

Committees: Corporate Projects Board <i>[for decision]</i> Streets and Walkways Sub Committee <i>[for decision]</i> Projects Sub <i>[for decision]</i>	Dates: 01 September 2021 10 September 2021 15 September 2021
Subject: Bank Junction Improvements: All Change at Bank Unique Project Identifier: 11401	Gateway 4C Complex Issue Report
Report of: Environment Department Report Author: Gillian Howard – City Transportation	For Decision
<h1>PUBLIC</h1>	

1. Status update	Project Description: To improve the safety, air quality and pedestrian experience of the area around the Bank junction to reflect the historic and iconic surroundings with the appropriate sense of place RAG Status: Amber (Amber at last report to Committee) Risk Status: Medium (Medium at last report to committee) Total Estimated Cost of Project (excluding risk): 5-5.6million Change in Total Estimated Cost of Project (excluding risk): N/A Spend to Date: 1,730,449 Costed Risk Provision Utilised: N/A Slippage: No further slippage to report than highlighted in the July Issues report.
2. Requested decisions	Next Gateway: Gateway 5 – Authority to Start Work (Complex) Requested Decisions: <ol style="list-style-type: none"> Note the contents of the report and the key themes of the consultation response, Officers’ response to the key

	<p>findings and the design changes proposed (paragraphs 161-229)</p> <ol style="list-style-type: none"> 2. Approve the proposed way forward: <ol style="list-style-type: none"> a. to continue to Gateway 5 with the proposed changes to motor vehicle movements on Threadneedle Street, Princes Street and Queen Victoria Street (which would be operational at all times) outlined in Paragraph 240 b. to continue to Gateway 5 with the proposed restrictions on Poultry, Cornhill and King William Street remaining as buses and cycles only, Monday to Friday 7am to 7pm. c. to continue to develop the public realm design to Gateway 5 taking into account consultation comments received. d. to maintain pace of programme, agree that the traffic orders reflecting a and b can be drafted and issued for statutory consultation ahead of the Gateway 5 report. 3. Approve the proposal to review the timing and traffic mix for the Poultry, Cornhill and King William Street arms as soon as it is reasonable to do so once there is greater clarity of traffic composition and volume and what changes to the network around Bank are proposed. (paragraphs 173-175) 4. Note that a Costed Risk Provision of £93,000 was approved in July 2021 and is still required.
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<p>3. Budget</p>	<p>There is no change to budget requirements as set out in the July 2021 Issues report which increased the allocated budget to £2,074,733 and £93,000 of costed risk provision.</p> <p>Expenditure to date is shown in Table 1</p> <p>Table 1</p> <table border="1" data-bbox="531 1451 1401 2022"> <thead> <tr> <th></th> <th>Latest Budget</th> <th>Expenditure/committed</th> <th>Balance</th> </tr> </thead> <tbody> <tr> <td>Highways Staff cost</td> <td>135,846</td> <td>57,883</td> <td>77,963</td> </tr> <tr> <td>P&T Staff Costs</td> <td>799,548</td> <td>646,345</td> <td>153,203</td> </tr> <tr> <td>Legal Staff Costs</td> <td>5,000</td> <td>0</td> <td>5,000</td> </tr> <tr> <td>DBE Structures Staff Costs</td> <td>4,000</td> <td>0</td> <td>4,000</td> </tr> <tr> <td>Open Spaces Staff Costs</td> <td>2,000</td> <td>601</td> <td>1,399</td> </tr> <tr> <td>Air Quality Team Staff Costs</td> <td>1,400.00</td> <td>0</td> <td>1,400</td> </tr> <tr> <td>Fees</td> <td>1,049,576</td> <td>958,256</td> <td>91,320</td> </tr> <tr> <td>Surveys</td> <td>67,363</td> <td>67,363</td> <td>-</td> </tr> </tbody> </table>		Latest Budget	Expenditure/committed	Balance	Highways Staff cost	135,846	57,883	77,963	P&T Staff Costs	799,548	646,345	153,203	Legal Staff Costs	5,000	0	5,000	DBE Structures Staff Costs	4,000	0	4,000	Open Spaces Staff Costs	2,000	601	1,399	Air Quality Team Staff Costs	1,400.00	0	1,400	Fees	1,049,576	958,256	91,320	Surveys	67,363	67,363	-
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	Sub total	2,064,733	1,730,449	334,284
	Revenue	10,000		
	Total	2,074,733		
	<p>Costed Risk Provision requested for this Gateway: £93,000 (as detailed in the Risk Register – Appendix 2 and approved in July 2021)</p>			
4. Issue description	<p>1) This report sets out the findings from the public consultation on the All Change at Bank proposals and identifies the next steps for consideration.</p> <p><u>Executive summary:</u></p> <p>Paragraphs 7-20</p> <ul style="list-style-type: none"> The consultation survey had a large response rate from taxi and private hire drivers and passengers, representing 50% of the 3,574 survey responses. The response rates, defined by how people travel, were not representative of the City’s modal makeup. Pre-pandemic, taxi and private hire account for approximately 2% of journeys with an origin or destination in the Square Mile. <p>Paragraphs 21-128</p> <ul style="list-style-type: none"> The consultation survey highlighted a strong opposition to the proposals from people who drive or are passengers in either taxis or private hire vehicles (such as Uber etc.). Responses typically cited the need for greater taxi access and further consideration for access for disabled people and people with limited mobility. Other respondents to the survey were more supportive of the proposed changes but were generally underrepresented. Concerns regarding congestion, navigation and journey times as a result of rerouting of traffic away from Bank were also raised. Overall, there was support for the proposed interventions to enhance the public realm – street trees, seating, greening etc. There was no conclusive view expressed on the future operation of Bank in terms of a change to the traffic mix or the timings of restrictions. <p>Paragraphs 129-160</p> <ul style="list-style-type: none"> Business/organisation responses were generally supportive, with some encouraging the City Corporation to go further with the proposals. Those responses that were opposed were largely from organisations/groups 			

representing motor vehicle drivers/riders and seeking access for their mode of travel.

- Workshops facilitated by Transport for All identified key themes of the design and placement of street furniture to avoid obstructing footways; careful planning and clear communications to allow safe and accessible routes around the (future) construction site; crossing points to be clearly defined and safe to use; and suitable solutions for clear delineation of the cycle path and footway. There were no significant concerns raised about taxi access for people with limited mobility in these workshops.
- The main theme of the issues raised in the consultation responses focused on provision of taxi access more generally and linked to the needs of disabled people and people with limited mobility who require to be picked up and dropped off around Bank or to pass through.

