

<b>Committee(s):</b> Streets and Walkways Sub Projects Sub	<b>Date(s):</b> 13 <sup>th</sup> January 2014 22 <sup>nd</sup> January 2014
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**Subject:** Gateway 3 - Outline Options Appraisal: Bank By-Pass Walking Routes

<b>Report of:</b> Director of the Built Environment	<b>For Decision</b>
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### Summary

#### Dashboard

Project Status	Green
Timeline	Evaluation (Outline Options Appraisal – Gateway 3)
Total Estimated Cost	£500,000
Spend to Date	£23,100 of £35,000 (Evaluation Budget) comprising of: £8,000 (staff costs) and £15,100 (consultant fees) for survey work and preparation of design material.
Overall project risk	Medium

#### Context

This scheme is a high priority project of the adopted Bank area enhancement strategy and proposes improvements to north-south Lanes in the Bank area that act as 'by-pass' walking routes, avoiding the congested Bank junction. The Gateway 2 report for this project was approved by committees in May 2013

The Bank area is very crowded, especially at peak times and is expected to become even busier in the next 5 – 10 years as office space increases, primarily in the nearby eastern city cluster. Crossrail and the upgrade of Bank tube station (with the planned new entrance at Cannon Street) will also result in increasing numbers of pedestrians in the area.

The Bank area enhancement strategy has identified that the north-south lanes in the area are currently used as convenient walking routes. This project proposes that these routes are adapted to make them more comfortable and accessible in order to encourage their use as walking routes and maximise their potential. These routes could also become more attractive spaces that people will want to use, with associated benefits for the retail environment, in a similar manner to Bow Lane.

The key lanes to be improved through this project all fall within the Bank conservation area and are Nicholas Lane, Birchin Lane and Finch Lane. These provide the most direct north-south walking route, linking Cannon Street to the south with the Liverpool Street area to the north. This is illustrated in Appendix B extracted from the Bank Area Strategy approved in Spring 2013. The strategy identifies that there is also potential to implement similar improvements in other lanes and alleys in the area as part of future schemes.

The strategy does not define the detail of how the walking environment could be improved in the lanes. Officers have now undertaken initial analysis which indicates that significant improvement to the walking environment is feasible, yet essential access for vehicles can be maintained. Measures, including raised carriageways, enhancements to alleyway entrances and paving treatments will be considered. The positioning of street furniture including bollards will be considered as part of the design development process. Officers will also look at improving access for cyclists in accordance with the Mayor of London's Vision for Cycling.

Traffic studies and consultation with local occupiers is proposed in early 2014 to develop the detailed options.

The evaluation of this project is funded from the St Swithins Lane Section 106 obligation. It is proposed that the overall scheme is funded from a combination of S106 receipts and TfL funds.

#### Brief description of project

The proposals primarily relate to Birch Lane, Finch Lane and Nicholas Lane which form part of a key north-south walking route in the Bank area. Birch Lane has many active frontages and connections to alleys and so perhaps offers the greatest potential as an enhanced walking route. All three routes have very narrow footways which force pedestrians into the carriageway (including wheelchair users). The options include:

- Pedestrianisation, timed closure or access only traffic management in the lanes to enhance the walking routes and reduce conflict between pedestrians and vehicles;
- raised carriageways and/or raised pedestrian tables to ease movement and improve accessibility;
- crossing improvements to ease pedestrian movement across junctions and reduce road danger;
- changes to paving materials to enhance the environment, define walking routes and aid way-finding; and
- Improvements to lighting, signage and potential art installations to enhance the area

#### Options

##### *Option 1*

- Pedestrianisation, timed closure or access only traffic management in the lanes
- Raised carriageways in Finch Lane and Birch Lane
- raised entry treatment at junctions in Nicholas Lane
- Enhancement to Alleyway entry treatments

##### *Option 2*

As Option 1 but without any traffic management in the Lanes

##### *Option 3*

As Option 1 but with no raised carriageways and raised entry treatments instead

**Table 1: Estimated Cost Tolerance of Options 1-3**

<b>Description</b>	<b>Option 1 £</b>	<b>Option 2 £</b>	<b>Option 3 £</b>
Total Estimated Cost	500,000	480,000	300,000
Tolerance +/-	50,000	45,000	30,000
Likely Funding Strategy	S106 and TfL	S106 and TfL	S106 and TfL

NB: Full details of all of the options are available in paragraph 11 and the Outline Options Appraisal Matrix.

## Recommendations

### Option(s) recommended to develop to next Gateway

Option 1. The various sub-options related to traffic management will be further developed through a detailed traffic analysis ahead of the next gateway to ensure that the requirements of each Lane are taken into account.

