

Committees: Streets and Walkways Sub Committee - (For Decision) Projects and Procurement Sub Committee - (For Information)	Dates: 19 November 2024 09 December 2024
Subject: Transforming Fleet Street - (Fleet Street Area Programme) Unique Project Identifier: TBC	Gateway 2: Project Proposal Complex
Report of: Katie Stewart, Executive Director of Environment Report Author: Maria Curro – Project Manager	For Decision
<h1>PUBLIC</h1>	

Recommendations

1. Next steps and requested decisions	<p>Project Description: The Transforming Fleet Street project will deliver change along the length of Fleet Street, with a focus on improving the experience for people walking, wheeling, cycling and spending time on the street. To enable this, changes to traffic movements will be necessary to allow for wider pavements, crossing improvements and public realm improvements. These transformative changes will accommodate the changing needs of the Fleet Street area and better accommodate the expected increase in people working in and visiting the area.</p> <p>Next Gateway: Gateway 3 - Outline Options Appraisal (Complex)</p> <p>Next Steps:</p> <ul style="list-style-type: none"> • Review of completed baseline study which maps the existing conditions of Fleet Street, and preliminary highway and kerb line design options; • Commission of utility surveys, traffic modelling and other required surveys and/or modelling; • Undertake concept designs for Fleet Street, including opportunities for pavement widening and changes to the layout of street. Develop feasible design options for the highway and kerb line layout;
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- Engage with Transport for London (TfL) Buses, Traffic Management and Traffic Signals Teams;
- Outline traffic implications of concept designs, including impacts on bus services; and
- Engagement with stakeholders, including the Fleet Street Quarter BID (FSQ BID).

Requested Decisions:

Members of the Streets & Walkways Sub-Committee are requested to approve the following:

1. Approve the initiation of the Transforming Fleet Street project as part of the Fleet Street Area Programme;
2. Approve the budget of £565,285 (staff costs and fees) for the project to reach the next Gateway, funded from City CIL funding that has been approved for this project;
3. Note the total estimated cost of the project at £9.5m – 10.5m (excluding risk).

2. Resource requirements to reach next Gateway

Item	Reason	Funds/ Source of Funding	Cost (£)
Staff time P&T	Project management, option appraisal, stakeholder engagement and report writing.	CIL funding	£182,310
Staff time Highways	Technical guidance and feasibility design.	CIL funding	£87,975
Fees	Survey work, traffic modelling, utility surveys, design consultancy and related services.	CIL funding	£295,000
Total			£565,285

Costs include project management time, work to determine traffic and design options, stakeholder engagement with internal CoL stakeholders, coordination across various

	<p>projects/developments within the Fleet Street area, and report writing. Time and costs also reflect Highways engineering time.</p> <p>Costs are also reflective of the staff time required for external stakeholder engagement, preparation of engagement materials and engagement workshops/meetings. Extensive engagement will need to be undertaken with surrounding boroughs, specialist stakeholder groups, etc.</p> <p>Fees budget includes costs for (but not limited to) any required transport and design consultancy fees, Equality Analysis and Healthy Streets support, promotional materials and stakeholder engagement, highway and utility surveys, traffic monitoring, legal fees, road safety audits, Traffic Order costs, and ground investigations and trial holes (if required). Fees are also required for traffic surveys across the Fleet Street project area and surrounding areas and traffic modelling. It is expected that the traffic modelling phase, as required by TfL, will be completed over a 12 – 18 months.</p> <p>Costed Risk Provision requested for this Gateway: A costed risk provision is not required at this stage of the project.</p>
<p>3. Governance arrangements</p>	<p>This project forms part of the Fleet Street Area Programme, which has an established Working Group with members from the FSQ BID, Ward Members and other local stakeholders.</p> <p>The Service Committee is the Streets & Walkways Sub-Committee.</p> <p>The Senior Responsible Officer is Bruce McVean, Assistant Director, Policy and Projects.</p>

