

Committees: Streets & Walkways Sub-Committee (<i>for decision</i>) Projects & Procurement Sub-Committee (<i>for information</i>)	Dates: 04 February 2025 04 February 2025
Subject: St. Paul's Gyratory Transformation Project – Phase 1 (New highway layout) Unique Project Identifier: 113377	Gateway 5: Authority to start work (Complex)
Report of: Executive Director Environment Report Author: George Wright, Transport and Public Realm, City Operations	For Decision
<h1 style="margin: 0;">PUBLIC</h1>	

1. Status Update	<p>Project Description:</p> <p>1.1 The project will transform the St Paul's gyratory. Largely unchanged since the 1970s, the designs will reorganise the traffic-dominated streets to create a new public space, introduce safer walking and cycling routes, and retain access for buses and motor-vehicles. Closing the southern section of King Edward Street to traffic enables the City to create Greyfriars Square, a new, 3,000-square-metre public space in the heart of the Square Mile.</p> <p>1.2 The project will be built in two phases. Phase 1 will improve streets to the south of the Museum of London 'rotunda' roundabout, starting in 2025 and completed by 2027. Phase 2 will improve the Museum of London 'rotunda' roundabout to be programmed at the same time as the Museum of London/Bastion House is redeveloped.</p> <p>1.3 This Gateway 5 report relates to changes to the highway layout within the Phase 1 area. A separate Gateway 5 report relating the design of Greyfriars Square will be brought to Members later in 2025.</p> <p>RAG Status: Amber (Green at last report to Committee)</p> <p>Risk Status: Medium (Medium last report to committee)</p>
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	<p>Total Estimated Cost of Project (excluding risk): £17.5-19.5 million</p> <p>Change in Total Estimated Cost of Project (excluding risk): The cost range has increased by £2.5 million from £15-17m. Cost increases are primarily due to the calculation of 20 years commuted sums for additional cleansing and maintenance of the soft and hard landscaping in Greyfriars Square and can be accommodated from existing available funding.</p> <p>Spend to Date: £2,066,597.</p> <p>Costed Risk Provision Utilised: 0</p> <p>Slippage: Approximately three months, primarily due to delays in receiving TMAN approval from TfL due to cyberattack disabling IT systems (no impact on overall programme but has delayed progression of traffic signals design).</p> <p>Project Progress:</p> <p>1.4 In January 2024, Members approved a Gateway 4C report that approved the recommended new highway layout and authorised officers to commence work on the detailed construction design.</p> <p>1.5 Positive progress has been made since then including Member approval for the RIBA Stage 3 developed design for Greyfriars Square in May 2024, final TMAN approval from Transport for London in December 2024 and the completion of the statutory consultation on the proposed Traffic Management Orders.</p> <p>1.6 This report seeks Member approval to start construction work on the changes to the new highway layout.</p>
<p>2. Next steps and requested decisions</p>	<p>Next Gateway: Gateway 5: Greyfriars Square</p> <p>Next Steps:</p> <ol style="list-style-type: none"> 1. Undertake communication/engagement with local residents/businesses and stakeholders regarding construction implications (Ongoing). 2. Mobilise highways contractor (Feb-April 25) 3. Continue coordination with developer of 81 Newgate Street and new occupier HSBC (Ongoing). 4. Continue to progress RIBA stage 4 design for Greyfriars Square (September 2024-April 2025). 5. Continue communication/engagement with utility companies regarding construction implications and affected apparatus (Ongoing). 6. Undertake construction (April 2025-September 2026).