Paragraphs 161- 248

- With the timing of the consultation, it was difficult to obtain a fully representative view of the proposals as there were fewer people commuting into the City. Officers still believe that the consultation provides sufficient information on which members are able to make a decision about progressing the scheme to Gateway 5. This is on the basis of the analysis presented in the report which reviews responses from the different modal groups.
- The main theme raised related to taxi access. Members will remember that the Gateway 4C report in February 2021 suggested this issue is considered at a later date, once there is more certainty around interdependent schemes such as Bishopsgate, and a better understanding of what the future traffic levels might be.
- Access for people with limited mobility is largely the same as the current situation, other than two locations as set out in paragraphs 182-185. This limitation could be considered to be balanced with the provision of wider footways and shorter pedestrian crossing points. The equalities impact of the proposals will be covered in more detail in the Gateway 5 report.
- Many of the consultation responses also raised concerns around impact of the proposals on traffic movement around the junction and potential delays. Modelling has shown this may be in the order of 0-1 minute on average, but this is dependent on Bishopsgate remaining open to all traffic. It is likely that there will be further delays on journeys if Bishopsgate remains in its current temporary layout, but these

impacts need to be mitigated by TfL as part of any future proposals for Bishopsgate.

- A number of responses focussed on whether change should be made now given the uncertainty around the return to the office post pandemic. The proposals align with what businesses have indicated they wish to see in the Recovery Taskforce consultation – better facilities for people walking and cycling and greener streets. It is also worth noting that pre pandemic the streets in this area provided a very poor level of pedestrian comfort and changes would have been required to reach the pedestrian comfort levels set out in the Transport Strategy. This is without the predicted increase in pedestrian numbers from the Bank Station Capacity Upgrade.

Background

- 2) The Gateway 4C was considered in February 2021. This set out the design that was approved for consultation.
- 3) Public consultation opened on Monday 29 March 2021 and ran for six weeks, with the online survey closing on Monday 10 May. The online consultation survey page was viewed 39,570 times and resulted in 3,574 completed survey responses.
- 4) However, a disproportionate number of responses have been received from users of some modes of transport, while others are underrepresented. This has to be taken into consideration to ensure a balanced view across the different users of the area.
- 5) In addition to the survey, responses were also received from 16 businesses/organisations and 29 emailed individual responses. These responses can be found in Appendix 8 and are summarised within the report.
- 6) This report is structured as follows:
 - The survey response
 - The business/organisational responses
 - The additional individual responses
 - The responses facilitated by Transport for All
 - The main themes of the consultation response and the Officer's response to these
 - Overall summary and recommendations.

Consultation survey responses:

- 7) There were 3,574 responses to the survey, of which 3,538 identified as being from individuals and 36 from organisations.

- 8) If responding on behalf of an organisation, the person submitting was asked to provide their job title and contact details to allow us to verify the response. However, many respondents did not provide these details. Some organisations were referenced multiple times by different individual members rather than by a single representative submitting an organisational response.
- 9) After further analysis, there were seven responses that could be recognised as organisational responses. The comments and their level of support/opposition have been reported in the business and organisational responses section (paragraphs 129-151) of the report. This is to allow organisational responses to be considered together. These seven organisations remain in the survey analysis but represent a single response each.
- 10) All other responses that said they were from an organisation but that could not be verified have been considered as an individual response within the survey analysis.

Modal make-up of the survey response.

- 11) Chart A in Appendix 3 shows the response to the question regarding the primary mode of travel to or from the City.
- 12) There was a high proportion of responses from individuals identifying their primary mode of travel to the City as a taxi or private hire driver or passenger. Out of the 3,574 responses 929 individuals identified as a taxi or private hire driver (26% of the total responses). In addition, a further 846 responders said their 'primary mode of travel to the City' was as a taxi or private hire passenger (24% of the total responses). Together this accounts for 50% of the total survey responses
- 13) It is worth noting that the London Travel Demand Survey indicates that, pre-pandemic, only 1% of trips with an origin or destination in the City were made using a taxi as the main mode of travel. A further 1% of trips were by car (as driver or passenger), this includes private hire vehicle trips. Public transport (bus, rail, underground/DLR) accounts for 50% of trips and 32% are walked. (LTDS 3-year average, 2017/18 – 2019/20). The 2011 census found that 93% of commuter travel to the City is by public transport (bus, rail and underground/DLR, 84%). These modes are significantly underrepresented in the survey responses.

- 14) A second question asked respondents to indicate their 'modes of travel within the City'. Chart C in Appendix 3 shows the response to this question. Respondents could select multiple modes and the main mode chosen was walking with 1,441 of the total 3,574 respondents (40%).
- 15) Not directly comparable, Chart G in Appendix 3 is a copy of a chart from the 2019 City Streets traffic survey analysis. This is a traffic composition survey of over 30 sites in the City which identifies modes of travel. It gives an indication of the expected modal breakdown that you might expect to see in the daytime (7am to 7pm) within the City. This survey only identified the number of vehicles and pedestrians. It does not take account of the numbers of passengers on a bus, in a car, taxi, or of travel by rail and underground.
- 16) However, Chart D does show that the modal representation in the Bank consultation, regarding travel within the City, is not close to reflecting these proportions. Walking looks to be underrepresented, as do vans.
- 17) If you combined car, private hire vehicle and taxi driver responses from the Bank consultation, to be more comparable with the City Streets traffic survey methodology, these modes appear to be over represented in the Bank survey response. The proportion of cyclists also appears to be higher.
- 18) This said, these are not directly comparable data sets and the Bank survey is a small number in comparison to the City Streets data set. But these comparisons do help illustrate why extra analysis of the consultation responses is required to ensure those groups that underrepresented in volume are not overlooked in the issues that they raise.
- 19) In order to better illustrate and understand the responses from those underrepresented modes, the analysis of the survey results will be presented in two ways. First, with all responses and secondly with responses from drivers and passengers of taxis and private hire vehicles removed. This has been done using the primary mode of transport into the City.
- 20) This second method of analysis will still retain a number of taxi and private hire vehicle drivers and passenger (247) responses, as indicated by their choices within the 'travel within the City' question. This approach will provide an analysis of the responses which is more evenly balanced towards the usual split of modes in the City. This will ensure

the views of those people who use modes other than taxis or private hire vehicles are captured without ignoring the views of taxi and private hire drivers and passengers.

The survey:

21) The consultation was split into five sections, four on the proposals and one section on demographic and travel information.

22) The analysis findings are presented in the same order as the survey. The survey questions can be found in Appendix 7.

Section 1 – Traffic and highways changes.

Overview of proposals

23) Section 1 of the survey dealt with primarily the movement of people and vehicles and described the proposed changes.

24) Details of the proposals consulted on are contained in Appendix 4. In summary, the proposals are:

- The closure of Queen Victoria Street between Bucklersbury and Bank junction to motor vehicles. (Vehicles can still enter Bucklersbury and exit Walbrook westbound onto Queen Victoria Street)
- The closure of Threadneedle Street to motor vehicles between the junction and Bartholomew Lane.
- Narrowing Princes Street at Bank junction to one lane with two-way buses and cycles controlled by traffic lights.
- Vehicle access to Cornhill would be facilitated via Princes St southbound.

These changes would be operational at all times.

