

Committees: Streets and Walkways <i>[for decision]</i> <i>Projects and procurement Sub Committee (For Information)</i>	Dates: 30 January 2024 12 February 2024
Subject: Pedestrian Priority Streets Programme – Old Jewry Unique Project Identifier: 12269	Gateway 5 – Issues Report Complex
Report of: Interim Executive Director Environment Report Author: Kristian Turner – Policy and Projects, City Operations	For Decision
<h1 style="margin: 0;">PUBLIC</h1>	

1. Status update	<p>This report</p> <ol style="list-style-type: none"> 1. On 14 February 2023, Members approved making the traffic restrictions on Old Jewry and King Street permanent. The traffic orders came into effect in July 2023 and the pavement widening works on King Street have recently been completed. 2. Concerns have been raised about the impact of these changes on people who need to travel by motor vehicle. This report considers options for Old Jewry and whether to make changes to the previously approved scheme to mitigate these impacts. <p>Background</p> <ol style="list-style-type: none"> 3. In June 2020, as part of the COVID-19 streets programme to provide more space and priority for people walking while retaining access for people cycling, temporary traffic management measures were implemented on three streets in the Cheapside area: <ol style="list-style-type: none"> a. King Street was made one way northbound with contra flow cycling. b. Old Jewry was closed to motor traffic between Fredericks Place and Poultry, with the remainder of the street made two-way. c. A bus and cycle only restriction was installed on Cheapside. 4. From October 2021 these measures were retained as formal traffic experiments under the Pedestrian Priority Programme. 5. The results of these traffic experiments were reported in February
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	<p>and May 2023, this included the results of the public consultation and the benefits and disbenefits of the traffic management measures and proposed public realm improvements.</p> <p>6. It was noted that, depending on route and destination, the combined traffic management measures would increase journey times for some people travelling by motor vehicles in the area.</p> <p>7. The reports concluded that the benefits of the measures to people walking and cycling outweighed the disbenefits to people travelling by motor vehicle. Members agreed the recommendation that the traffic orders be made permanent. It was also agreed to implement:</p> <ol style="list-style-type: none"> a. Pavement widening on King Street b. Public realm improvements on Old Jewry (following engagement with stakeholders on elements of the design) c. An experimental traffic order to allow taxi access through the Cheapside restriction, and public realm improvements at the restriction point. <p>8. The pavement widening and associated works on King Street have now been completed and the experimental traffic order on Cheapside came into effect in November 2023.</p> <p>RAG Status: Green (last report: green)</p> <p>Risk Status: Medium (last report: medium)</p> <p>Total Estimated Cost of Project (excluding risk): <i>whole programme ~£8.55M</i></p> <p>Spend to Date (whole programme): £ 1,792,127 (of £2.6M approved budget)</p> <p>Costed Risk Provision Utilised: £0</p> <p>Funding Source: Capital Bid (£6M from Climate Action Strategy funding and £2.5M from OSPR) and S106 (£150K) (confirmed)</p> <p>Costed Risk Provision Utilised: none to date</p>
<p>2. Requested decisions</p>	<p>Requested Decisions</p> <p>9. Members of the Streets and Walkways Sub-Committee are asked to choose from the following three options for Old Jewry:</p> <p>1) Option 1 (recommended) Retain the current arrangements (closure between Fredericks Place and Poultry, two-way working on the remainder of Old Jewry) and resume the work on the pavement widening and public realm improvements.</p> <p>Members are asked to note plans to initiate a Healthy Streets Plan for the Bank and Cheapside area. Movement and</p>