	<p>Requested Decisions:</p> <ol style="list-style-type: none"> 1. That the General Arrangement designs shown in Appendix 4 are approved and construction of the new highway layout is authorised; 2. That additional budget for the highway layout of £4,864,148 is approved to reach the next Gateway (excluding Greyfriars Square); 3. Note the revised project budget (excluding Greyfriars Square) of £9,433,770 (excluding risk); 4. Note the total estimated cost of the project at £17.6 million (excluding risk); 5. That an additional Costed Risk Provision of £605,000 is approved, making a total costed risk of £885,000 (to be drawn down via delegation to Chief Officer). 																			
<p>3. Budget</p>	<p>To date, a total of £2,066,597 has been spent on scheme development from a total approved budget of £5,454,622. Additional resources to deliver the next stage of the project are listed below, with further details in Appendix 3.</p> <table border="1" data-bbox="529 976 1401 1330"> <thead> <tr> <th colspan="3">Additional Resources Required to reach the next Gateway</th> </tr> <tr> <th>Description</th> <th>Funding Source</th> <th>Amount (£)</th> </tr> </thead> <tbody> <tr> <td>Staff Costs</td> <td rowspan="6">OSPR Capital Bid 2023/24</td> <td>405,000</td> </tr> <tr> <td>Fees *</td> <td>(116,878)</td> </tr> <tr> <td>Works **</td> <td>3,890,426</td> </tr> <tr> <td>Maintenance</td> <td>80,600</td> </tr> <tr> <td>CRP</td> <td>605,000</td> </tr> <tr> <td>Total</td> <td>4,864,148</td> </tr> </tbody> </table> <p>* Resources required less than already approved and. Re-allocated to other tasks. ** Includes utilities costs.</p> <p>Costed Risk Provision requested for this Gateway: £605,000, making a total of £885,000 (as detailed in the Risk Register – Appendix 2 and summarised in section 7 of this report).</p>	Additional Resources Required to reach the next Gateway			Description	Funding Source	Amount (£)	Staff Costs	OSPR Capital Bid 2023/24	405,000	Fees *	(116,878)	Works **	3,890,426	Maintenance	80,600	CRP	605,000	Total	4,864,148
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<p>4. Design summary</p>	<p><u>Design development</u></p> <p>4.1 Since Gateway 4C approval in January 2024 for the new highway layout a considerable amount of design development has taken place. This has included:</p> <ul style="list-style-type: none"> • Preparation of the construction design package • Continued liaison with utility companies regarding the proposed highway changes 																			

- Completion of the Transport for London's traffic modelling processes (MAP 1-6) in June 2024
- Approval of the highway layout at Transport for London's Road Space Performance Group in July 2024
- TMAN approval from TfL in December 2024 (this was delayed by several months due to the TfL cyber attack)
- Completion of the statutory consultation on the Traffic Management Orders in January 2025, with no objections received.
- Preparation of a communications/engagement plan
- Regular liaison with the developer of 81 Newgate Street and HSBC – the new occupier
- Continued design development of Greyfriars Square with a Gateway 5 scheduled for summer 2025.

Design overview

4.2 The St. Paul's gyratory transformation project will partially remove the gyratory system introduced in the 1970's between Newgate Street and the Museum of London rotunda. The new highway layout will introduce two-way working on Newgate Street, Montague Street and part of St. Martin's Le Grand, and introduce a westbound traffic flow on Angel Street. These changes will enable the closure of the southern section of King Edward Street to create the new public space, Greyfriars Square. The project will introduce a package of improvements for people who walk, wheel and cycle whilst also allowing buses and general traffic to flow smoothly through the area.

Walking (Appendix 5 – slide 1)

4.3 Almost 1,500sqm of existing road will be converted into new pavement space. This includes the southern end of King Edward Street where the three traffic lanes will be converted into a new pedestrianised public square. Pavements will be widened at other locations across the project area. The project will improve crossings by making the distance to cross shorter and adding new crossings where people want to cross. The junctions with side streets (uncontrolled crossings) will be raised to pavement level. This will give greater priority to people walking and reinforces the Highway Code requirement for drivers to give way to people when they are crossing.

Cycling (Appendix 5 – slide 2)

4.4 The proposals will introduce over 800 metres of east-west and north-south cycle lanes. These will be protected wherever space permits, providing safer cycling infrastructure through the project area.

4.5 On Newgate Street, protected cycle lanes will be introduced in both directions, meaning people travelling eastbound towards Cheapside/New Change will no longer

need to travel around the one-way gyratory, improving connections and journey times.

4.6 On St Martin's Le Grand, a protected two-way cycle route will be introduced between the Newgate Street junction and Angel Street. People can then use a northbound, protected, contraflow cycle lane to reach the rotunda roundabout or turn into Gresham Street or Little Britain. A new southbound cycle lane will be introduced between the rotunda and Angel Street. These measures will provide a much safer environment for people travelling north and south through the area.