Project Summary

<p>4. Context</p>	<p>4.1 Fleet Street is one of London’s most historic and iconic streets. Currently, the Fleet Street area is undergoing significant change, with several large-scale developments both underway and proposed.</p> <p>4.2 Westminster City Council recently implemented substantial improvements at The Strand and Aldwych, demonstrating the benefits of walking, wheeling and public realm improvements to the area. In comparison, Fleet Street, which directly links to The Strand, is characterised as having an uninviting and uncomfortable public realm environment.</p> <p>4.3 Improvements along Fleet Street are included in the Fleet Street Area Healthy Streets Plan (HSP), adopted</p>
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in November 2023. This project has been identified as the highest priority in the area and this has been endorsed by the Fleet Street Area Working Group. The Group was set up following the adoption of the HSP to guide the delivery of the projects from the plan (Fleet Street Area Programme) and includes representatives from local ward members, the FSQ BID and local developers.

- 4.4 Fleet Street is a significant east-west corridor for those walking, wheeling and cycling and for vehicular movements, particularly buses.
- 4.5 Key drivers for change across the project include the narrow pavements along Fleet Street, the poor public realm environment, and the expected increase in people working and visiting the area. Fleet Street is home to several large-scale developments, which is expected to attract a significant number of workers and visitors to the area.
- 4.6 The project boundary is located from Chancery Lane (west of Chancery Lane at the City boundary) to Ludgate Circus (Appendix 2). Changes to Ludgate Circus will not be undertaken as part of this project, as Ludgate Circus forms part of TfL's Road Network. The Transforming Fleet Street project will act as a key mechanism in the regeneration throughout the Fleet Street area.

Fleet Street Area Study (baseline and preliminary design findings)

- 4.7 FSQ BID, in collaboration with City Officers, commissioned a transport consultancy to complete a baseline study of the Fleet Street corridor as well as a preliminary and high-level highway design options. This work was completed in August 2024.
- 4.8 The baseline study captured the existing highway conditions, pedestrian flows and pedestrian comfort levels (PCLs) and traffic flows across the Fleet Street corridor project area.
- 4.9 The study identified several preliminary design options for a revised highway layout to better promote improvements for people walking wheeling and cycling. These design options included a reduced carriageway width, the removal of the bus lane and cycle lane enhancements.

	<p>4.10 The design options further included increased pavements widths along Fleet Street, taking into consideration a revised highway layout for vehicles and other factors that are required to be considered such as ceremonial route requirements.</p> <p>4.11 The baseline findings and the preliminary design options outlined within the study, will be used by City Officers to take forward the Fleet Street Corridor project.</p> <p>4.12 Additional work is needed, based on the findings of the study, which include, but are not limited to, a more detailed understanding of the proposed options, impacts on surrounding streets and traffic flows, consultation with TfL Buses and wider stakeholder engagement.</p>
<p>5. Brief description of project</p>	<p>5.1 Fleet Street and the wider Fleet Street area is undergoing significant regeneration. There are several large-scale developments along Fleet Street, including the Salisbury Square Development, 120 Fleet Street (the former Daily Express building) and 65 Fleet Street.</p> <p>5.2 Fleet Street connects the City of Westminster to the City, and to many cultural destinations east within the City. Fleet Street is also an important royal and state processional route and one of the primary thoroughfares for the Lord Mayor Show.</p> <p>5.3 The Transforming Fleet Street project will seek to create an enhanced environment for people walking and wheeling, improving the public realm along the street whilst balancing the needs of people and businesses to access and service. With anticipated growth in the volume of workers in the area this project will facilitate and support the regeneration of the area</p> <p>5.4 Key project objectives include the following:</p> <ul style="list-style-type: none"> • Widening of pavements to provide more space for people walking and wheeling • Enhancing existing crossings and, where feasible, include new crossing points to improve safety and accessibility, and better reflecting walking desire lines • Amending the City of London Police checkpoints, to narrow the carriageway and to provide more space for people walking and wheeling • Improving safety and the feeling of safety for people using Fleet Street