### Next Steps

Carry out traffic analysis, consult Ward Members and local occupiers on proposals, in particular those in Finch Lane and Birchin Lane. A Gateway 4 report to this Committee would follow in summer 2014.

### Resource requirements to reach next Gateway and source of funding

£11,900 of the existing evaluation budget remains and this will be used to reach the next gateway. An additional £30,000 is also requested from the New Court, St Swithins Lane St S106 obligation (transport) to carry out the necessary traffic surveys and analysis and public consultation exercise.

**Table 2: Estimated Costs for reaching next Gateway**

Item Description	Approved evaluation Budget (£)	Proposed evaluation Budget (£)
Landscape Consultant Fees	12,700	12,700
Topographical and drainage surveys	7,300	5,000
Traffic Surveys	-	15,000
<b>Sub Total</b>	<b>20,000</b>	<b>32,700</b>
Staff Costs – Environmental Enhancement/Local Transportation	15,000	29,000
Staff Costs – DBE Engineering support/advice	-	3,300
<b>TOTAL</b>	<b>35,000</b>	<b>65,000</b>

### Tolerances

*Cost:* Estimates set out above are based on specifications for similar schemes. More detailed cost estimates will be set out at the next gateway.

*Specification:* There are different options available for paving materials that will be explored at the next gateway.

*Time:* If Transport for London (TfL) funds are utilised for the scheme, these would be time-limited to the relevant financial year. The project programme will take this into account.

## Main Report

### Overview

#### 1. Evidence of Need

The Bank area enhancement strategy was adopted by Committees in spring 2013. The Strategy identified that the north-south lanes in the area provide convenient short-cuts for pedestrians to avoid the busy streets and the crowds at Bank Junction. Analysis also showed that they are used by commuters and are therefore quite busy at rush hour. However, there is potential for these lanes to be made more comfortable and accessible to become attractive spaces and increase their use as walking routes.

The key lanes to be improved through this project are Nicholas Lane, Birch Lane and Finch Lane which provide the most direct north-south route through the area and were identified in strategy as high priority projects. All three lanes link up to form a north-south walking route, connecting Canon Street in the south with the edges of the Liverpool Street area in the north.

Some of these routes, particularly Birch Lane, are destinations in their own right with characterful retail units and vital connections to alleyways where more retail units and places of interest can be found. Therefore, increasing footfall in this area will enhance the vitality of the retail environment and create improved spaces for people to dwell. The public consultation that was carried out on the strategy highlighted that people had great affection for the Lanes and Alleys and that they are a real asset for the area.

Due to the medieval street pattern, these Lanes are narrow and footways cannot accommodate the increasing number of pedestrians that use the area, so people are often forced into the carriageway. Pedestrians who are particularly negatively impacted include parents with prams, wheelchair users, the elderly, or families with children. This also presents road safety concerns, particularly as the area is expected to become even busier due to an increase in office space and the upgrade of Bank tube station with the planned new entrance nearby at Cannon Street.

St Swithins Lane is a successful example of a north-south walking route in the Bank area that has recently been

	<p>enhanced with traffic management, a raised carriageway and paving improvements. A recent survey of 100 pedestrians on this street found that 89% thought that the changes were positive with 8% being unsure. Several users commented about appreciating the fact that it was easier to walk along and that conflict with vehicles was reduced, such as “It means we can walk on it without looking over our shoulders all the time”. Pedestrians also liked the fact that it was a route that allowed them to get away from the noise of traffic.</p> <p><u>Analysis of pedestrian movement</u></p> <p>A detailed analysis of pedestrian movement in Birchin, Finch and Nicholas Lanes was carried out in autumn 2013. This showed that Birchin Lane had the most pedestrians with up to 20 per minute moving through in the morning and evening peak. The lunch period was also very busy and the connections to adjacent alleyways were well used. Finch Lane had slightly fewer pedestrians but was also used as a key connecting route to Royal Exchange Avenue. Nicholas Lane had the least number of pedestrians using it, but was busier in the evening peak period, particularly as a connection to Monument station.</p> <p>Pedestrians were observed walking in the carriageway in all of the Lanes. In several instances, people were forced to step into the carriageway to avoid pedestrians moving in the opposite direction or standing on the footways. Pedestrians were by far the dominant user of the lanes.</p>
<p><b>2. Success Criteria</b></p>	<ul style="list-style-type: none"> <li>• Improved walking routes</li> <li>• Improved accessibility</li> <li>• Adapting Lanes to accommodate increasing numbers of pedestrians</li> <li>• Improved cycling routes</li> <li>• Reduced road danger</li> <li>• Providing an enhanced environment</li> </ul>
<p><b>3. Project Scope and Exclusions</b></p>	<p>The project only covers Birchin Lane, Finch Lane and Nicholas Lane and entry treatments to alleyways off of these Lanes. There is scope in the future to enhance other Lanes and Alleys in the Bank area, utilising similar design solutions, as funding becomes available.</p>
<p><b>4. Link to Strategic Aims</b></p>	<p>This project has links to the following strategic aim:</p> <ul style="list-style-type: none"> <li>• To provide modern, efficient and high quality local</li> </ul>

