

Report – Planning & Transportation Committee

Gateway 4b Proposal: Leadenhall Hall Street Improvements – City Cluster Programme

To be presented on Thursday, 24th July 2025

*To the Right Honourable The Lord Mayor, Aldermen and
Commons of the City of London in Common Council assembled.*

SUMMARY

Your Planning & Transportation Committee recommends the approval of a scheme design for Leadenhall Street and the approval of the required Traffic Management Orders required for the scheme up to the end of the ‘Notice of Intent’ stage. Your Committee also, with the endorsement of the Streets & Walkways Sub-Committee, proposes the progression of the proposals in accordance with the Projects Procedure (which requires, at Gateway 4b stage of any project exceeding £5 million, for the approval of the Court of Common Council). The total estimated cost of the project (excluding risk) is projected to be £7-8.5 million.

The scheme design, following public consultation and further ground condition surveys, has undergone further development and refinement aimed to help deliver a world-class street, meeting 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 pedestrians 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, revised bus stop locations and sizes, optimised for the proposed highway modifications and now agreed with Transport for London (TfL), and design elements that help to deliver security measures in alignment with the Eastern City Cluster Security programme, as Leadenhall Street also formed part of that programme’s scope.

RECOMMENDATIONS

The Court of Common Council is asked to:

- i. Note the Public Consultation results, summarised in Section 4 of this report and contained in full [in the background papers](#).
- ii. Approve the scheme design for Leadenhall Street shown in Appendix 1 of the background papers.
- iii. Approve the progressions of the required Traffic Management Orders required for the scheme up to the end of the ‘Notice of Intent’ stage; and
- iv. Approve the progression of the proposals, in accordance with the Projects Procedure, noting the total estimated cost of the project (excluding risk) projected to be £7-8.5 million.

MAIN REPORT

Background

1. Before the Covid-19 pandemic, pavement crowding was an issue in many parts of the City and, without change, was forecast to increase as the City's working population increased. Despite the impact of the pandemic, pavement crowding is still expected to be an issue in the future, including the safe accommodation of an anticipated increase in footfall resulting from new developments, particularly in the City Cluster.
2. This has implications for safety and accessibility as pedestrians are often forced to walk in the carriageway leading to greater risk of involvement in a collision; some disabled people will be uncomfortable and potentially excluded by too narrow or overcrowded pavements.
3. The Climate Action Strategy identifies pedestrian priority and improved pedestrian comfort as necessary conditions for Net Zero by 2050.
4. The 2017 City Streets survey found that 84% of people thought the City's pavements were overcrowded, 60% thought that people walking were given too small a share of street space and 65% thought the needs of people walking were underprioritised.
5. Walking is the main mode of travel in the Square Mile. 90% of on-street journeys that start or finish in the Square Mile are on foot, including walking to and from public transport. Walking is the most common form of transport for disabled Londoners, with 78% reporting they walk at least once a week. 65% of disabled Londoners consider the condition of pavements to be a barrier to walking more frequently.
6. In November 2024, a G3 report was approved by the Streets & Walkways Sub-Committee which noted the revised project budget of £686,000 (excluding risk); approved the principles of the highway and public realm design and the proposed way forward to develop it; the approval of a Public Consultation and Engagement exercise to be undertaken based on the design and principles set out in the report, with the final detail to be agreed by the Director of City Operations; and agreed to the reporting approach, including proposals to combine the Gateway 4 and 5 reports.
7. Following that decision, a nine-week public consultation was held between December 2024 and February 2025. 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.
8. 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. Further information on the detailed responses can be found in the background papers to this report.
9. Subsequently, following the consultation, your Committee in July 2025 approved a Gateway 4 report which noted the public consultation results summarised in Section 4 of the [public consultation feedback report](#). Your Committee also

approved the scheme design for Leadenhall Street shown in Appendix 1 of the background papers, approved the progression of the required Traffic Management Orders required for the scheme up to the end of the 'Notice of Intent' stage; and approved the submission of this Gateway 4b report to the Court of Common Council.

Current Position and Overview of Project Options

10. The scheme design, as shown in Appendix 1 and visualised in Appendix 7 in the background papers, 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.
11. 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; and
 - 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.

Greening, sustainable draining systems (SuDs) and public realm design

12. 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.
13. 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

14. 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. A working group has been formed to ensure that these interpretations are accurate and relevant. This group is comprised of City Officers with expertise in local history and representatives from the Eastern City 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.

15. 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 is 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

16. 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 Eastern City Cluster Security programme, as Leadenhall Street also forms part of that programme's scope.

Healthy Streets and City of London Street Accessibility Tool (CoLSAT)

17. 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 the background papers](#). 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 gateway report to your Committee.
18. The 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.
19. On 8 July 2025, your Committee approved the Gateway 4 report for progression to the Court, noting the Public Consultation results, approved the scheme design for Leadenhall Street, and approved the progression of the required Traffic Management Orders required for the scheme up to the end of the 'Notice of Intent' stage.

Corporate & Strategic Implications

20. **Strategic Implications:** The proposals contribute to the City's Corporate Plan objectives including, supporting the City as a Vibrant Thriving Destination and providing Flourishing Public Spaces.
21. **Financial Implications:** No additional funding is required to reach the next Gateway. More detailed financial information, including spent to date, can be found in [the background papers](#).
22. **Resource Implications:** There are no resource implications.
23. **Legal Implications:** The City Corporation is 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.
24. 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.
25. **Risk Implications:** 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 to your Committee.
26. No funds are currently allocated for the Risk Register in the [background reports](#). 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.
27. **Equalities Implications:** 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.
28. As part of the duty to have "due regard" where there is disproportionate impact on a group who shared 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.

29. **Climate Implications:** Climate Action Strategy targets will be incorporated into the business plan for both the short term and medium-term asset.

30. **Security Implications:** 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 Eastern City Cluster Security programme, as Leadenhall Street also forms part of that programme's scope.

Conclusion and next steps

31. If approved, the project team will continue design and construction planning, aiming for a consolidated Gateway 4c/5 report submission in Autumn 2025. The work would also encompass:

- Refining utility diversion estimates through further collaboration with utility companies.
- Commissioning and conducting Equalities Impact Assessment 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 met 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.

32. At the time of writing, the 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.

Appendices

Appendix 1 – Scheme Design

Background Papers

[Leadenhall Street Improvements – City Cluster Vision](#)

All of which we submit to the judgement of this Honourable Court.

DATED this 8th day of July 2025.

SIGNED on behalf of the Committee.

Deputy Tom Sleigh
Chair, Planning & Transportation Committee