4.7 Significant changes are proposed for people cycling through the Newgate Street/Cheapside/St Martin's Le Grand/New Change junction.

- A cycle gate is proposed for people cycling eastbound on Newgate Street enabling them to get ahead of traffic before travelling northbound up St. Martin's Le Grand or towards Cheapside or New Change.
- People cycling will have their own traffic signal stage on New Change (northbound) and St. Martin's Le Grand (southbound).
- On a section of Cheapside people cycling westbound will need to travel in the main carriageway but will get an early or separate cycle signal release ahead of the other traffic.

The proposals do not permit cycling through the new Greyfriars Square public space.

Buses (Appendix 5 – slide 3)

4.8 All bus routes that travel through the project area will continue to do so but some routings will change because of the proposed changes to the street layout:

- Routes that currently travel west or southbound are largely unchanged. Routes travelling eastbound will have a shorter journey as Newgate Street becomes two-way, meaning buses will no longer need to travel via Angel Street.
- Routes travelling northbound will in future travel north up St Martin's Le Grand, turn left into Angel Street and right into King Edward Street before joining the roundabout. This is a slightly longer route for the direction of travel.

4.9 There will be some changes to bus stopping and standing arrangements:

- The current bus stand on King Edward Street will become a bus stop, providing a stop closer to the main entrance to St. Bart's Hospital and bus stop (SV) further north on Montague Street will be removed.
- Bus Route 100 will use the existing bus stands on Giltspur Street.
- Bus stop (SW) on St. Martin's Le Grand will be relocated slightly further north. This bus stop will be located on a traffic island which is accessed via a zebra crossing across a cycle track.
- Bus stop (SQ) on Newgate Street will be relocated further to the west.

4.10 TfL's Scheme Impact Report summarised the impact on bus routes as follows: "Buses in the region are seen to experience a slight increase in journey time on some routes and slight reduction in journey time on other routes. Overall, the impact to buses is considered neutral."

Bus stop by-passes

4.11 National and London guidance indicates that traffic levels on St Martin's Le Grand exceed the threshold for requiring cycle infrastructure and are expected to continue to do so in the future. The design for St Martin's Le Grand therefore incorporates protected cycle lanes, including a bus stop bypass to maintain the separation of people cycling from motor traffic. Details of the work done to explore and rule out alternatives arrangements that would have avoided the need for the bus stop bypass are provided in Appendix 6. These included locating the cycle lane on the western side of St Martin Le Grand and removing the bus stop with passengers using the next nearest stop instead.

4.12 Appendix 6 also includes detail of engagement with disabled people's groups on the design of the bus stop bypass and the design features that reflect the feedback received and are in line with national and London guidance. For example, placing the zebra crossing on a raised table, including Belisha beacons and narrowing the lanes to slow people cycling and discourage overtaking on the approach to the crossing. Additional measures to slow people cycling will be explored while the construction package is being developed.

Waiting and loading (Appendix 5 – slide 4)

4.13 The proposed changes to waiting and loading within the project area are detailed on a street-by-street basis below:

4.14 Newgate Street: No waiting or loading at any time except in signed bays. A new loading bay will be introduced on the north side of Newgate Street to service the Vestry House

Dental Centre and the re-located Santander cycle hire docking station

4.15 St. Martin's Le Grand: No waiting or loading at any time except in signed bays. The loading bay outside the Lord Raglan will be retained. The two taxi rest bays will be re-located to the south side of Gresham Street. The four existing coach parking bays will be removed. Two of these coach bays have been suspended since 2022 when construction at 81 Newgate Street commenced.

4.16 Angel Street: No waiting or loading at any time except in signed bays. The two taxi rest bays will be re-located to the south side of Gresham Street. The four existing coach parking bays would be reduced to two. The four existing coach bays have been suspended since 2022 when construction at 81 Newgate Street commenced.

4.17 Gresham Street: Introduction of four taxi rest bays on south side outside 2 Gresham Street.

4.18 Montague Street: No waiting or loading at any time.

4.19 Cheapside/New Change/King Edward Street/Little Britain: No changes to existing waiting and loading provision.

4.20 A statutory consultation on the Traffic Management Orders required to implement the above was undertaken in December 2024 and no objections were received.

