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| <p>Committees: Streets and Walkways Sub Committee <i>[for decision]</i> Projects and Procurement Sub Committee <i>[for information]</i></p> | <p>Dates: 1 October 2024 21 October 2024</p> |
| <p>Subject: Bunhill, Barbican and Golden Lane Healthy Neighbourhoods Plan.</p> <p>Unique Project Identifier: <i>PV ID 12240</i></p> | <p>Gateway 4: Detailed Options Appraisal (Regular)</p> |
| <p>Report of: Executive Director Environment</p> <p>Report Author: Stephen Oliver, Policy and Projects, City Operations</p> | <p>For Decision</p> |
| <h1>PUBLIC</h1> | |

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| <p>1. Status update</p> | <p>This Report:</p> <ol style="list-style-type: none"> The purpose of this report is to: <ul style="list-style-type: none"> Seek approval to consult on the draft Bunhill, Barbican and Golden Lane Healthy Neighbourhood Plan. <p>Project description</p> <ol style="list-style-type: none"> The Bunhill, Barbican and Golden Lane Healthy Neighbourhood Plan will identify opportunities to improve air quality and the experience of walking, cycling and spending time in the Barbican and Golden Lane area and increase greening. The plan will develop and test the feasibility of traffic management changes required in order to deliver these changes and associated benefits. <p>The ultimate objective of the plan is to reduce through traffic, improve air quality and enhance the public realm in the area for all those who work, live and visit the area.</p> <p>RAG Status: Green, as at last report to Committee</p> |
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Risk Status: Low, as at last report to committee
Total Estimated Cost of Project (excluding risk): (£283,500)
Change in Total Estimated Cost of Project (excluding risk):
0
Spend to Date: £180,052
Costed Risk Provision Utilised: None
Funding Source: City fund/CIL

Background

3. The Transport Strategy proposes a series of Healthy Streets Plans to develop an integrated approach to public realm improvements and traffic management for different areas of the Square Mile. In October 2021 the Streets and Walkways Sub-Committee approved the initiation of a Barbican and Golden Lane Healthy Streets Plan.
4. In November 2022, after negotiations with Islington Council about options for consultation on the Beech Street zero-emissions scheme, the Streets and Walkways Sub Committee approved proceeding to public consultation on a permanent scheme for Beech Street and running a parallel public engagement on a wider Healthy Streets Plan in partnership with Islington Council. The wider area engagement had a new project title - Bunhill, Barbican and Golden Lane Healthy Neighbourhood Plan - to reflect both councils' transport strategies.
5. In July 2023 the results of the Healthy Neighbourhood Plan engagement were presented to the Streets and Walkways Sub-Committee. The engagement asked people to indicate their level of support for making changes to the streets which may increase journey times for people in motor vehicles:
 - 89% support for public realm improvements such as on-street trees, planting and places to rest
 - 88% support for improving air quality and reducing noise
 - 81% support for increasing space for people walking
 - 67% support for increasing space for people cycling
6. 97% of people surveyed travel around the area on foot. The most commonly commented upon streets in the engagement were Beech Street, Golden Lane, Moor Lane, and Old Street.

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| | <p>7. In view of the strong level of support for the objectives of the Healthy Neighbourhood Plan the Sub-Committee approved that officers of both the City and LBI convene a formalised and programmed Officers Working Group. The group has developed detailed option proposals and further engaged with stakeholder groups to produce a draft plan for wider consultation.</p> <p>8. Subject to approval, the draft plan in Appendix's 3 and 4 will form the basis of a public consultation starting in the autumn and running for a six week period.</p> |
| <p>2. Next steps and requested decisions</p> | <p>Next Steps:</p> <p>9. The responses from the consultation, and any further traffic and pedestrian modelling that might be considered necessary, will enable a final plan to be prepared for Committees in spring 2025. The final Plan will include a series of proposed projects and a programme for implementation. Subsequent funding bids and external funding opportunities will be explored to initiate individual projects to deliver the Plan. Once initiated the projects will follow the regular project procedures and processes.</p> <p>10. The next steps are:</p> <ul style="list-style-type: none"> • Public and stakeholder consultation on the draft Plan. • Analysis of feedback to further inform the proposals and the prioritisation of projects. • An update report on the principal findings of the consultation in May 2025 • Finalisation of the plan and development of a delivery plan and funding strategy. • Seek adoption of the Neighbourhood Plan in Spring 2025 <p>Requested Decisions:</p> <p>Members of the Streets and Walkways Sub Committee are asked to:</p> <ol style="list-style-type: none"> 1. Approve the draft Healthy Neighbourhood Plan in Appendix 3 and 4 to form the basis of a public consultation exercise 2. Authorise Officers to proceed to public consultation on the Neighbourhood Plan 3. Approve a £33.5k increase in the project budget to £283,500 <p>Members of the Streets and Walkways Sub Committee and the Projects and Procurement Sub Committee are asked to:</p> <ol style="list-style-type: none"> 4. Note that the Director of City Operations, in consultation with the Chairman and Deputy Chairman of Streets and |