	<p>services and policing within the Square Mile for workers, residents and visitors with a view to delivering sustainable outcomes</p> <p>This project will provide a more accessible and attractive pedestrian environment to encourage walking. The project has been identified as a high priority deliverable in the Bank area enhancement strategy.</p>
<b>5. Within which category does the project fit</b>	Fully reimbursable
<b>6. What is the priority of the project?</b>	Desirable
<b>7. Governance arrangements</b>	Regular meetings with Senior Responsible Officer
<b>8. Resources Expended To Date</b>	£23,100
<b>9. Results of stakeholder consultation to date</b>	The Bank area enhancement strategy was consulted upon with all local occupiers in 2012. Public consultation on the outline options will be carried out with Ward Members and local occupiers in early 2014.
<b>10. Consequences if project not approved</b>	An opportunity to create accessible and comfortable walking routes in this increasingly busy area will be missed. A high priority project within the Bank area enhancement strategy would not be able to be taken forward.

### Outline Options Appraisal

<b>11. Commentary on the options considered</b>	<p><b>Option 1</b></p> <ul style="list-style-type: none"> <li>• <b><i>Pedestrianisation, timed closure or access only traffic management in the lanes</i></b></li> <li>• <b><i>Raised carriageways in Finch Lane and Birch Lane</i></b></li> <li>• <b><i>raised entry treatment at junctions in Nicholas Lane</i></b></li> <li>• <b><i>Enhancement to Alleyway entry treatments</i></b></li> </ul> <p>This option includes the greatest level of enhancement in order to meet all of the Success Criteria set out in paragraph 2. The proposals aim to strengthen the walking route in order to encourage more people to use it and create more attractive, comfortable and accessible</p>
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spaces.

Birchin Lane has been identified as having the most scope for improvement as it is a popular route, includes a lot of active frontages, retail units and connections to several alleys including Change Alley and Castle Court. There is potential for Birchin Lane to become more vibrant and pedestrian focussed, in a similar manner to Bow Lane. Finch Lane could become a more accessible and comfortable walking route with key connections to the Royal Exchange and Cornhill. Nicolas Lane provides a useful link to stations, including the future new Bank station exit/entrance at Cannon Street.

#### Traffic management

In order to meet the key objective which is to enhance the lanes as walking routes, evidence suggests that managing traffic will provide potentially the greatest benefit to the pedestrian environment. This could be achieved in a number of ways, ranging from full pedestrianisation, to timed closures, to access only traffic orders. Ideally, the traffic management regime would be the same on all or most of the lanes to provide a consistent walking route.

Birchin Lane has been closed to through traffic for long periods over the last 2 years as a result of the redevelopment of 67 Lombard Street and so the impact of pedestrianisation on the function of the Lane has been well-tested already. A timed closure of the Lanes, from 7am to 7pm for example, would offer benefits for the walking environment and allow for servicing access outside of peak hours. This sub-option will also be evaluated and will take into account the presence of residents in nearby streets. However, full pedestrianisation will not be feasible in Nicholas Lane due to the existence of vehicle servicing bays. The full impact of the proposed traffic changes will be assessed through traffic studies and public consultation at the next stage. Access requirements for emergency vehicles will also be considered.

At the next stage, it is proposed to carry out detailed traffic studies to assess what measures may be possible in each Lane and what the impacts may be. Officers will also assess recent survey data from other streets that have full or partial vehicle exclusions to better understand the impacts.

### Raised Carriageways

The raising of the carriageways in Birch Lane and Finch Lane is proposed to be considered to address the accessibility constraints in these lanes where footways are extremely narrow, and pedestrians are forced into the carriageway. The impact of raising the carriageways will need to include consideration of the effect on the character and appearance of the conservation area.