Assessment of design proposals

Equality Impact Assessment (EqIA)

4.21 An independent transport and infrastructure consultancy, Steer, was appointed to undertake a full EqIA on the project proposals (including the RIBA Stage 3 design for Greyfriars Square).

4.22 The EqIA concluded that: "The St Paul's Gyratory Transformation Project is anticipated to yield positive benefits for both residents and visitors to the area. The creation of a new public space, equipped with an inclusive play area, alongside active travel enhancements across the project area can help to create a more inclusive and engaging environment for the community and visitors.

4.23 This EqIA has identified a limited number of potential minor negative impacts for bus passengers and private vehicle users. Negative impacts are related to increases in journey time, however, through options that optimise signal timings and

junction interactions, these journey time increases are relatively limited (up to 2 minutes).

4.24 Overall, the project should be considered in its totality; the positive impacts identified are aligned with objectives of The City of London's Transport Strategy; to prioritise space for active travel, improve road safety and accessibility, and enhance space for dwelling. The positive impacts identified within the proposed design outweigh any negatives and will transform the project area into a more vibrant, inclusive, and sustainable public space for the residents and visitors to the project area."

The full EqlA is included as Appendix 7.

Healthy Streets Design Check Assessment

4.25 The project proposals have been assessed using the Healthy Streets Design Check. The project was split into five distinct areas and assessed on the current street environment and what was proposed. Across the project area, the assessment shows an overall improvement in all areas, with most indicators seeing positive changes compared to the current layout (see Appendix 8 for further information) .

4.26 The assessment identified some areas where improvements could further enhance social, economic, and environmental sustainability. As a result of this, a number of design revisions were made to the highway layout that improved the overall scores. These improvements included:

- Tactile paving at vehicle crossovers
- Additional trees and seating
- Additional bus shelters
- Adjusting locations of new street trees to provide a wider pavement
- Raising an existing signalised pedestrian crossing to pavement level

4.27 The Healthy Streets assessment showed that cycle safety at two junctions scored poorly: westbound between Cheapside and Newgate Street; southbound on St. Martin's Le Grand at the junction of Gresham Street. Officers did explore potential design revisions to improve the cycling environment at these junctions but due to the need to balance the needs of all road users and the overall space constraints on the highway these were not progressed. Overall, the cycle junction assessment shows that improvements will be delivered across most of the project area.

4.28 The assessment also found that noise and air quality scores dropped in two locations, Newgate Street and Angel Street. This is because Newgate Street will become two-way for vehicles and Angel Street, when re-opened, will be used by all northbound traffic.

The full Healthy Streets Assessment can be obtained by contacting the report author.

City of London Accessibility Tool (CoLSAT)

4.29 The use of the CoLSAT tool has led to design refinements to improve accessibility and comfort. These include: the introduction of additional controlled crossings and raised tables and side entry treatments that are flush with the pavement to make it easier to cross the street. Tactile paving which guides blind and visually impaired people to crossing points will be provided at all required locations. Seating will be installed around the project area to provide the opportunity for people to stop and rest if they need, with the exact locations still to be determined.

4.30 The CoLSAT summary results are listed in table 1. These indicates a significant improvement over the current environment with the elimination of all ‘0’ scores (which indicate a street is inaccessible to people with particular impairments) and a significant reduction in the number of ‘1’ scores (which indicates that a street design element is challenging for people with particular impairments and they are likely to give up on the journey if they had to negotiate it more than once or twice).

4.31 Where ‘1’ scores remain, this is primarily due to the increased use of tactile paving (20) and retention of existing dropped kerbs and road camber slopes due to the local topography of the area (30). It has not been possible to improve on some scores such as the location of dedicated taxi drop off locations and blue badge parking due to the space limitations within the project area. Overall, the scheme does significantly improve the accessibility of the streets within the project area.