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| | Walkways Sub-Committee, will approve the final content of the public consultation materials. |
| <p>3. Resource requirements to reach next Gateway</p> | <p>11. The finance tables are set out in Appendix 2.</p> <p>12. An increase in the project budget of £33.5k is required to undertake the public consultation and analysis and prepare the next Gateway report.</p> <p>13. A £33.55k funding contribution to the traffic studies and analysis was received in 23/24 from Islington. As a contribution, this reduced the CIL funding required to £216.5k. It is now intended that this £33.5k is brought back into the project and for the budget to be increased to £283.5k.</p> |
| <p>14. Overview of project options</p> | <p>Project update:</p> <p>14. Since the Gateway 3 Report was presented to Committee in July 2023, the Officers Working Group between the City Corporation and Islington Council have met on a regular basis. The Working Group have commissioned traffic studies that have recorded:</p> <ul style="list-style-type: none"> • motor traffic movements and speeds on Golden Lane, • the numbers and journey times of motor vehicle movements to and from the Barbican Estate carparks, • traffic movements through the plan area from and to Old Street, Aldersgate Street, London Wall, Ropemaker Street and Moorgate, • an accessibility audit of all streets. <p>15. Stakeholder engagement has been conducted with:</p> <ul style="list-style-type: none"> • businesses about their servicing and delivery arrangements and requirements; • the City of London Primary Academy Islington (COLPAI), Richard Cloudsley School, Prior Western Primary School and the City of London Girls School; • Culture Mile Business Improvement District (BID); • Barbican Association, the Barbican Neighbourhood forum, the Barbican Centre and Heron Tower. <p>The draft Healthy Neighbourhood Plan</p> <p>16. The draft 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"> • The Square Mile’s streets are great places to walk, wheel and spend time |

- Street space is used more efficiently and effectively
- The Square Mile is accessible to all
- People using our streets and public spaces are safe and feel safe
- Improve the experience of riding cycles and scooters in the City
- The Square Mile's air and streets are cleaner and quieter
- Delivery and servicing are more efficient, and impacts are minimised
- Our street network is resilient to changing circumstances
- Emerging transport technologies benefit the Square Mile
- The Square Mile benefits from better transport connections

17. The proposals will support delivery of the City Corporation's Corporate Plan (Vibrant and Thriving Destination and Flourishing Public Spaces) and the Climate Action Strategy and the Destination City initiative. The proposals also support the objectives of the Culture Mile BID and the Barbican Neighbourhood Forum.

18. The draft proposals in the plan have been developed using feedback we received from the public engagement exercise undertaken in 2023. As previously reported, the results of the public engagement are that people were supportive of traffic changes (that could result in some motor journeys being longer) if it meant this enabled improvements for people walking, wheeling and cycling and enhancements to the public realm. Some of the proposals aim to reduce traffic which is driving through the area with no origin or destination and to improve the safety and comfort for people walking, wheeling and cycling.

19. The traffic data shows ~70% of traffic spends less than 5 minutes in the area. This traffic is estimated to not be residential or making deliveries to the area but passing through for other destinations.

20. From the data collection exercise, it is understood how traffic circulates in the area, where it enters and exits and how long the traffic is within the monitored area.

21. The primary traffic route is along the Beech Street / Chiswell Street corridor with around 6,000 vehicles a day where 80% of traffic drives straight through.

22. Some other established route trends involving moderate volumes of traffic between Golden Lane and Chiswell Street; and Wood Street to Ropemaker Street.

23. Through traffic moving north-south in the area is minimal. For example, negligible amounts of traffic enter at Wood Street / London Wall and exit at Bunhill Row/Old Street or enter at Golden Lane and emerge at Wood Street.