	<ul style="list-style-type: none"> • Improving cycle safety and cycling infrastructure for people cycling on Fleet Street • Improving and managing on-street loading facilities, working alongside key stakeholders • Delivering wider public realm improvements along the length of Fleet Street, including seating and planting to create a high-quality street environment that is commensurate with the surrounding historic townscape and new developments. <p>5.5 TfL Buses will be engaged throughout the project to understand potential impacts on bus journey times and, if necessary, identify mitigation.</p>
<p>6. Consequences if project not approved</p>	<p>6.1 Stakeholder and Member engagement through the Fleet Street Area HSP and Fleet Street Area Programme Working Group has indicated strong support for the improvement of this street. If this project proposal is not approved, aspirations from stakeholders to deliver a more people-focused environment would not be met.</p> <p>6.2 Aspirations for an enhanced environment for people walking and wheeling, including widened pavements, improved and safer crossing, etc. will not be achieved. These aspirations are of particular importance given the large-scale developments within the area and the forecast increase in number of workers and visitors to the area.</p> <p>6.3 The transformation of Fleet Street and the wider area requires significant improvements to Fleet Street as a corridor. If this project proposal is not approved, the aspirations will not be met.</p>
<p>7. SMART project objectives</p>	<p>7.1 This project aligns with the delivery of the 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 • People using our streets and public spaces are safe and feel safe. • The Square Mile is accessible to all. • More people choose to cycle in the City. <p>7.2 These Outcomes will be achieved by:</p> <ul style="list-style-type: none"> • Provision of additional pavement space for walking and wheeling. • Accessibility improvements to provide more comfortable crossing points for all users.

	<ul style="list-style-type: none"> Enhance safety for all users, with a focus on cyclists and pedestrians. <p>Optimise loading and parking provision to ensure the needs of local occupiers are met, whilst providing an improved environment for people walking, wheeling and spending time in the area.</p> <p>7.3 Introduce climate resilient planting and tree planting in line with the Transport Strategy and Climate Action Strategy, where feasible.</p>
8. Key benefits	<p>8.1 Improved environment for people walking, wheeling, cycling and spending time in the area. An accessible public realm with wider pavements and safe crossing points contributes to the delivery the Transport Strategy, City Plan 2040, Corporate Plan and Destination City.</p> <p>8.2 Public realm, greening and climate resilience measures are to be introduced contributing to delivery of the Transport Strategy and the Climate Action Strategy.</p> <p>8.3 Stakeholder’s aspirations will be met, ensuring the area remains attractive and the local economy is supported.</p> <p>8.4 A high-quality design will be delivered in line with the historic setting of Fleet Street and the wider area.</p>
9. Project category	7a. Asset enhancement/improvement (capital)
10. Project priority	A. Essential
11. Notable exclusions	This project does not include the Ludgate Circus junction.

Options Appraisal

12. Overview of options	<p>12.1 The Fleet Street Transformation project seeks to create a more enhanced environment for those walking, wheeling and cycling.</p> <p>12.2 At this early stage of the project, high-level and preliminary design options of the highway and kerb line design have been considered.</p> <p>12.3 Additional work is needed, based on the findings of the study, which include, but are not limited to, a more detailed understanding of the proposed options, impacts on surrounding streets and traffic flows, traffic restrictions, and consultation with TfL Buses and wider stakeholder engagement.</p>
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	<p>12.4 As the project progresses, options to be explored will include:</p> <ul style="list-style-type: none"> • Reduced carriageway width and improved street layout • Extended pavements with repositioned kerb lines • Repositioning of parking and loading requirements across Fleet Street • Introduction of trees, planting and seating along Fleet Street <p>12.5 Significant stakeholder and public consultation will be undertaken during the development of the design options.</p>
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Project Planning

