (first 3 years only)

Contact

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