24. Based on the understanding of the traffic patterns and other data collected, a number of concept proposals have been developed. Some of the proposed changes can only happen if one or more of the other proposals happen first, such as introducing traffic changes or restrictions so that space from vehicles can then be allocated to people walking and wheeling (such as wider pavements), greening and tree planting or creating places for people to rest.

Proposals involving traffic changes

Beech Street

25. Options to reduce through traffic on Beech Street will seek to improve air quality and reduce noise, creating a more pleasant environment for street users. Reducing traffic volumes sufficiently means that people cycling can cycle safely with traffic and would not need a separate cycle lane. This would allow the pavements to be widened instead (as we have done on King William Street, for example). For this to happen, traffic would be restricted to buses and cycles, with local access to the carpark entrances/exits on Beech Street and the Barbican Centre. Allowing taxis will also be explored as a sub option.

26. The options for Beech Street are:

- Option 1: A traffic restriction to motor vehicles, except buses and access, in both directions with pavement widening on both sides of the street
- Option 2: A westbound only traffic restriction to motor vehicles, except buses and access with pavement widening on the southern side of the street only. (all eastbound traffic would continue to be allowed)

27. Both Beech Street options would include:

- Raising the zebra crossing at the eastern end of Beech Street with Silk Street to pavement level.
- Closing the junctions of Beech Street with Golden Lane and Bridgewater Street to motor vehicles.

Golden Lane

28. An option to reduce through traffic on Golden Lane will seek to reduce traffic speeds, improve safety and create a more pleasant environment for street users in proximity to local schools. Golden Lane would be closed to motorised traffic at the junction with Beech Street.
29. Traffic entering the area would need to exit the area via Golden Lane, with the through route removed the only traffic entering the area would have a purpose in the area such as making a delivery or accessing a property.
30. Associated with this measure; to mitigate against traffic reassigning to Fortune Street and Whitecross Street, Islington Council would ban the right-hand turn from Fortune Street into Whitecross Street.
31. The only motorised vehicles that would be able to access Beech Street from Golden Lane would be buses as there is a need for school buses for the Richard Cloudesley School to access both Golden Lane and Whitecross Street.

Bridgewater Street

32. Bridgewater Street is a lightly trafficked two-way street. There is an opportunity to remove traffic by closing the street to motorised traffic at the junction with Beech Street. There is an opportunity to remove traffic and create a new public space and collaborate on opportunities from the redevelopment of 45 Beech Street.

Moor Lane

33. Options to reduce through traffic on Moor Lane have been explored. Changing the way traffic uses Moor Lane gives greater opportunity to deliver public realm improvements including pavement widening, new greening and tree planting opportunities where feasible and subject to underground constraints.
34. The options for Moor Lane are:
- Option 1: Making Moor Lane one way southbound (Silk Street to Fore Street) and retaining two-way cycling. Note this option would mean removing the “environmental amenity” gate at the southern end of Moor Lane, and Moor Lane would be open in one direction at all times.
 - Option 2: Creating a physical closure of part of Moor Lane to motor vehicles and use the space to create a new public place. Moor Lane would be a No Through Road to motor vehicles, but access to all properties would be maintained. People cycling would still be able to go

through the closure point. The exact location of the closure point will be determined if this option is subsequently progressed but is expected to be either at the southern end of Moor Lane near to Fore Street, or somewhere between Silk Street and the Willoughby House lower car park entrance.

35. There will be some opportunity for public realm improvements on Moor Lane even if there are no changes to the current access arrangements

Milton Street

36. Milton Street is a lightly trafficked two-way street. Between Silk Street and the Milton Court service road there is an opportunity to remove traffic and create a new public space and collaborate on opportunities from the redevelopment of 1 Silk Street.

Chiswell Street

37. Implementing either option 1 or 2 for Beech Street would also significantly reduce traffic on Chiswell Street. Sections of Chiswell Street could be narrowed with traffic required to give way, retaining two-way movement for vehicles while allowing pavements to be widened. Some of this space could then be used to create an area for rest and greening.

Moorfields

38. Proposals exist through the Moorgate Crossrail programme of works for improvement works on Moorfields by making the street one-way southbound (exit via Moor Place), widening the pavements and more greening. This would link into the other projects already delivered at the southern end of Moorfields.

Proposals not requiring traffic changes

39. In response to the issues and ideas contributed through the public engagement, a series of proposals to improve the comfort and safety of people, walking, wheeling and cycling and enhance the environment of the remaining streets in the area.