25) The remaining arms of Cornhill, Poultry and King William Street/Lombard Street were proposed to operate with the existing restrictions of Monday to Friday, buses and cycles only, 7am to 7pm. All traffic would be allowed outside of these hours on these three arms only.

26) Combined, these proposed changes are intended to meet the ambitions expressed by Members at various stages of this project to transform the space and facilitate the increased pedestrian space required to respond to the additional capacity at Bank station from 2023. They would create:

- A more pleasant space to walk across the eastern end of Queen Victoria Street linking the flow of people walking from Walbrook and Cannon Street station by the Magistrates court.

- A safer cycle route to and from Queen Victoria Street and the main junction with Mansion House Street.
- A much wider space for people walking in front of the Bank of England, improving the pedestrian comfort levels on Threadneedle Street and a segregated two-way cycle lane with no motor vehicles.
- Much wider spaces for people walking around the busy underground station entrances/exits on the corner of Princes Street and the junction.

27) Overall:

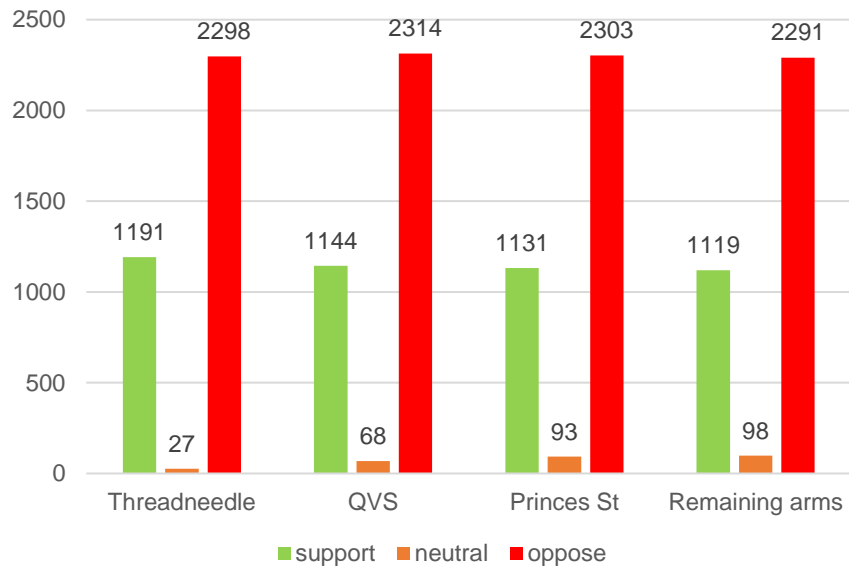
- a) shorter crossing distances for people walking all around the junction,
- b) wider pavements and improved pedestrian comfort levels,
- c) improved cycle safety with reduced interactions with motor vehicles,
- d) a simplified traffic junction, reducing the number of available turning movements for motor vehicles at all times of day (reducing the risk of collision and improving safety).

Overview of survey results:

28) Section 1 of the survey went through the proposed highway changes on Threadneedle Street, Queen Victoria Street and Princes Street and then the remaining arms of the junction.

29) The results are shown in Chart 1. (QVS is Queen Victoria Street)

Chart 1: Support/opposition to proposals in section 1 (all responses)

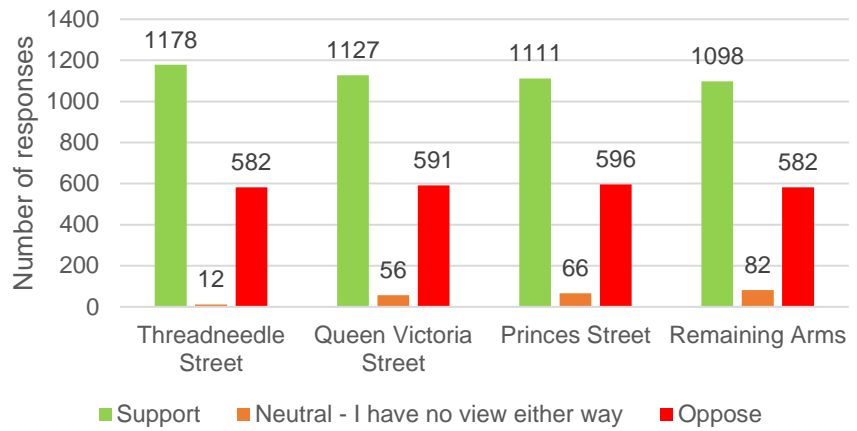


30) The overall result shows a relatively consistent degree of opposition about the proposed changes on each of the three main traffic proposals as well as the proposal for the continued restricted operation on the remaining arms.

31) Respondents were able to choose 'strongly support', 'support', 'neutral', 'oppose' or 'strongly oppose' on these questions. For presentation in this report, strongly support and support have been combined to show general 'support', and strongly oppose and oppose combined to show 'oppose'. The relevant appendices to each section contain a further breakdown of these different levels of support.

32) When we remove those responses that identified taxi or private hire vehicle driver or passenger as their primary mode of travel into the City (as explained in paragraphs 19-20), this leaves 1,779 responses considered in the second part of the analysis.

Chart 2: Support/opposition to highways and traffic changes proposals (without dominant mode)



33) As Chart 2 shows, this subset of the responses shows a more consistent level of support for the proposals. The modal breakdown of how these respondents said they travelled within the City can be seen in Appendix 3 Chart E.

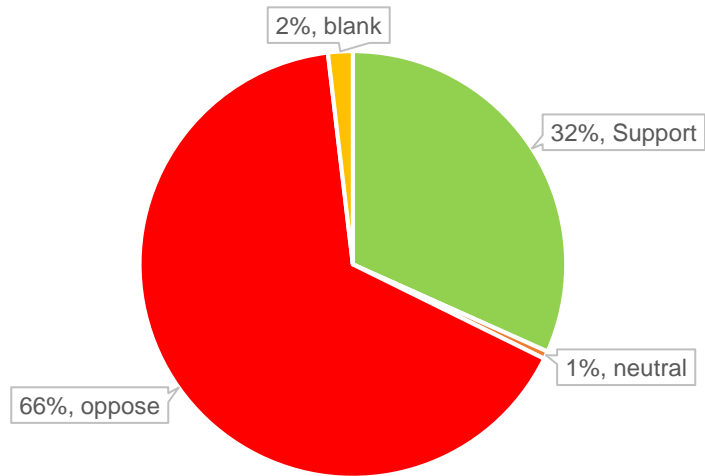
Overall support/opposition for the traffic and highway proposals

34) For those people who consistently said that they supported (strongly supported or supported), opposed (strongly opposed or opposed), or that they were neutral to each of the questions, this has been taken as an indication of the overall level of support or opposition for the traffic and highway proposals.

35) People who supported proposals for one street but not another, were asked what their level of support/opposition would be if the highway and traffic changes had to be delivered as a complete package.