Table 1 - CoLSAT Summary Results Table				
	Total 0 scores* – severe accessibility issue		Total 1 scores** - significant accessibility issues	
	Before	After	Before	After
Electric Wheelchair user	1	0	0	0
Manual Wheelchair user	2	0	3	0
Mobility Scooter user	2	0	11	10

	<table border="1"> <tbody> <tr> <td>Walking Aid user</td> <td>1</td> <td>0</td> <td>0</td> <td>0</td> </tr> <tr> <td>Person with a walking impairment</td> <td>3</td> <td>0</td> <td>37</td> <td>29</td> </tr> <tr> <td>Using Cycle as primary mobility aid</td> <td>3</td> <td>0</td> <td>24</td> <td>23</td> </tr> <tr> <td>Long cane user</td> <td>6</td> <td>0</td> <td>4</td> <td>0</td> </tr> <tr> <td>Guide Dog user</td> <td>5</td> <td>0</td> <td>15</td> <td>10</td> </tr> <tr> <td>Residual Sight user</td> <td>0</td> <td>0</td> <td>9</td> <td>0</td> </tr> <tr> <td>Deaf or Hearing impairment</td> <td>0</td> <td>0</td> <td>5</td> <td>0</td> </tr> <tr> <td>Acquired neurological impairment</td> <td>0</td> <td>0</td> <td>1</td> <td>0</td> </tr> <tr> <td>Autism/Sensory-processing diversity</td> <td>0</td> <td>0</td> <td>13</td> <td>6</td> </tr> <tr> <td>Developmental Impairment</td> <td>1</td> <td>0</td> <td>28</td> <td>6</td> </tr> <tr> <td>Total</td> <td>24</td> <td>0</td> <td>150</td> <td>84</td> </tr> </tbody> </table> <p>* This score means most people in this segment would be excluded by the street characteristic in the selected configuration.</p> <p>** This score means some people in this segment may be able to negotiate the street characteristic in the selected configuration, but it would significantly deplete their levels of confidence and energy, and they would be likely to give up on the journey if they had to negotiate it more than once or twice.</p> <p>The full CoLSAT assessment can be obtained by contacting the report author.</p>	Walking Aid user	1	0	0	0	Person with a walking impairment	3	0	37	29	Using Cycle as primary mobility aid	3	0	24	23	Long cane user	6	0	4	0	Guide Dog user	5	0	15	10	Residual Sight user	0	0	9	0	Deaf or Hearing impairment	0	0	5	0	Acquired neurological impairment	0	0	1	0	Autism/Sensory-processing diversity	0	0	13	6	Developmental Impairment	1	0	28	6	Total	24	0	150	84
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5. Delivery team	<ol style="list-style-type: none"> 1. Transport and public realm– project management 2. Highways – detailed design and supervision 3. FM Conway (term contractor) – construction 																																																							
6. Programme and key dates	<ol style="list-style-type: none"> 1. Undertake communication/engagement with local residents/businesses and stakeholders regarding construction implications (Ongoing). 2. Mobilise highways contractor (Feb-April 2025) 3. Continue coordination with developer of 81 Newgate Street and new occupier HSBC (Ongoing). 4. Continue engagement and liaison with utility companies on affected apparatus. 5. Continue to progress RIBA stage 4 design for Greyfriars Square (September 2024-April 2025). 6. Phased construction of the new highway layout. (April 2025-September 2026) 7. Gateway 5 report for Greyfriars Square – Summer 2025 8. Construction of Greyfriars Square (August 2026-May 2027). 9. Spring 2028: Gateway 6 report (whole project) 																																																							
7. Risks and issues	<p>Risks</p> <p>7.1 The key risks relating to the construction of the highway layout are:</p> <ul style="list-style-type: none"> • <i>Unexpected utility diversions, alterations and/or technical difficulties impact on project delivery and/or costs.</i> The New 																																																							