40. All of the measures are detailed in a single plan in Appendix 3.

41. The measures do not require changes to traffic. Pavements would be widened where possible whilst maintaining existing traffic movements. This space can then be used for people walking and wheeling and more street trees and/or other greenery. The plan proposes to make these improvements on:

- Fore Street
- Ropemaker Street
- Golden Lane
- Silk Street
- Fann Street

EQUALITIES

42. As a Public Authority, the City must have due regard to equality considerations when exercising its functions (section 149 Equality Act 2010).

43. A Test of Relevance exercise has been undertaken to determine if there are likely or potential equality considerations of the measures in the Plan.

44. The results of the test suggest that there may be negative impacts on some people with protected characteristics because of longer journey times if traffic restrictions are introduced. There is also the potential for positive benefits from traffic reduction and associated walking, wheeling, cycling and public realm improvements.

45. A full Equalities Impact Assessment will be undertaken prior to the Healthy Neighbourhood Plan being finalised. This will be informed by feedback gathered through the consultation. Equalities Impact Assessment will also be undertaken for individual projects at the appropriate time as the plan is delivered.

Public consultation – next steps

46. The consultation will gather feedback on the opportunities for change summarised from people who live, work, study and visit the area, as well as businesses and other stakeholders.

47. It is proposed to use an on-line portal, similar to those used for other Healthy Street plan consultations, where the public can comment on as many or as few of the proposals as they wish and highlight any issues and opportunities.

48. For those people who do not have internet access, or do not want to respond online, paper versions of the questions and proposals will be made available.

49. The consultation will be promoted via a letter to all businesses and residents in the area and on its boundary. Online/social media and on-street promotion such as posters publicising the consultation will be used. A series of drop-in engagement sessions with officers will be held where

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| | <p>questions can be asked and help filling out the consultation can be given.</p> <p>50. The feedback from the consultation will help to establish the likely support and priority of the various proposals and identify any further changes that people might like to see in the area not already captured.</p> <p>After consultation</p> <p>51. The feedback from the consultation will be considered and the Plan will be amended accordingly. A final plan will be presented to Streets and Walkways Sub-Committee for approval. This report will feedback the full consultation and engagement findings and identify what has been amended within the plan to address these points. We will aim to bring an update report setting out the key findings of the consultation in January 2025. The final Healthy Neighbourhood plan will be presented in the Spring of 2025</p> <p>52. The final Plan will propose a prioritised programme of projects. Further funding will be sought to initiate these projects from both external and internal funding streams, such as any new Section s278 agreements, CIL, and On Street Parking Reserve. Opportunities for partner funding opportunities will be explored, for example working in partnership with the BID and local businesses.</p> |
| <p>15. Sustainability and energy implications</p> | <p>a/ Meets Regulated Requirements</p> <p>53. There are no regulated requirements for a Healthy Neighbourhood Plan. The Plan will create a framework of projects that will give the opportunity to meet the objectives of making the Square Mile public realm more climate change resilient by adding more green spaces, urban greening, flood resistant road surfaces, adaptable planting regimes and heat-resistant materials. They will also support efforts to reduce motor traffic in the City and enable more people to choose to walk, wheel and cycle.</p> |
| <p>6. Recommendation</p> | <p>54. It is recommended that the details of the draft Healthy Neighbourhood Plan in Appendix 3 and 4 are taken forward to public consultation to seek views of local communities.</p> |
| <p>7. Risk</p> | <p>55. Risks identified are.</p> <ul style="list-style-type: none"> • The City Corporation and Islington Council or TfL do not agree traffic management changes in the project area. • Stakeholder groups such as local resident's associations or schools do not support proposed changes to traffic management. |

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| | <ul style="list-style-type: none"> • Insufficient funds for the projects identified in the plan. <p>56. Further information is available in the Risk Register (Appendix 2).</p> |
| 8. Procurement strategy | 57. For traffic and pedestrian data collection, traffic modelling, consultation support and design the Transport and Public Realm Framework will be used. Where not appropriate standard procurement processes will be used. |

Appendices

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| Appendix 1 | Project Coversheet |
| Appendix 2 | Finance Tables |
| Appendix 3 | Draft Bunhill, Barbican and Golden Lane Healthy Neighbourhood Plan (maps) |
| Appendix 4 | Draft Bunhill, Barbican and Golden Lane Healthy Neighbourhood Plan (text) |
| Appendix 5 | EQIA Scoping (Test of Relevance) |

Contact

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