36) Combining these two sets of answers provides an overview of the general support/opposition for the proposed highway changes as a whole. This can be seen in Chart 3, showing all responses (3,574).

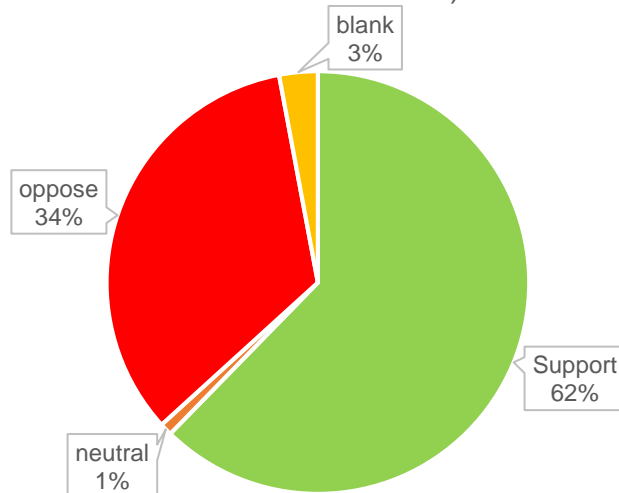
Chart 3: Level of overall support/opposition to the proposed highway and traffic changes



37) 66% of respondents were opposed to the proposed changes.

38) If responses from taxi and private hire drivers and passengers are removed (Chart 4) there is a strong level of support shown, with 62% of respondents in favour of the proposals.

Chart 4: Level of overall support/opposition to the proposed highway and traffic changes (without the dominant mode)



Comments provided in the traffic and highway proposals section.

39)As explained in the issues report in July 2021, there were a large number of comments provided by respondents to the survey. This required additional time to analyse and is why the consultations findings report has been delayed.

40)A large number of these comments expressed general 'negative' sentiment which did not directly relate to specific details of the proposals. There were also a large number of comments categorised as 'neutral' which were either nonsensical or expressed that they had "no comments" to give on that question. There were also 'positive' comments expressed with general support for the approach, such as "great", "good" etc. but again with no specific detail.

41)Whilst these comments were categorised, they are not included in the top five themes below. This is to ensure that the most useful comments are reviewed for the purposes of this report.

42)Respondents had the opportunity to leave a comment for each area: Threadneedle Street, Queen Victoria Street, Princes Street and the remaining arms. The top five themes across these are set out in Table 2:

Theme	Total number of times mentioned in Section 1
Accessibility (licensed taxi)	2810
Accessibility (disability)	1555
Congestion	927
Navigation	656
Public realm	645

43)The top five themes for each individual area can be found in Appendix 5.

44)As can be seen, the largest number of comments related to the desire to have taxi access to and through the junction. The use of the term taxi is assumed to mean a London Licensed Taxi, or Black cab.

45)There were a number of templated answers on this topic. One of which summarises the general sentiment of most of the comments that were categorised into the theme of Accessibility (licensed taxi).
"licensed taxis should be given the same access as buses under the proposals as they are publicly hired, a vital part of public transport as defined in policy and law, providing

accessible, door-to-door transport relied on by many people.”

- 46) There was also a strong link between the theme of access for licensed taxis and access for disabled people. Across the four opportunities to provide comments in section 1, 28% of respondents who gave a comment that fell into the accessibility (licensed taxi) category also commented on access for people who may be disabled or less mobile.
- 47) The theme of ‘Accessibility (disability)’ centred on the comments made regarding the ability for a disabled person, or someone who may be less mobile, to be picked up or dropped off at Bank Junction and surrounding properties. In addition, concerns were raised around people who are not able to walk longer distances and how the proposals to close roads could impact on them. There was also a general concern raised that there had been no consideration given to disabled people in the design.
- 48) The theme of ‘congestion’ centred on concerns that the displacement of traffic from the proposed changes would cause congestion on the surrounding streets. This was often accompanied with concerns regarding pollution on those alternative routes. However, the theme of pollution ranked eighth overall across section 1 of the survey.
- 49) The theme of ‘navigation’ covers the comments that expressed that the City was difficult to get around and these proposals would make it worse. With this theme it is important to note that many of the temporary COVID-19 transport schemes would have been in operation at the time of the consultation survey, which would have added to the sense that accessing certain areas of the City could be quite difficult. Some of the comments mentioned these temporary interventions.
- 50) Lastly the theme of ‘public realm’ is where comments covered aspects of the proposals such as pavement widening, cycle facilities, wanting more carriageway etc. This theme contained a fairly diverse range of views, from those who questioned whether the proposals went far enough to provide for the numbers of people walking and cycling, to those who felt the proposals went too far, and that proposals should not be taking road space away from vehicles.
- 51) There was a strong link between people leaving comments and their opposition to the proposals. Of the people who had indicated that they opposed the proposals for an area,

on average 66% went on to leave a comment on that area. Of those who had indicated support for the proposals, 22% on average went on to leave a comment.

52) If the responses of taxi and private hire drivers and passengers are removed from the analysis, the top five themes are as shown in table 3.

Table 3: Without dominant mode	
Theme	Total number of times mentioned in section 1
Accessibility (licensed taxi)	490
Public realm	443
Safety	361
Congestion	319
Restriction timings	281

53) 'Safety' and 'restriction timings' themes are highlighted in this analysis of the data.

54) The 'safety' theme had a mixture of views, but largely focused on the perception that safety would be improved by the proposals resulting in a better experience for people walking and cycling. However, there were also concerns raised about the safety of others on the alternative routes that the traffic would be diverted to. There were also a few comments regarding personal safety, particularly later at night if there is no traffic passing.

55) Restriction timings was largely mentioned in the 'Remaining arms' section of the survey. More than half of the comments within this theme were in favour of extending the restrictions in some way. The suggestions varied from 24/7, later into the evening or at weekends. There were also conflicting comments that restriction times should be reduced or removed to help with servicing and pick up and drop off. There were also a number of comments saying that the existing times are a fair compromise.

56) The other three themes, which also formed part of the top five from all responses, reflected much of the same sentiment as described above.

Summary of responses on the traffic and highway proposals:

57) There is a strong opposition to the proposals from people who drive or are passengers in either taxis or private hire vehicles (such as Uber etc.). If these responses are removed from the analysis, there is a good level of support (62%) for the proposals.

58) Issues raised in the comments were predominantly around the need for greater taxi access and greater consideration of access for disabled people.

Section 2 – public realm enhancements

Overview of proposals:

59) The second section looked at the three key proposed areas for public realm enhancement:

- Queen Victoria Street,
- Threadneedle Street,
- The space outside the Royal Exchange (with the Duke of Wellington statue) and,
- With a fourth area being the general widened footways around the junction linking to the larger spaces.

60) The proposed enhancements are dependent on the traffic and highways proposals being progressed. The public realm proposals that were consulted on can be found in Appendix 6 and are summarised below. They included proposals for street trees, ground level planting, planting in pots, seating, and measures to make the spaces more inclusive.