	<p>circulation in the surrounding area will be considered as part of the process of developing the Healthy Streets Plan.</p> <p>2) Option 2a Initiate a traffic experiment to reopen Old Jewry to all traffic in a southbound direction, at all times. Pause any work on potential improvements until the conclusion of the experiment.</p> <p>3) Option 2b Initiate a traffic experiment to open Old Jewry between Poultry and Fredericks Place to southbound traffic on a timed basis (7pm to 7am), with the remainder of the street remaining two-way. Pause any work on potential improvements until the conclusion of the experiment.</p>
<p>3. Budget</p>	<p>10. The costs for developing all options will be met within the existing approved programme budget for the Pedestrian Priority Programme. Approval to make adjustments between budget line items was delegated to the Executive Director Environment in the last report.</p> <p>11. Option 1 is cost neutral as there would be no further costs incurred on the project.</p> <p>12. The cost of Option 2a or 2b (estimated at £15K for traffic orders, signage and staff time) would be met by reducing the scope of another element in the programme, although this would be offset by a saving as the planned public realm improvements on Old Jewry would not be designed or implemented.</p>
<p>4. Issue Description</p>	<p>13. Concerns have been raised with Officers that vehicle journey times are now longer as a result of the changes implemented on King Street.</p> <p>14. The potential for increased journey times because of the loss of the southbound traffic lane on King Street and the restriction on Cheapside was highlighted in the February 2023 Gateway 5 report to the Streets & Walkways Sub Committee – https://democracy.cityoflondon.gov.uk/mgAi.aspx?ID=137167</p> <p>15. This identified that a vehicle travelling from Gresham Street to Cheapside would need to travel via St. Martins le Grand, New Change, Cannon Street, Queen Victoria Street and Queen Street. This could take 4-10 minutes longer (depending on the time of day and traffic conditions) than the previous route southbound along King Street.</p> <p>16. It has been suggested to Officers that re-opening Old Jewry to southbound traffic (rather than the previous northbound direction) would help mitigate this increase in journey times.</p>

17. The next section of this report summarises:
- Background to the decision to close Old Jewry to through traffic
 - The current situation on Old Jewry and motor traffic movements in the area
 - And the detail of the options:
 - Option 1 – retain the current arrangements
 - Option 2a – initiate an experiment to re-open Old Jewry for southbound traffic at all times
 - Option 2b – initiate an experiment to re-open Old Jewry for southbound traffic at restricted times

Background to the decision to close Old Jewry between Fredericks Place and Poultry to motor traffic

18. Old Jewry was included in the Covid-19 transport measures and subsequently the Pedestrian Priority Programme because it forms part a key walking route to and from mainline stations including Cannon Street and Moorgate Station, and in particular the Moorfields entrance that serves the Elizabeth Line.

19. Prior to the introduction of the temporary restriction in June 2020, motor vehicles were able to travel northbound on Old Jewry, with a southbound cycle contraflow. Following the closure to motor vehicles between Fredericks Place and Poultry the remainder of the street was converted to two-way working.

20. The experimental closure of Old Jewry to motor traffic ran for 18 months from January 2022. Public consultation was carried out during the experiment.

21. Of the 130 respondents to the Old Jewry public consultation, 66% of people supported making the traffic management changes permanent and the associated proposed public realm measures. Further details on the public consultation can be found in the February 2023 report.

22. In the report it was estimated that traffic journey times from Poultry to Gresham Street would be only marginally affected as vehicles could continue to use King Street northbound but, as noted above, journeys southbound from Gresham Street to Cheapside/Poultry would be more adversely affected and made longer as a result of the changes to King Street.

23. The February 2023 Gateway 5 Report outlined the accessibility and public realm enhancements that could be made as a result of closing the Fredericks Place to Poultry section of street to motor traffic.

24. Pavements on Old Jewry are very narrow, at one point less than 1.2m. Pavements that are less than 1.5m wide are considered

inaccessible, and this is exacerbated by the high numbers of people walking on Old Jewry. The closure of this part of the street to traffic and raising of the carriageway would allow people walking and wheeling to make use of the whole street, improving both accessibility and pedestrian comfort and enhancing the immediate environment with planting and/or seating.

25. The Healthy Street assessment of the overall proposals raised the quantitative score of the street from 41 to 59, due to enhancements to footway space and the scope to install seating and planting.

26. The City of London Street Accessibility Tool (CoLSAT) was used to assess how the proposed measures affected disabled people. This found a significant reduction in the number of street features that can have a severe or significant impact on people walking or wheeling on the street.

