

Committees: Streets and Walkways Sub-committee (For Decision) Project and Procurement Sub-committee (For Information) Planning and Transportation Committee (For Decision) Court of Common Council (For Decision)	Dates: 14 May 2025 19 May 2025 08 July 2025 24 July 2025
Subject: Leadenhall Street Improvements – City Cluster Vision Programme Unique Project Identifier: 12295	Gateway 4: Detailed Options Appraisal (Complex)
Report of: Katie Stewart, Executive Director, Environment Report Author: Daniel Laybourn, Transport & Public Realm Projects, City Operations	For Decision
PUBLIC	

1. Status update	Project Description: Improvements on Leadenhall Street to enhance the experience of walking, wheeling and cycling. To include pavement widening, new and improved crossings, public realm enhancements, greening and seating. This project will also help mitigate the impact of new developments on the City's street network and aligns with the City Cluster Vision, Transport Strategy, and Climate Action Strategy. RAG Status: Amber (no change from previous) Risk Status: Medium (no change from previous) Total Estimated Cost of Project (excluding risk): £7-8.5m Change in Total Estimated Cost of Project (excluding risk): None. Spend to Date: £375,367 as of 16 April 2025 Costed Risk Provision Utilised: None Slippage: Due to the delayed implementation of the Section 278 scheme at 1 Leadenhall, the start of construction of this project is likely to slip by approx. 3 months to January 2026 so that it follows on from the S278 work.
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2. Next steps and requested decisions	Next Gateway: <i>(if approved)</i> Gateway 5 Detailed Design and Approval to Start Work. Next Steps: Continue the construction design and estimating process, further confirming the greening, street furniture and historical interpretation designs in preparation for the next report. Begin detailed construction planning with stakeholders. Requested Decisions: Members of the Planning and Transportation Committee and Streets and Walkways Sub-committee are asked to: 1. Note the Public Consultation results, summarised in Section 4 of this report and contained in full in Appendix 2; 2. Approve the scheme design for Leadenhall Street shown in Appendix 3; 3. Approve the progression of the required Traffic Management Orders required for the scheme up to the end of the 'Notice of Intent' stage; and 4. The submission of a Gateway 4b report to the Court of Common Council in July 2025.
3. Resource requirements to reach next Gateway	No additional funding is required to reach the next Gateway. More detailed financial information, including spend to date, can be found in Appendix 4. Costed Risk Provision requested for this Gateway: None. No funds have been allocated for the Risk Register in Appendix 5. The risks for work prior to construction are minimal and will be addressed through regular project activities.
4. Public Consultation Feedback	Public Consultation: A nine-week public consultation, held between December 2024 and February 2025, gathered responses from more than 200 people with over 1500 visits to the Commonplace consultation website. It included drop-in sessions in local venues, on-street information totems, a project webpage and a leaflet drop in the local area to help gather stakeholders' opinions. Highlights of the consultation are below with the full analysis in Appendix 2. Overall, the proposals were met with positive feedback, with 70% (161) of respondents expressing support. Many appreciated the potential for a more welcoming and visually appealing environment for people walking and wheeling. However, 20% (47) of people were not satisfied with the proposals, concerns were raised in the free text section

regarding the impact on people cycling, with some advocating for dedicated and protected cycle lanes to improve safety.

The proposals for changing vehicle waiting and loading arrangements were largely welcomed with 70% (155) happy or satisfied with the proposals. 13% (28) were unhappy or dissatisfied, with these views seemingly evenly spread between age, mode of travel and relationship to the City. Concerns raised related to taxi access (14 comments) and the adequacy of the proposed loading space (10 comments).

Specific elements of the plans, such as new and improved crossings, gained positive support from respondents with 81% (171) believing the proposals were appropriate and in the right locations. Seating and greening garnered strong support for the approach consulted on with 84% (81) of respondents positive. Some negative comments were received which related to five comments around the space this would take up and five comments not wanting to integrate art.

In terms of the historical interpretation proposed to be incorporated into the design were particularly popular, with nearly 90% (78) expressing support and praising the designs.

The full consultation report can be seen in **Appendix 2**.

In response to issues raised in the consultation:

Protected space for cycling: As stated in the previous report to committee, traffic volumes (approx. 490 vehicles in the peak hour periods, weekdays between 8-9am and 5-6pm) lend themselves to mixing people cycling and motor vehicles in the same lane(s). However, the London Cycling Design Standards and national Department for Transport guidelines do suggest separate cycle lanes should be provided due to the average daily traffic flows (approx. 6400 vehicles). Given the carriageway widths and the need to prioritise people walking and wheeling along, widening the pavements is necessary and considered the priority in the design. Providing cycle and traffic lanes in both directions, in addition to pavement widening, is not viable.

The proposal includes 3.2m-wide traffic lanes in both directions, in line with guidance with mixing motor vehicles and people cycling. This approach has been used elsewhere in the City and maximises the potential for pavement widening. In turn, this provides a suitable width for traffic lanes that discourage unsafe overtaking of people cycling.