Summary of responses

61) Respondents were asked how far they agreed or disagreed with a variety of interventions to enhance the public realm across the four areas. The questions were aimed at understanding what interventions people supported so that prioritisation of interventions could be undertaken if needed.

62) For a breakdown of how many people agreed or disagreed with the individual interventions, please see tables 1 to 4 in Appendix 6. The analysis below looks at each intervention on each street. The level of agreement or disagreement with each intervention is based on the number of people who responded to that individual element and not the base of 3,574.

63) Strongly supported interventions included street trees on both Queen Victoria Street (57% of 3,198 respondents) and Threadneedle Street (52% of 3,205 respondents).

64) There was also strong support for providing an electric charging point for electric vehicles on Queen Victoria Street (with 58% of 3,166 responses).

65) On the public space outside the Royal Exchange, there was strong support for refurbishing the existing benches (63% of 3,057 responses), as well as making the raised platform

accessible by providing a gentle sloped ramp on the existing steps (58% of 3,227 responses).

66) The other proposed interventions were more closely tied, such as increasing the number of cycle racks outside the Magistrates court on Queen Victoria Street, with 48% of 3,004 responses disagreeing compared to 43% in agreement.

67) On Threadneedle Street, using large plant pots to provide additional greening and providing moveable table and chairs towards Bartholomew Lane and the Royal Exchange Gardens, had larger numbers of people disagreeing with the proposals than agreeing. 48% of the 3,028 responses disagreed with the pots, and 50% of 3,067 responses disagreed with the moveable tables and chairs.

68) As with section 1 of the survey analysis, due to the overrepresentation of one mode within the survey, we have also looked at section 2 without responses from taxi or private hire drivers or passengers.

69) Other than the electric charging point on Queen Victoria Street, where the percentage support reduced but was still favourable; all of the other interventions were supported more strongly. For the comparisons, please see tables 5 to 8 in Appendix 6

Comments:

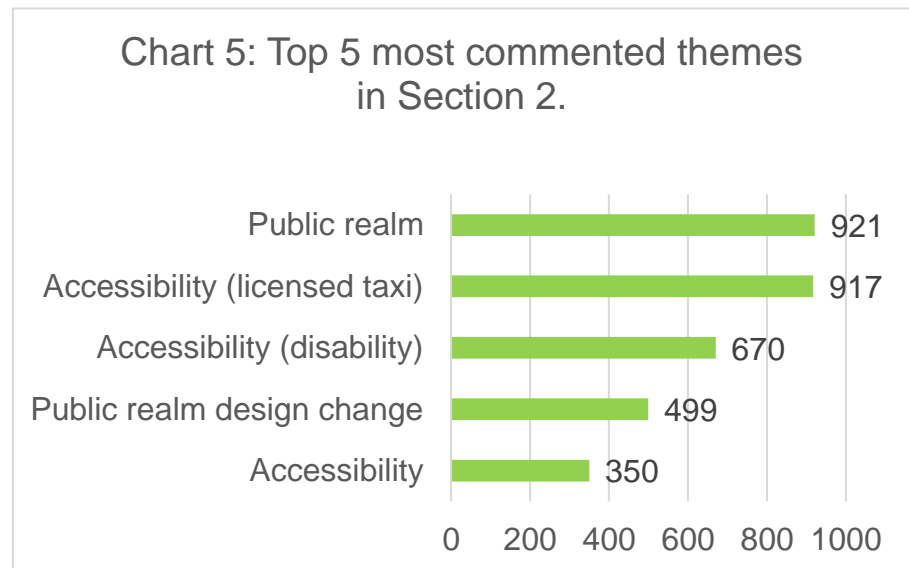
70) After each question on a particular space, respondents were given the opportunity to provide comments on the proposals.

71) In general, the comments provided in this section were not specifically related to the proposed public realm enhancements. Instead, many respondents used this as an opportunity to repeat comments that had been provided in section 1.

72) Therefore, the feedback provided in these comments includes a layer of general negative comments that are not specific to the public realm proposals.

73) As with the traffic and highway proposals analysis, for the purposes of this committee report we have removed general comments classed as “negative”, “neutral” or “positive” from the top themes.

74) Chart 5 shows the aggregated top 5 themes across section 2. Chart A in Appendix 6 shows the top 5 themes for each space.



75) The theme of 'public realm' contained comments which were more specific to each area. Overall, there were consistent comments across the four spaces about ensuring that the placement of street furniture does not impede pedestrian flow or form barriers for those people who are disabled, less mobile or visually impaired. There were also comments questioning the need for seating and suggesting this should be a transient area and not a place where people are encouraged to sit. Others stressed the importance of greening, and that greening should be prioritised over seating.

76) The theme of 'accessibility (licensed taxi)' is largely the same as the comments received in section 1 of the survey.

77) The 'accessibility (disability)' theme included concerns that the needs of disabled people were not included/thought of in the overall proposals, rather than specific comments on the proposed enhancements.

78) The comments were generally aligned with the theme of 'accessibility (licensed taxis)' and indicated that taxi access is crucial for the accessibility of the area. The Royal Exchange space received most comments on this theme, with a large number expressing concerns that disabled people or people with limited mobility, would not be able to get to the space to enjoy as there was no taxi/car access. Comments went on to suggest that making this space more

inclusive would therefore be wasted. There were comments that were more positive regarding making this space more inclusive, but the majority of comments were about how people with mobility difficulties would access it.

79) The 'public realm design change' theme focused on more specific comments on the design proposals. There were some concerns about tree planting being successful due to the shady nature of Threadneedle Street, whether public toilet provision is suitable (particularly accessible provision) if creating new spaces; concerns regarding new street furniture and how it will blend with the historic surroundings. There were several comments regarding the use of pots and that either more street trees or ground level planting would be preferable.

80) The 'accessibility' theme was more general in detail but centred around the general need for everyone to be able to move around the City, and at Bank, in vehicles, as well as cycling and walking.

Summary of section 2:

81) Overall, there was support for the proposed interventions to enhance the public realm. However, there was a repetition of concerns about the ability to pick up and drop off in the area by taxi or other vehicle and the detrimental impact of this, particularly on those less able to walk long distances.

Section 3: Bus routing

Overview of proposals

82) As part of the proposals, it would be necessary to reroute a number of day and night-time bus services. London Buses agreed the proposed routings for consultation. The proposals aimed to keep routes travelling through Bank to minimise the journey time impacts and the disruption to passengers.

83) The route 133 would be the only route completely removed from travelling through Bank Junction. This change is already in operation because of the eastbound closure of Threadneedle Street as part of the temporary transportation response to COVID-19.

84) Buses that would normally use Queen Victoria Street to access the junction are proposed to divert to Queen Street and Poultry. Those services that would normally use Threadneedle Street are proposed to divert to Cornhill and Bishopsgate. Route maps of these proposals can be found in Appendix 9.