27. An Equalities Impact Assessment was undertaken on the traffic and public realm improvement proposals. The overall conclusion was that while some people would be disadvantaged by longer journey times, the measures were judged to provide a net benefit to people with protected characteristics due to the improvements in pavement space, resting areas and crossing facilities. Further detail on these assessments can be found in the February report.

28. In February 2023, Members approved the recommendation to make the measures on Old Jewry permanent, based on the above assessments of the benefits and disbenefits. This decision reflects the Street Hierarchy defined by the City's Transport Strategy. This classifies Old Jewry and King Street as Local Access Streets, which should primarily be used for the first or final part of a journey, providing access for vehicles to properties.

The current situation on Old Jewry

29. Old Jewry is currently closed to through traffic (except cycles). There are bollards to prevent traffic entering the street at the junction with Poultry. The remainder of the street is two-way between Fredericks Place and Gresham Street.

30. As such the street is lightly trafficked with vehicles only accessing the street from Gresham Street for parking, drop off or servicing.

31. There is a consistent but light flow of traffic on Old Jewry throughout the day, with more activity in the mornings and middle of the day than the evenings. There tends to be more servicing in the morning and daytime and more motorised two-wheeler activity and taxi/PHV drop-offs in the evening.

32. The arrangement for vehicles accessing Old Jewry can at times be awkward when there is loading taking place around Fredericks

Place, which is where vehicles need to perform a three-point turn (to go out the way they came in). However, this does not cause safety concerns due to good sightlines and low speeds.

33. Occupancy of the parking bays, motorcycle bays and kerbside loading on Old Jewry is high throughout the day and evening. This is particularly the case at the current time due to local building development and fit out works and an increase in retail (food and drink) venues compared to a few years ago. At times, demand for parking and kerbside access was observed to exceed supply, this is probably due to limited parking options in the immediate area, with informal parking and loading taking place.

34. Surveys in November 2023 found that the street is used by a moderate number of people cycling, with over 150 cycles in the AM peak hour mid-week.

35. The main users of the street are people walking. Mid-week over two thousand people were counted walking on the street in the lunchtime peak hour and the PM peak hour. Monday counts were approximately 25% lower.

<u>Old Jewry</u>	Monday	Wednesday	Thursday
Pedestrians (AM)	1,570	1,976	1,756
Pedestrians (Lunch)	1,470	2,028	2,195
Pedestrians (PM)	1,575	2,050	2,224
Cycles (AM)	129	157	127
Cycles (Lunch)	20	31	19
Cycles (PM)	120	153	80
Vehicles (AM)	15	26	16
Vehicles (Lunch)	29	31	35
Vehicles (PM)	8	22	21

Table 1: peak time activity on Old Jewry

36. A recent study undertaken to inform and monitor proposals for improving Cheapside included counts of people using Old Jewry on Thursday 19 October between 8am and 7pm. 14,844 people were counted walking on Old Jewry and 708 people cycling.

37. In summary, at peak times this narrow street is busy with people walking and cycling and with servicing activity. Servicing activity is temporarily higher at present due to the extra activity from local building development works.

38. The majority of people walking tend to use the pavements, but a sizeable proportion do also walk in the carriageway due to the narrow and overcrowded pavements (and the limited traffic).

39. A major landowner on Frederick's Place has related to Officers that a previous issue with private hire vehicles waiting in Fredericks Place has improved since Old Jewry was closed. This organisation has expressed a concern that opening the street to southbound traffic will cause the problem to return.

Traffic movements in the area

40. A range of available data on traffic movements on streets around Old Jewry has been reviewed to assess the potential traffic impacts of opening the street to southbound motor traffic under Options 2a and 2b.

41. The City does not routinely survey traffic on local access streets, therefore the only traffic data we have for Old Jewry is over 10 years old. As a minor street, it does not form part of any area wide traffic models that have been developed in recent years such as for Bank junction and St. Paul's gyratory.

42. Traffic volumes before 2020 on Old Jewry were low, mostly traffic either accessing the street for parking, drop off or servicing. An alternative parallel northbound traffic route on King Street carried larger volumes of traffic.