	<p>Roads and Streets Works Act processes are being followed. Cost estimates have been provided by the utility companies and reasonable costs have been budgeted for. A costed risk provision of £450,000 is considered prudent for a project of this scale.</p> <ul style="list-style-type: none"> • <i>Unforeseen technical issues and/or inaccurate or incomplete project estimates, including inflationary issues, lead to budget increases:</i> The budget estimates are considered robust and regular cost reviews will take place during the construction phase so that any unexpected cost increases can be effectively managed. For a project of this scale, it is considered prudent to allocate a £225,000 costed risk provision should unforeseen cost increases occur. • <i>Unforeseen internal/external factors result in project delays:</i> Whilst best efforts are/will be made to identify project delays, it is prudent to set aside a costed risk provision of £65,000. • <i>A legal challenge results in project delays and/or additional costs:</i> The main budget includes a sum for legal costs but it is considered prudent to include an additional costed risk sum of £120,000. <p>Issue</p> <p>7.2 There is an outstanding issue with utility company Openreach regarding future access arrangements to existing underground chambers at the Newgate Street/Cheapside/ St. Martin's Le Grand junction. These are currently accessed from a traffic island which will be removed as part of the highway works and future access would be from the carriageway.</p> <p>7.3 Whilst officers have endeavoured to reach a positive conclusion in advance of this report, this issue is still to be resolved. As a result, the project remains Amber in RAG status until a satisfactory resolution is achieved.</p> <p>Further information and more details on the identified project risks can be viewed in the Risk Register (Appendix 2).</p>
<p>8. Success criteria</p>	<p>Reduced crossing distances for people walking and wheeling.</p> <p>Increase in amount of time available for people to cross.</p> <p>Safer facilities for cyclists travelling through the junction.</p> <p>Improved pedestrian comfort levels.</p> <p>Improved urban greening factor.</p> <p>Increase in on-street cycle parking.</p> <p>Increase in on-street seating.</p> <p>Increase in shelter and seating at bus stops.</p>

<p>9. Progress reporting</p>	<p>Updates on Project Vision with any issues requiring a decision being dealt with in an Issue Report. Periodic progress reports to key stakeholders, residents, businesses and Members.</p>
<p>10. Legal and equality</p>	<p>10.1 In exercising functions as traffic authority, the City Corporation are required to comply with the duty in Section 122 of the Road Traffic Regulation Act 1984 which requires the traffic authority in exercising its functions, to secure the expeditious, convenient, and safe movement of vehicular and other traffic (including pedestrians), so far as practicable having regard to:</p> <ul style="list-style-type: none"> (a) the desirability of securing and maintaining reasonable access to premises (b) the effect of amenities of any locality (c) national air quality strategy (d) public service vehicles (e) any other relevant matters <p>10.2 The City Corporation also have a network management duty as the local traffic authority to secure the expeditious movement of traffic and in performing that duty may take any action which the City Corporation consider will contribute to securing the more efficient use of the road network or the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic (S.16 Traffic Management Act 2004).</p> <p>The project falls within the definition of major highway works under section 86(3) of the New Roads and Street Works Act 1991 (“the Act”) and due to the location of the Openreach chambers it has triggered the provisions of section 84 of the Act. The City have been implementing the steps and procedures set out in the Act and the related Code of Practice when liaising with affected utility companies.</p> <p>Regard has also to be had to the relevant statutory guidance.</p> <p>10.3 Under Section 149 of the Equality Act 2010 the public sector equality duty requires public authorities to have due regard to the need to:</p> <ul style="list-style-type: none"> - Eliminate unlawful discrimination, harassment and victimisation - Advance equality of opportunity and

	<ul style="list-style-type: none"> - Foster good relations between those who share a protected characteristic (i.e. race, sex, disability, age, sexual orientation, religion or belief, pregnancy or maternity, marriage or civil partnership and gender reassignment) and those who do not. <p>10.4 A full Equality Impact Assessment (Appendix 7) has been undertaken and its key conclusions are detailed in sections 4.21-4.24.</p> <p>10.5 The project has been evaluated using the City of London Street Accessibility Tool and is expected to deliver positive benefits for various groups of disabled people.</p> <p>10.6 Key features of the design include improved footway conditions and more accessible crossing facilities. These design modifications are expected to facilitate easier and safer navigation through the area, thereby promoting greater independence and participation in public life for disabled people.</p> <p>10.7 Overall, the St. Paul's gyratory transformation project proposals represent a positive step towards creating a more inclusive and accessible urban environment, reflecting the City of London's policy and statutory commitment to improving accessibility and quality of life for all residents and visitors.</p>
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Appendices

Appendix 1	Project Coversheet
Appendix 2	Risk Register
Appendix 3	Financial information
Appendix 4	General arrangement plans for the proposed highway layout
Appendix 5	Plans of specific proposals
Appendix 6	Bus stop by-pass design evolution
Appendix 7	Equality Impact Assessment
Appendix 8	Healthy Streets Assessment summary

Background papers

CoLSAT Assessment

Healthy Streets Assessment Design Check

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