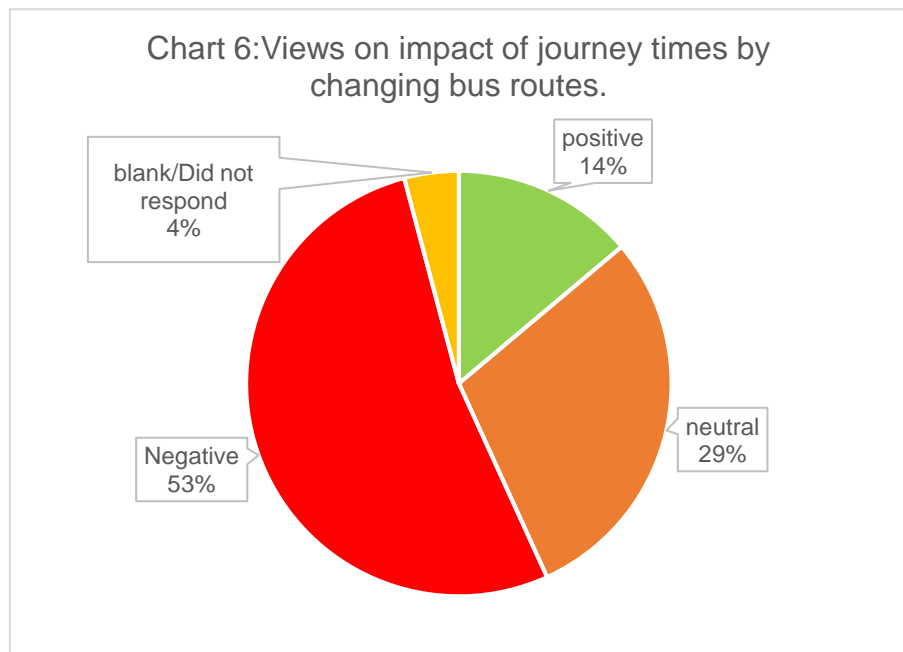
Overview of responses:

85) The purpose of this section of the consultation was to understand if there were any other routing options that should be considered, prior to any formal rerouting work by London Buses taking place (if the proposals were to proceed).

86) Overall, 45% of all respondents (3574) said that they used at least one of the nine services being consulted upon.

87) All respondents were then asked whether they felt the proposed bus route changes would impact their journey time positively, negatively or if they felt it would be neutral.

88) Out of the 3,574 respondents, 53% felt the impact would be negative (Chart 6).



89) Respondents were then asked if they had any specific comments on the details of the proposed bus route changes.

90) The most popular themes covered, again removing the more general negative, neutral or positive themed comments, are shown in table 4:

Table 4: All responses	
Theme	Number of comments
Accessibility (licensed taxi)	302
Bus routing	257
Congestion	187

Accessibility (disability)	130
Journey times	110

91) 'Accessibility (licensed taxi)': As in previous sections, importance of having taxi access to/through the junction was the most commented. 15% of these comments also mentioned the link between taxi access and the needs of disabled people or people with limited mobility.

92) Bus routing: Concerns related to the potential for increased congestion on routes that buses were being rerouted to. Comments were also raised regarding the number of buses (frequency) that travel through the area and whether this could be streamlined.

93) Congestion: Largely comments were generalised regarding increasing congestion for traffic elsewhere, not specifically about congestion experienced by bus passengers.

94) Accessibility (disability): The comments on accessibility (disability) generally follow the same sentiments as other sections – that the proposals were thought not to adequately consider the needs of disabled people. There were a small number of comments that directly reference distance between existing bus stops and the nearest alternative. There was also a link with the theme of taxi access (34% of comments also mentioned taxi access).

95) Journey times: A mixture of views regarding journey times for both buses and other traffic. This included concerns that rerouting the four daytime services and five night-time services will cause too much congestion on the surrounding road network. It is not specified but assumed that the concerns are more related to the daytime routings than the night bus services as there is generally less traffic in the City during the operational hours of the night-time services.

What do bus passengers think?

96) The key purpose of this section was to understand bus passengers' views, in particular those whose routes would be changed and how they felt these changes might impact on them.

97) People who said that they used at least one of the bus services being proposed to be rerouted (table 1 Appendix 10) were asked how regularly they used the service. Respondents were asked to indicate if they used services at least once a week, once a month or less often.

- 98) In all cases other than for route 8, over 50% of the responses said they used the service less than once a month. Route 8 received most responses for people using the route with 1,307 people saying that they used it, of which 29% used it at least once a week and 30% at least once a month.
- 99) Looking at those respondents that said that they used the services at least once a week, on average across all 9 routes 80% of respondents felt that rerouting would negatively impact their journey time, (See Table 2 Appendix 10)
- 100) The responses to the journey time question is broken down by mode of transport to the City (table 5 in appendix 10). Looking at those people who use the service at least once a week and have said they think the impact will be negative, we can see that across all the routes, on average, 35% of the responses were from taxi and private hire drivers and 34% are from taxi and private hire passengers. This is a significant proportion of the response.
- 101) It is not unreasonable to assume that taxi and private hire drivers, or their passengers, also use bus routes in the City. Excluding responses for this mode, as was done in the other sections, leaves a very low numbers of responses from people who frequently use each of the services (table 8 appendix 10).
- 102) This raises the question of whether the views on journey times reflect the potential impact on bus passengers' journey, or the impact on other modes because of more bus services using other routes.
- Summary of section 3 – Bus routing*
- 103) Overall, both people who use the bus routes through Bank and those that do not, expressed concerns about the potential impact to journey times for a variety of modes by rerouting these services. The volume of responses of people who use the services regularly is low, particularly after excluding responses from taxi and private hire vehicles drivers and passengers. The information has been passed to London Buses for consideration. It is not uncommon for bus route consultations to receive low response rates.
- 104) Most of the concerns raised in this section relate to journey times of bus and other modes and to congestion. This is addressed by ongoing traffic modelling and technical

analysis as outlined in paragraphs 192-210. More detail on this is due in the Gateway 5 report.

Section 4 - timing and traffic mix

Overview of proposal

105) Section 4 focused on possible future changes to the timed restrictions at Bank. As explained in the Gateway 4c report, it was recognised that the proposal being consulted on could have different operational hours of restriction and/or a change to the mix of traffic during those restricted times without the need to change the fundamentals of the design.

106) At the time of that report, it was noted that it was not an appropriate time to assess whether the All Change at Bank proposals should make changes to the operating hours or the traffic mix. This reflected the ongoing complexities and uncertainties around the pandemic; the temporary COVID-19 transport changes; and the pending appeal hearing on the legal challenge on TfL's Bishopsgate temporary traffic order and Streetspace guidance.

107) It was agreed to continue using the assumption that the scheme would operate as Monday to Friday, 7am to 7pm and with the existing traffic mix while seeking views on what alternative times and vehicle mix may be desired.