43. We have analysed traffic data from 2019 for King Street in the AM and PM peak hours. We estimate that traffic in the AM and PM peak hours (350 vehicles AM and 400 vehicles PM) that used King Street southbound exceeds the daily traffic volumes that used to use Old Jewry northbound.

44. This traffic that formerly used King Street southbound now either diverts at an earlier point in its journey (e.g. London Wall) or goes along Gresham Street to St. Martin's le Grande.

45. Counts undertaken taken in 2022 for the St. Paul's gyratory project found that:

- 148 vehicles exited Gresham Street onto St. Martin's le Grand in the peak hour.
- Extrapolating for daily flows suggest this equates to approximately 1,850 vehicles per day.
- Of these, 43% (approximately 800 per day) then go down New Change. Some of these vehicles would then travel on to Cheapside or Queen Victoria Street, but these numbers are not available.
- An unknown proportion of the vehicles currently travelling from Gresham Street to New Change are likely to reassign to Old Jewry southbound. Some traffic that currently uses other routes,

such as from London Wall westbound, may also reassign to Old Jewry.

46. If opened to (unrestricted) southbound traffic, Old Jewry may become as busy as King Street southbound was previously, although traffic volumes in the City are lower now than they were in 2019. This is likely to be a significantly higher number of vehicles than previously used the street to travel northbound.

47. The use of experimental traffic orders under Options 2a and 2b would allow traffic levels on Old Jewry to be assessed and understood before a permanent change is implemented.

Option 1 – Retain the current closure between Fredericks Place and Poultry and resume the work on public realm improvements.

48. Under this option, the previously agreed closure would be retained and work on the associated public realm works restarted. This would include engaging local stakeholders on the design of proposed seating and greening.

49. This option does not address the concerns relating to journey times for people travelling in motor vehicles, and some journeys will continue to be longer than they were before June 2020.

50. However, these disbenefits are offset by the improved comfort and accessibility for people walking and wheeling, the majority users of the street. The scheme will also create a safer and more attractive route for people cycling. This option maximises the potential for public realm improvements.

51. Overall, Option 1 is recommended as whilst it is recognised there are disbenefits in the form of longer vehicle journeys it is considered that the benefits to people walking, wheeling and cycling and the potential for public realm improvements outweigh the disbenefits.

52. A project to develop a Healthy Streets Plan for the Bank and Cheapside area is due to be initiated later in 2024, subject to a successful funding in the first quarter of 2024/25. Movement and circulation in the surrounding area will be considered as part of the process of developing the Healthy Streets Plan.

Option 2a – Initiate a traffic experiment to reopen Old Jewry to all traffic in a southbound direction at all times. Pause any work on potential public realm improvements until the conclusion of the experiment.

53. Under this option, the closure of Old Jewry would be removed, and the street converted into a one-way street southbound under an Experimental Traffic Order.

54. This option would re-provide a southbound connection for motor vehicles between Gresham Street and Poultry. It would also remove the need for motor vehicles to turn around at the entrance to Fredericks Place.

55. Other than necessary signage and line marking, no physical changes to the street would be delivered during the experimental phase. Monitoring during the experiment will help inform the final design approach including the extent of pavement widening that could be achieved and whether northbound contraflow cycling is retained.

56. This option is not recommended. While this option would improve journey times for people travelling by motor vehicle, particularly between Gresham Street, and Cheapside and the eastern part of Queen Victoria Street, there would be little or no potential for improving accessibility and the experience of walking and wheeling though pavement widening or public realm improvements. Depending on traffic volumes, opportunities for people to stand outside in the evening after purchasing drinks at Browns and Where's Fred may be reduced.

Option 2b – time restricted southbound traffic on part of Old Jewry

57. Under this option, the physical closure of Old Jewry would be removed and the traffic order amended (under an experimental traffic order) to allow southbound traffic from Fredericks Place to Poultry between **7pm** and **7am**. The remainder of the street between Fredericks Place and Gresham Street would remain two-way.