<p>13. Delivery period and key dates</p>	<p>The Fleet Street corridor project is expected to be initiated in Autumn 2024, with feasibility concept designs to be produced end of 2025. Assessment of the highway layout options including options for the bus lane and what that might mean for reallocation of street space will be undertaken in 2025/2026. Once a preferred design option has been established it will be developed and presented for Gateway 4 approval in 2026.</p> <p>Stakeholder engagement will be undertaken throughout the lifecycle of the project. Key project stakeholders are noted in Section 15.</p> <p>The Transforming Fleet Street project is a long-term project, and the milestones for this project will work alongside the programme of developments located on Fleet Street.</p> <p>Key dates: Key project dates include:</p> <ul style="list-style-type: none"> • Project initiation: Autumn 2024 • Surveys and concept design options appraisal: End of 2025 • Gateway 3: End of 2025 • Gateway 4: Mid 2026 • Gateway 5: 2027 • Implementation 2027-2029 (in phases) <p>Other works dates to coordinate: Other projects and works occurring in the area include the following:</p> <ul style="list-style-type: none"> • 120 Fleet Street: The redevelopment of the former Daily Express building. • 65 Fleet Street: Refurbishment of building into a new professionally managed student accommodation. • Salisbury Square Development: Development of the new Courts and Tribunal buildings and the City of London Police Headquarters.
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	<p>These projects have or will have S278 projects to integrate these buildings into the public environment and will contribute to the vision of this Transforming Fleet Street project coordination meetings will be held with the respective development project management teams to ensure that our projects are aligned and that the works programme is considered holistically.</p>
<p>14. Risk implications</p>	<p>Overall project risk: Medium Project RAG status: Green</p> <ul style="list-style-type: none"> • Traffic modelling and designs show constraints to intended Fleet Street design proposals <i>Risk response: reduce</i> <p>Designs will be carefully considered to ensure that they are beneficial to people walking wheeling, cycling and using buses, whilst minimising detrimental impacts on other traffic movements.</p> <p>Ongoing engagement with internal and external stakeholders will be undertaken to identify opportunities and constraints and how best to mitigate and manage these constraints when taking forward the Fleet Street proposals.</p> <p>Specific considerations within this risk are as follows:</p> <ul style="list-style-type: none"> ○ Bus lane removal may not be feasible, as TfL Buses may not agree to the removal of the lane. Early and ongoing discussions will be held with TfL Buses to understand whether the bus lane can be removed and challenges in doing so. ○ Traffic modelling shows unacceptable impacts on the wider highway network. Traffic modelling results will be carefully assessed at the earliest opportunity to understand how challenges can be mitigated against. <ul style="list-style-type: none"> • Internal/external stakeholders object to the design proposals <i>Risk response: reduce</i> <p>Project designs will be considered and discussed with internal and external stakeholders as the project is developed, including reviewing provision of carriageway/kerbside available for buses, changes to kerb lines and the activity at those kerbside and the introduction of greening along Fleet Street.</p> <ul style="list-style-type: none"> • Utilities infrastructure makes the proposed Fleet Street design changes not viable <i>Risk response: reduce</i> <p>Utility and other surveys will be undertaken at the earliest stages of the project to determine underground conditions, impacts to the project design and requirements moving forward.</p>

	Further information available within the Risk Register (Appendix 3).
15. Stakeholders and consultees	<p>15.1 External consultees:</p> <ul style="list-style-type: none"> • Residents • Local businesses and occupiers • Developers with an interest in the area • FSQ BID • Fleet Street Programme Working Group • TFL (including TfL buses) • Westminster City Council • Camden Council • General public • Transport groups (i.e. accessibility groups) • City of London/other emergency services <p>15.2 Internal consultees:</p> <ul style="list-style-type: none"> • City of London Environment Department (including Highways, Cleansing, City Gardens) • Ward Members • City of London Police • Pageantmaster (Lord Mayor's Show)