Nicholas Lane includes numerous service access points and level constraints and so a raised carriageway is not feasible in this Lane. Instead, raised pedestrian tables, particularly at the junctions with Lombard Street and King William Street will provide access improvements and improved walking routes, particularly to Monument Station. The designs will be developed at the next stage with the aim of providing a consistent look and feel across all three lanes where possible, to emphasise their use as a joined up walking route.

### Other Enhancements

The proposed enhancement to Alleyway entry treatments will include signage, lighting and paving improvements, together with the consideration of suitable artwork to highlight the entrances without compromising their much-loved character.

### **Option 2**

#### ***As Option 1 but without any traffic management in the Lanes***

Evidence from St Swithins Lane and Bow Lane indicates that traffic management offer significant benefits for pedestrians. Birch Lane in particular has the potential to become more vibrant and traffic restrictions have already been in place here for the past 2 years without any reported problems.

Some form of traffic management, be it a timed closure or an access only traffic order is considered to be a key factor for achieving the success criteria.

This option would not enhance the walking routes to the same degree as Options 1 and 3. Therefore, this option is not proposed to be taken forward to the next gateway.

	<p><b>Option 3</b>  <b>As option 1 but with no raised carriageways and raised entry treatments instead</b></p> <p>This option would be a lower cost than Option 1 and 2. However, it would offer considerably less accessibility benefits as footways would remain narrow and inaccessible for wheelchair users.</p> <p>Even if traffic were restricted to the lanes, as this Option proposes, wheelchair users in particular would find it difficult to access the numerous connecting east-west links to alleys if carriageways were not raised. Therefore, this option is not proposed to be taken forward to the next gateway.</p>
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**Information Common to All Options**

<p><b>12. Key benefits</b></p>	<p>The proposals would deliver on the main objectives of the adopted Bank area enhancement strategy which are to:</p> <ul style="list-style-type: none"> <li>• Reduce conflict and improve Road Safety for all modes of transport</li> <li>• Accommodate future growth, ensuring that the area functions well and provides a suitable environment that contributes towards maintaining the City's status as the world's leading international financial and business centre</li> <li>• Improve the pedestrian environment, create more space for pedestrians and ensure that the streets and spaces are inclusive and accessible to all</li> </ul> <p>The key benefits common to all options are as follows:</p> <ul style="list-style-type: none"> <li>• The proposals would enhance the key walking routes and create more much-needed space, to accommodate increasing numbers of pedestrians</li> <li>• Raised carriageways and/or raised pedestrian tables would ease pedestrian movement and improve accessibility, to create a better-functioning streetscape for all users, including those who are less mobile.</li> <li>• Raised pedestrian tables would ease pedestrian movement across junctions and reduce road danger by slowing down vehicles and sending a clear signal</li> </ul>
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	<p>about pedestrian priority.</p> <ul style="list-style-type: none"> <li>Improved paving materials, such as York stone, would enhance the environment and the appearance of the conservation area. Walking routes would be more clearly defined and way-finding improved. Enhancements to lighting and potential art installations would encourage greater use of walking routes and connections.</li> </ul>														
<p><b>13. Estimated programme and key dates</b></p>	<p>Winter/Spring 2014</p>	<p>Public Consultation</p>													
	<p>Summer 2014</p>	<p>Design Development and Gateway 4 approval</p>													
	<p>Autumn/Winter 2014</p>	<p>Detailed Design and Implementation of First Phase</p>													
	<p>Spring 2014</p>	<p>Implementation of Second Phase</p>													
	<p>Summer 2014</p>	<p>Implementation of Third Phase</p>													
<p><b>14. Potential risk implications</b></p>	<table border="1"> <thead> <tr> <th data-bbox="523 1151 874 1218">Risk</th> <th data-bbox="874 1151 1134 1218">Risk level</th> <th data-bbox="1134 1151 1469 1218">Mitigating Action</th> </tr> </thead> <tbody> <tr> <td data-bbox="523 1218 874 1435"> <p>Conservation objections to design</p> </td> <td data-bbox="874 1218 1134 1435"> <p>Medium</p> </td> <td data-bbox="1134 1218 1469 1435"> <p>Carry out consultation with relevant officers on design options at an early stage</p> </td> </tr> <tr> <td data-bbox="523 1435 874 1576"> <p>Traffic changes are not feasible</p> </td> <td data-bbox="874 1435 1134 1576"> <p>Medium</p> </td> <td data-bbox="1134 1435 1469 1576"> <p>Carry out traffic studies and consult with local occupiers</p> </td> </tr> <tr> <td data-bbox="523 1576 874 1787"> <p>Objections from the public</p> </td> <td data-bbox="874 1576 1134 1787"> <p>Medium</p> </td> <td data-bbox="1134 1576 1469 1787"> <p>Carry out consultation with local occupiers. Develop fall-back options.</p> </td> </tr> </tbody> </table>			Risk	Risk level	Mitigating Action	<p>Conservation objections to design</p>	<p>Medium</p>	<p>Carry out consultation with relevant officers on design options at an early stage</p>	<p>Traffic changes are not feasible</p>	<p>Medium</p>	<p>Carry out traffic studies and consult with local occupiers</p>	<p>Objections from the public</p>	<p>Medium</p>	<p>Carry out consultation with local occupiers. Develop fall-back options.</p>
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<p><b>15. Anticipated stakeholders and consultees</b></p>	<ul style="list-style-type: none"> <li>Ward Members</li> <li>Local occupiers (including churches and Livery companies)</li> <li>TfL</li> <li>London Underground (proposed new station entrance/exit is at Cannon Street)</li> </ul>														