108) The purpose of this section of the consultation is to inform possible future recommendations. It does not change the current assumption for the scheme.

109) The reasons for not being able to make a recommendation on this element remain primarily as they did in the February 2021 report. There is still not enough clarity around the outcome of some other key decisions in the surrounding network or how travel patterns and traffic volumes and mix in the City might change in the long term to be able to judge the impact or benefit of making additional changes.

Overview of responses:

110) Section 4 proposed eight timing and vehicle mix options and asked respondents to show how much they supported or opposed each option. Tables 5-7 summarises the results with all responses included (base 3,574).

Table 5

(base number 3574)

Extending hours to Saturday and Sunday				
	Agree	I am neutral	Disagree	No response
Extend the operating hours of the restrictions to include Saturday and Sunday, and remain bus and cycle only	29%	3%	58%	10%
Extend the operating hours to the restrictions to include Saturday and Sunday but permit licensed London taxis too	46%	5%	37%	12%
Extend the operating hours to the restriction to include Saturday and Sunday but permit an alternative vehicle along with the buses and cycles	17%	10%	55%	18%

	Agree	I am neutral	Disagree	No response
Extend the operating hours of the restrictions to include Saturday and Sunday, and remain bus and cycle only	29%	3%	58%	10%
Extend the operating hours to the restrictions to include Saturday and Sunday but permit licensed London taxis too	46%	5%	37%	12%
Extend the operating hours to the restriction to include Saturday and Sunday but permit an alternative vehicle along with the buses and cycles	17%	10%	55%	18%

Table 6				
Extend the hours later into the weekday evening				
	Agree	I am neutral	Disagree	No response
Extend the operating hours to later in the evening on a weekday but remain bus and cycle only	25%	5%	52%	18%
Extend the operating hours to later in the evening on a weekday but permit licensed London taxis	46%	5%	33%	16%
Extend the operating hours to later in the evening on a weekday but permit an alternative vehicle with buses and cycles	15%	10%	53%	22%
Table 7				
Keep timings the same (Monday to Friday 7am to 7pm)				
	Agree	I am neutral	Disagree	No response
Permit licensed London taxis during the proposed restricted times on the Cornhill (westbound), King William Street and poultry arms	52%	6%	27%	15%
Keep the timing and traffic mix as proposed	16%	23%	49%	23%

- 111) As already highlighted in other sections of this report, there is a strong desire by many respondents to have taxi access across the junction. The above results follow this theme to an extent. The options that have a majority in agreement are all options that suggest taxis should be included in every timing option.
- 112) The options to extend the hours of the restrictions and permit taxis did not get agreement of over 50%. This indicates that there may be stronger opposition to extending the times of the restrictions.
- 113) The only option that was supported with more than 50%, was to “permit licensed London taxis during the proposed restricted times on the Cornhill (westbound), King William Street and Poultry arms”. However, this was only supported by 52% of the respondents.
- 114) The other options for extending the hours or changing the vehicle mix were generally not supported. The option for extending the hours to the weekend, but not changing the vehicle mix, received the greatest number of responses with 58% of the responses in disagreement with the option.
- 115) As with other sections, due to the disproportionate number of responses from taxi and private hire drivers and passengers, the results were also analysed after excluding these responses. The results can be found in Appendix 11 - Tables 1-3. This analysis shows that the other responses follow a similar pattern with regards to mixed feelings about the options presented. There was stronger disagreement to permitting an alternative vehicle and either extending the operating hours to the weekend (60%/ n1084) or later into the evening (58%/ n1035)
- 116) The most supported option was to extend the hours of operation into the weekend, but to retain buses and cycles only. This received 54% (969) of the responses.
- 117) A further breakdown of how different modes viewed the eight options can be found in Appendix 11.

How would changes affect your level of support/opposition?

- 118) Respondents were then asked whether their overall support/opposition indicated in section 1 to the highway layout changes would change if, at a later date, the traffic mix were to change, or the timing of the restrictions were to be extended.

119) In terms of a future change to the traffic mix, 1,661 respondents (46% of the total response) said that their support/ opposition would not change.

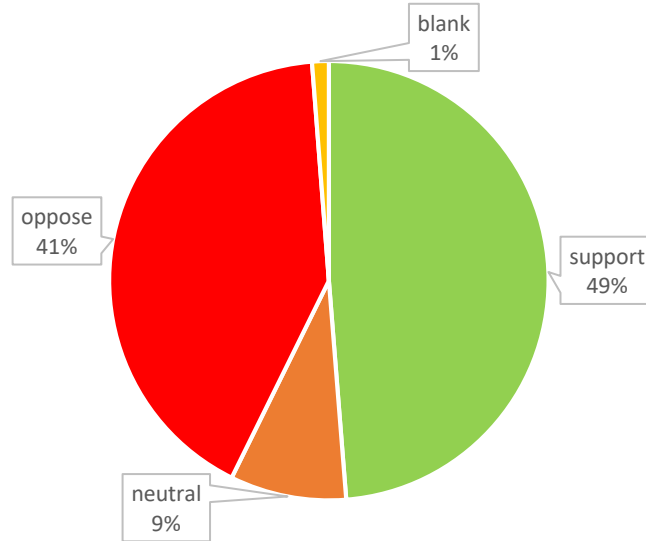
120) Table 8 shows the broad level of support or opposition indicated in Section 1 and how respondents indicated they would change their view if the traffic mix were changed at a later date. Note that 162 people did not respond to this question.

Table 8: Altering the traffic mix

	Support	Neutral	Oppose	Blank (no support indicated in section 1)
No – Altering the traffic mix at a later date would not change the level of support	589	37	1034	1
Yes – Altering the traffic mix at a later date would change the level of support to:	1074	255	381	41
TOTAL support/opposition if traffic mix were altered at a later date	1663	292	1415	42

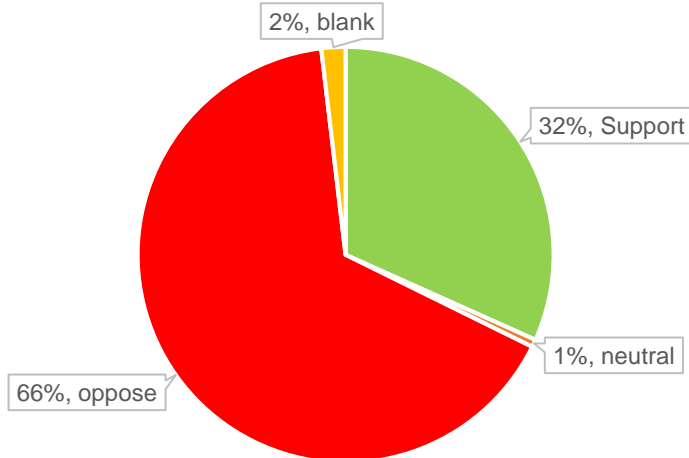
121) There are greater levels of support for the proposals if the traffic mix were to change, but overall, the support for the highway and traffic changes remains below 50%, as shown in chart 7.