Waiting and loading: Initial project surveys focused on current vehicle waiting and loading patterns, and an assessment was conducted to determine the additional impacts of the planned developments. This formed the basis of the proposals.

	In response to the consultation feedback and feedback from taxi representatives, the inset timed loading bay at the western end of the street (outside no. 12 Leadenhall St) has been amended to also function as a two-bay taxi rank between 7pm to 5am. This accommodates taxi ranking needs during off-peak loading and pedestrian traffic hours. It effectively replaces the existing two-bay taxi rank on the opposite side of the street, current operational hours of 7am-7pm, which is planned to be removed. Whilst this would be separate to the experimental traffic order at Bank Junction, it could accommodate whatever is determined there. Overall, the design was well received, and comments will be taken on board in further design work. The largest number of comments received were around space for people cycling vs space for people walking and wheeling. The recommendation is to continue with a design that focuses on space for people walking and wheeling as it is not possible to do both well.
5. Overview of project options	The scheme design, shown in Appendix 3 and visualised in Appendix 7, has undergone further development following the public consultation and further ground condition surveys. This refinement aims to help deliver a world-class street, meeting project objectives and aligning with stakeholder and policy visions. The design features: • A narrowed 6.4m-wide carriageway, enabling the provision of significantly wider pavements throughout. • Raised pedestrian crossings, designed to create a continuous, level surface between the carriageway and pavements in areas with high footfall. • Inset loading bays, located to accommodate waiting and loading requirements, with the western bay proposed as a part-time taxi rank (as mentioned in section 4, subject to statutory consultation). • Revised bus stop locations and sizes, optimised for the proposed highway modifications and now agreed with Transport for London. • Design elements that help to deliver security measures in alignment with the Easter City Cluster Security programme, as Leadenhall Street also forms part of that programme's scope. <u>Greening, sustainable drainage systems (SuDs) and public realm design</u> After analysing the data collected from trial holes, potential tree planting locations were identified, grouping them into continuous runs where possible. These locations have been submitted to utility companies for diversion cost estimations. It is estimated that planting 25+ trees along the street is possible. Officers will

conduct a cost-benefit analysis to finalise the tree planting plan once diversion costs are known. Following the utility assessment, officers will then look to place planters in locations where tree planting is not feasible or is cost prohibitive.

Ground drainage tests, known as percolation tests, for SuDS on Leadenhall Street confirmed excellent subsurface drainage. Consequently, officers are now evaluating the use of 'Hydrorock' material to construct one large and connected SuDS network throughout the street. A system using this porous woven-rock and load-bearing material would not only support the future trees but also serve as a foundation for the proposed planters whilst reducing the runoff into surface water drainage systems, reducing maintenance requirements and helping mitigate against flood risks.

Planter design and historical & cultural interpretation

With 78 public consultation respondents commenting positively about the proposals to celebrate the area's history within the scheme design, LDA landscape architects have been recommissioned to refine the planter designs and integrate historical and cultural interpretations. To ensure these interpretations are accurate and relevant, a working group has been formed. This group comprises of City Officers with expertise in local history and representatives from the EC BID. They will collaborate closely with LDA throughout the detailed design development. This will help create a lasting design that authentically reflects the surrounding area.

Based on the work undertaken to date, it is anticipated that three to five planters will be installed along the street, primarily in wider sections of the pavement. After confirming maintenance and accessibility requirements, it's expected that the planters will be constructed from Granite, a high-quality and robust material commonly used in similar City installations that helps to minimise maintenance costs. Reclaimed hardwood is proposed to be used for seating on the edges of the planters. Historical and cultural interpretations are likely to be achieved through engravings on the granite surface. Officers will also look to include tactile elements, such as engraved metal plates bonded to the top surfaces, to enhance the variety of elements to make it more inclusive.

Security and other street furniture

As this project will be delivering public realm elements along Leadenhall Street that could also act as security measures (such as the planters and benches) for the pavements, it will be working in tandem with the Easter City Cluster Security programme, as Leadenhall Street also forms part of that programme's scope.

	<u>Healthy Streets and City of London Street Accessibility Tool (CoLSAT)</u> The design process for this scheme has been actively shaped by considerations regarding Healthy Streets principles and improvements to the CoLSAT scores. The baseline performance of the existing street and the scores of the proposed scheme design are provided in Appendix 6. Leadenhall Street already performs relatively well on accessibility but the current Healthy Streets assessment scores poorly for traffic composition (likely due to recent construction activity on the street), a lack of crossing points, footway and road surface quality, available footway space and lack of cycle parking & greening. The final scheme design will be reassessed, and the results detailed in the next Committee report.
6. Recommendation	Members of the Planning and Transportation Committee and Streets and Walkways Sub-committee are asked to: 1. Note the Public Consultation results, summarised in Section 4 of this report and contained in full in Appendix 2; 2. Approve the scheme design for Leadenhall Street shown in Appendix 3; 3. Approve the progression of the required Traffic Management Orders required for the scheme up to the end of the 'Notice of Intent' stage; and 4. The submission of a Gateway 4b report to the Court of Common Council in July 2025. If approved, the project team will immediately begin two parallel workstreams: <u>Gateway 4b Report Preparation</u> For projects exceeding £5 million, a Gateway 4b report is required. The team will collaborate with colleagues to prepare this report for submission to the Court of Common Council in July 2025. <u>Scheme Design and Construction Planning</u> The project team will continue scheme design and construction planning, aiming for a consolidated Gateway 4c/5 report submission in Autumn 2025. This work will also encompass: • Refining utility diversion estimates through further collaboration with utility companies. • Commissioning and conducting Equalities Impact Assessments and Road Safety Audits through third-party providers. • Engaging in ongoing discussions with Transport for London regarding their Traffic Management Act