	<ul style="list-style-type: none"> <li>• Internal consultees</li> </ul>
<b>16. Legal implications</b>	The proposed traffic management to the Lanes would require a traffic order.
<b>17. Anticipated source(s) of funding – capital and revenue</b>	Section 106 obligations in the local area (from the New Court St, Swithins Lane S106 in particular) and TfL funding
<b>18. Affordability</b>	Some Section 106 funds have already been identified from the New Court St Swithins Lane obligation. TfL funding would be via the annual Local Implementation Plan grant.
<b>19. Next steps</b>	Carry out traffic studies, develop consultation material and consult with Ward Members and local occupiers in early 2014. A Gateway 4 report to Committees would follow in Summer 2014.

### Appendices

<b>Appendix A</b>	Site Location Plan - BANK BY PASS ROUTES
<b>Appendix B</b>	Map: BANK AREA - LANES, ALLEYS AND COURTS <i>Priorities for Improvement (Extract from the Bank Area Strategy)</i>
<b>Appendix B</b>	Map: Illustrating key characteristics of the lanes and areas for improvement <i>(Extract from the Bank Area Strategy)</i>

### Contact

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## Outline Options Appraisal Matrix

	<i>Option 1</i>	<i>Option 2</i>	<i>Option 3</i>
<b>20. Brief description</b>	<ul style="list-style-type: none"> <li>• Pedestrianisation, timed closure or access only traffic management in the lanes</li> <li>• Raised carriageways in Finch Lane and Birchin Lane</li> <li>• raised entry treatment at junctions in Nicholas Lane</li> <li>• Enhancement to Alleyway entry treatments</li> </ul>	<ul style="list-style-type: none"> <li>• As Option 1 but without any traffic management in the Lanes</li> </ul>	<ul style="list-style-type: none"> <li>• As option 1 but with no raised carriageways and raised entry treatments instead</li> </ul>
<b><u>Financial Implications</u></b>	<i>Option 1</i>	<i>Option 2</i>	<i>Option 3</i>
<b>21. Total Estimated cost (£)</b>	£500,000	£480,000	£300,000
<b>22. Estimated ongoing revenue implications (£)</b>	Likely to be revenue neutral	Likely to be revenue neutral	Likely to be revenue neutral
<b>23. <u>Recommendation</u></b>	<b><i><u>Recommended to be taken forward to Gateway 4</u></i></b>	<b><i><u>Not Recommended to be taken forward to Gateway 4</u></i></b>	<b><i><u>Not Recommended to be taken forward to Gateway 4</u></i></b>
<b>24. Reasons</b>	<ul style="list-style-type: none"> <li>• This option addresses the evidence of need set out above and includes the greatest level of enhancements to meet all of the success criteria.</li> <li>• This option also offers benefits for</li> </ul>	This option would not enhance the walking routes to the same degree as Option 1. Evidence from St Swithins Lane and Bow Lane indicates that traffic management offers perhaps the greatest benefit to the pedestrian	This option would be a lower cost than Option 1 and 2. However, it would offer considerably less accessibility benefits as footways would remain narrow and

	<p>the pedestrian and retail environment, particularly for Birchin Lane, potentially creating a street that could be as vibrant and successful as Bow Lane.</p> <ul style="list-style-type: none"><li>• This option offers the greatest road safety and accessibility benefits.</li></ul>	<p>environment in narrow lanes of this type.</p>	<p>inaccessible for wheelchair users and those who are less mobile. Pedestrians would continue to walk in the carriageways.</p> <p>The pedestrian and retail environment would also not be enhanced to as great a degree as Option 1 and 2.</p>
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