Resource Implications

16. Total estimated cost	Likely cost range: £8m - £11m											
17. Funding strategy	Choose 1: All funding fully guaranteed	Choose 1: Mixture - some internal and some external funding										
	<table border="1"> <thead> <tr> <th>Funds/Sources of Funding</th> <th>Cost (£)</th> </tr> </thead> <tbody> <tr> <td>City of London CIL funding (Report outlining the CIL funding commitment to the Resource and Allocation Sub-Committee on July 11th, 2024)</td> <td>£9m</td> </tr> <tr> <td>External contributions (Fleet Street Quarter BID)</td> <td>£500k</td> </tr> <tr> <td>Section 278 (estimated)</td> <td>£750k / £1m</td> </tr> <tr> <td style="text-align: right;">Total</td> <td>£10.25m - £10.5m</td> </tr> </tbody> </table>		Funds/Sources of Funding	Cost (£)	City of London CIL funding (Report outlining the CIL funding commitment to the Resource and Allocation Sub-Committee on July 11 th , 2024)	£9m	External contributions (Fleet Street Quarter BID)	£500k	Section 278 (estimated)	£750k / £1m	Total	£10.25m - £10.5m
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Total	£10.25m - £10.5m											
	Funding for the Fleet Street corridor project has been approved to be funded up to £9m by the City of London CIL funding											

	allocation. Additional funding has been provided to date by the FSQ BID, with the opportunity for further funding in future years.
18. Investment appraisal	<p>Not Applicable. On-going revenue implications include:</p> <p>18.1 Revenue implications for highways and soft landscaping maintenance, and cleansing will be developed over the course of the detailed design and have been included in the project estimate.</p>
19. Procurement strategy/route to market	<p>19.1 It is anticipated that all works will be undertaken by the City's Highways term contractor, currently FM Conway.</p> <p>19.2 The design work is proposed to be carried out by the Highways and the Policy & Projects team in collaboration with an appointed traffic consultant, subject to scope and resourcing. It may be necessary to undertake further data collection with regards the traffic volumes, pedestrian volumes, and kerbside use by an external provider.</p> <p>19.3 In regard to the public realm, there may also be a requirement for a landscape architect to be appointed, subject to scope and resourcing.</p> <p>19.4 Consultant appointments will be made following standard City procurement rules and processes or via the Transport and Public Realm framework, if appropriate.</p> <p>19.5 The materials and specification of the design will be the City's standard specification, in accordance with the City Public Realm Toolkit (2024).</p>
20. Legal implications	<p>20.1 In exercising the City Corporation's 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). Regard should be had to these duties as the project moves forward and options are considered.</p> <p>20.2 Pursuant to the Equality Act 2010 when making decisions, the City Corporation must have due regard to the need to eliminate unlawful conduct, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who do not (the public sector equality duty). An Equality Analysis</p>

	will be carried out the project moves forward, and this will assist the City Corporation in discharging this duty.
21. Corporate property implications	Salisbury Square Development will need to be taken into consideration as this project is developed. It is a requirement of the Salisbury Square Development to explore whether there is the opportunity to extend the southern Fleet Street footway.
22. Traffic implications	<p>22.1 Changes to the footway layout, may impact bus journey times and bus reliability. TfL Buses will be consulted throughout the lifecycle of the project to ensure that changes to the footways and highway layout on Fleet Street is minimally determinantal to bus services.</p> <p>22.2 Changes to the pavement and enhanced/additional crossing points may impact taxi and general traffic flows. This would need to be considered from a City network performance perspective with TfL through the traffic management approval process.</p> <p>22.3 Banned turns at junctions and other traffic restrictions may need to be considered, which may displace traffic onto other surrounding streets.</p> <p>22.4 These traffic implications will be explored and mitigated measures developed through traffic modelling and design and ongoing consultation with TfL.</p>
23. Sustainability and energy implications	<p>23.1 The project will achieve best practice/industry leading standards, as outlined below.</p> <p>23.2 It is anticipated that all materials will be sustainably sourced where possible and be suitably durable for construction purposes.</p> <p>23.3 Climate change resilience measures and planting will be considered as part of the design development such as rain gardens and tree planting.</p>
24. IS implications	None.
25. Equality Impact Assessment	<ul style="list-style-type: none"> An equality impact assessment will be undertaken. The Test of Relevance can be found in Appendix 4.
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
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Appendix 2	Project Location
Appendix 3	Risk Register
Appendix 4	Test of Relevance

Contact

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