58. This measure could be enforced with an ANPR camera to ensure compliance.

59. This option would deliver journey time improvements for people traveling by motor vehicle in the evening and overnight while ensuring the part of Old Jewry with the narrowest pavements remains largely traffic free during the day when it is busiest with people walking.

60. As with Option 2a, other than necessary signage and line marking no physical changes to the street would be delivered during the experimental phase. Monitoring during the experiment will help inform the final design approach including the extent of pavement widening that could be achieved and whether northbound contraflow cycling is retained.

61. This option is not recommended. While this option would improve journey times for people travelling by motor vehicle, particularly between Gresham Street, and Cheapside and eastern Queen Victoria Street, there would be little or no potential for improving accessibility and the experience of walking and wheeling though pavement widening or public realm improvements. Although traffic

	<p>volumes are likely to be lower during unrestricted hours which may provide greater opportunities for pavement widening (with or without contraflow cycling). Depending on traffic volumes, opportunities for people to stand outside in the evening after purchasing drinks at Browns and Where's Fred may be reduced.</p>
5. Delivery Team	59. Continue to be project managed by the Transport and Public Realm team in Policy and Projects, with support from external consultants as required.
6. Programme and key dates	<p>Next steps for Option 1</p> <p>60. Take no further action with regards traffic changes to the street and continue the design process and stakeholder engagement for the space between Fredericks Place and Poultry:</p> <p>61. Next steps:</p> <ul style="list-style-type: none"> • Finalise design for the raised table • Engage with stakeholders through local working group on design aspirations • Commission design of public realm improvements (resting and greening) • Implement raised table (summer 2024, 12-week build) <p>Next steps for Options 2a and 2b</p> <p>62. If Member's choose either of these options, the next steps would be:</p> <ul style="list-style-type: none"> • Engagement with public and local businesses on intention to undertake a traffic experiment • Draft a monitoring strategy • Advertise experimental traffic order • Initiate the traffic experiment • Public consultation would be undertaken during the first six months of the experiment. <p>63. It is estimated that an experimental traffic order could be in place by May/June 2024.</p>
7. Risks	<p>64. There are a number of risks associated with the options that have been presented that Members should be aware of.</p> <p>65. If Option 1 is agreed and the work to enhance the southern end of Old Jewry between Fredericks Place and Poultry proceeds, this is likely to limit the opportunity in the future to re-introduce traffic movement here.</p> <p>66. Option 1 would not resolve the concerns raised about journey times for some vehicles/movements, with the likelihood of these concerns being raised again.</p>

	<p>67. If Option 1 were not progressed, there is a risk that stakeholders and consultees will be frustrated that their opinions and comments, which were taken into account in the original decision, have been disregarded. This could lead to a reluctance to engage in the future.</p> <p>68. If either Option 2a or 2b were approved there is a risk that the trialled option(s) are not successful. This is likely to result in Option 1 then being taken forward but having had a considerable time delay. This is likely to increase the costs for implementing Option 1 at a later date in addition to the cost of the experiment.</p> <p>69. Progressing Options 2a or 2b and reintroducing traffic risks increasing the probability of a traffic related collision due to high volumes of people walking and the narrow pavements not being addressed.</p>
8. Success criteria	<p>70. Programme wide success criteria for the Pedestrian Priority Programme:</p> <ol style="list-style-type: none"> 1) Streets for people walking - number of kilometres of new pedestrian priority streets and total length of pedestrian priority streets (Climate Action Strategy and Transport Strategy targets) 2) Space for people walking - length of street with pedestrian comfort level of A+, length of street with pedestrian comfort level of at least B+ (Climate Action Strategy and Transport Strategy targets) 3) Percentage of people rating the experience of walking in the City as pleasant (Transport Strategy target and measured through the City Streets survey) <p>71. For Options 2, specific success criteria for the experimental traffic orders would be determined during the development of the monitoring strategy.</p>
9. Progress reporting	72. Depending on the option chosen by committee, further reports will be submitted as required.

Appendices

Appendix 1	Project Coversheet
Appendix 2	Local area map

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