	Notification (TMAN) process and the necessary road diversions/closures for construction. • Working with colleagues from the Eastern City Cluster Security project to ensure the scheme design meets their requirements. • Initiating the development of traffic orders as dictated by the scheme design. This will involve progressing to the "Notice of Intent" stage, where the City's plans are formally announced, and statutory consultation takes place. Following Gateway 4c/5 approval and subject to the consultation outcomes, the "Notice of Making" process will be executed, finalising and enacting the new traffic orders. This revised project timeline aligns with the delayed Section 278 construction at the 1 Leadenhall Street development, which this project was originally scheduled to follow. While the precise reasons for their delays remain unknown, it is common for large-scale developments to experience such delays. Maintaining the original project schedule and undertaking two simultaneous City-led construction schemes on Leadenhall Street was considered. However, the potential risks, including resource constraints and the complexities of managing adjacent projects with differing timelines, outweighed any potential benefits. <u>Stakeholder Engagement</u> Officers will continue to update stakeholders on the project via the City Cluster's Programme Board meetings and engagement with the EC BID. Regarding broader public engagement this will be limited until the next stage of work. Specific details regarding the timing and format of future public engagement activities will be outlined in the subsequent committee report. <u>Project Governance</u> At the time of writing, this project adheres to the City's established project governance procedures. However, given the pending implementation of a revised governance framework, it is conceivable that subsequent changes to the project's reporting and approvals may be necessary. In the event of such changes, the project's reporting and approval processes will be amended to reflect the updated framework
7. Risk & Legal implications	<u>Risk</u> As the project moves forward to construction, the risk profile is expected to be like other City highway projects. However, due to the project's size, the eventual risk sum based on previous projects is expected to be around £1 million. This will need to be accommodated within the available funding and so a Costed Risk Register will be developed alongside the final iterations of the scheme design to ensure it is affordable. This

register will then be submitted for approval as part of the next Gateway report.

No funds are currently allocated for the Risk Register in **Appendix 5**. The risks of work prior to construction are minimal and will be addressed through regular project activities. Looking forward, the construction stage will carry the highest risk profile of the entire project as is normal for highway projects. The top four risks are most likely to be:

- Increased costs arising from the current financial climate and inflation that results in contractual cost uplifts and other supplier costs increases;
- Additional utility diversionary works being required despite trial holes and radar survey work having been undertaken;
- Unforeseen technical/ engineering issues occurring that require additional costs to rectify; and
- Supply chain issues relating to the Yorkstone footway paving.

Legal

In exercising the City Corporation's functions as traffic authority and taking a decision, the City are required to comply with the duty in Section 122 of the Road Traffic Regulation Act which requires the traffic authority, in exercising its traffic authority functions, to secure the expeditious, convenient, and safe movement of vehicular and other traffic (including pedestrians), so far as practicable having regard to:

- a. the desirability of securing and maintaining reasonable access to premises.
 - b. the effect of amenities of any locality.
- (bb) national air quality strategy.
(c) public service vehicles.
(d) any other relevant matters.

Under Section 149 of the Equality Act 2010 the public sector equality duty requires public authorities to have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation
- Advance equality of opportunity and
- 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.

As part of the duty to have "due regard" where there is disproportionate impact on a group who share a protected

	characteristic, the City Corporation should consider what steps might be taken to mitigate the impact, on the basis that it is a proportionate means which has been adopted towards achieving a legitimate aim. To this end, Officers will instruct an independent third party to undertake an Equalities Impact Assessment on the finalised scheme design and make any identified improvements, assuming they are reasonable and possible. Finally, Leadenhall Street forms part of the Strategic Road Network and therefore the project will need Transport for London's authority to proceed under the Traffic Management Act Notification (TMAN) process. Officers are already working on this with TfL.
8. Procurement strategy	The design and project management will continue to be handled by the internal team of officers and engineers in the City Operations division. The city's current term contractor (FM Conway) will undertake the eventual construction work. Any other third-party engagement will follow standard procurement rules as appropriate, or the Transport and public realm framework contract.

Appendices

Appendix 1	Project Coversheet
Appendix 2	Consultation Report
Appendix 3	Scheme Design
Appendix 4	Project Financial Information
Appendix 5	Risk Register
Appendix 6	CoLSAT and Healthy Streets Assessments
Appendix 7	Scheme Visualisation

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