Chart 7: Support/opposition for the scheme if the **traffic mix** were changed at a later date



122) For ease of reference – Chart 3 is repeated below with the levels of support originally indicated for the highway and traffic changes.

Chart 3: Level of overall support/opposition to the proposed highway changes in section 1

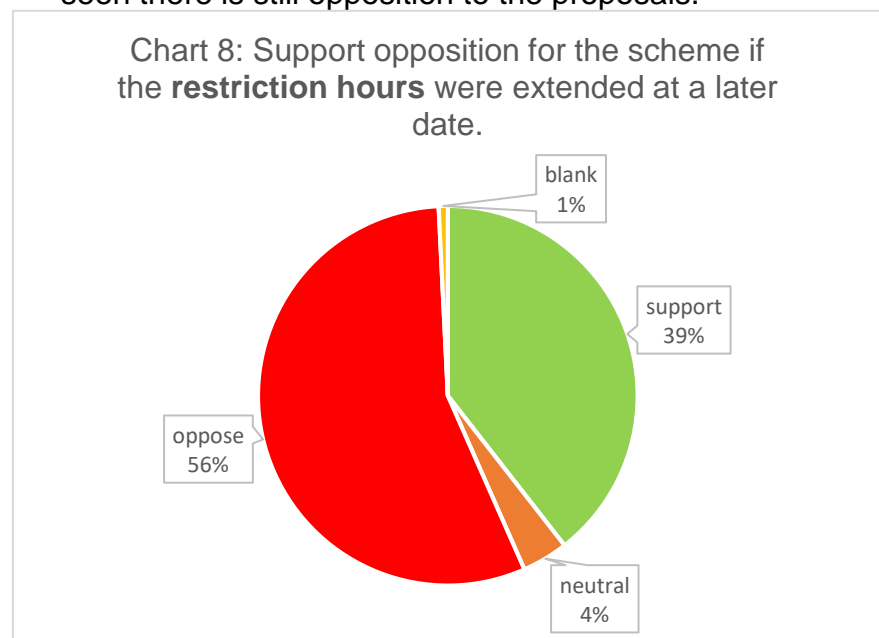


123) Looking at the other option to extend the operating hours of the restriction either later into the evening or into the weekend, the vast majority of people said that they would not change their support or opposition outlined in section 1. This can be seen in table 9. 216 people did not respond to this question

Table 9: Extending the timing restrictions

	Support	Neutral	Oppose	Blank (no support indicated in section 1)
No – Extending the timing restrictions at a later date would not change the level of support	718	49	1662	5
Yes – Extending the timing restrictions traffic mix at a later date would change the level of support to	607	83	213	21
TOTAL support/opposition if the timing restrictions were extended at a later date	1325	132	1875	26

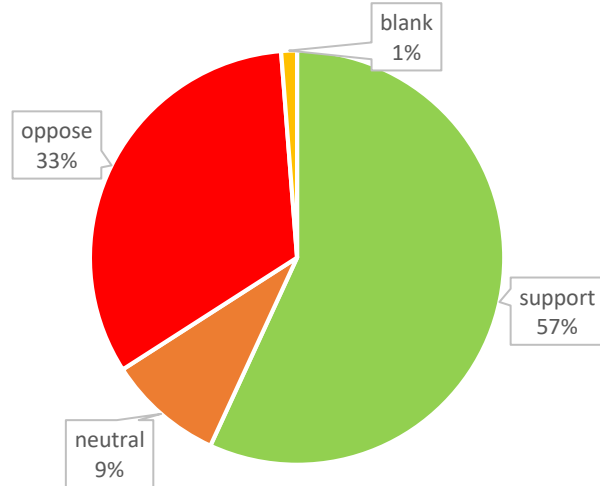
124) Chart 8 indicates the support or opposition to the overall highway changes at Bank if the hours of the restriction were to be extended in some way, at a later date. As can be seen there is still opposition to the proposals.



125) If, as in the other sections, if we exclude responses by taxi and private hire drivers and passengers, there is stronger support for the scheme if the traffic mix were to change. However, it is worth noting that the level of support

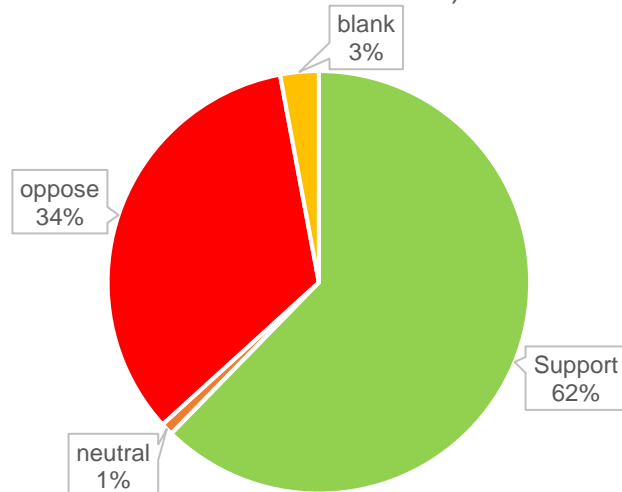
is lower when compared to the support levels indicated in section 1 of the survey (Chart 4).

Chart 9: Support/Opposition for the scheme if the **traffic mix** were to be changed at a later date (excluding dominant mode responses)



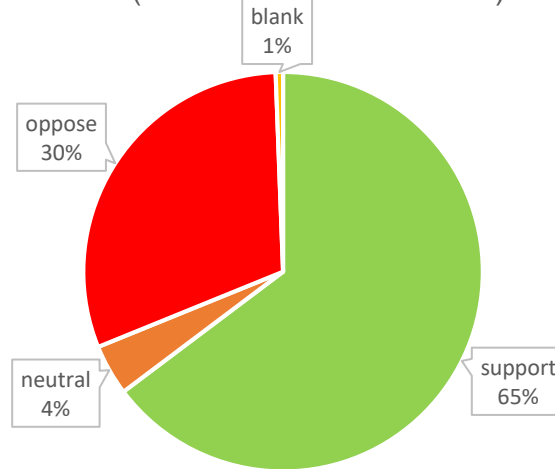
126) For ease of reference - Chart 4 is repeated.

Chart 4: Level of overall support/opposition to the proposed highway and traffic changes (without the dominant mode)



127) After excluding responses from taxi and private hire drivers and passengers, there is support for the scheme if the restriction hours were to be extended as shown in chart 10.

Chart 10: Support/Opposition for the scheme if **restriction hours** were extended at a later date (dominant mode removed)



Summary of section 4:

128) The results indicate that the question of whether to extend the hours or change the vehicle mix is complicated. There was no single option that had significant support in either analysis. The sentiment of the comments shows that there is a strong desire, by some, for taxi access to the junction. However, there was not really a conclusive view that shows any option being favoured at this time. After responses from taxi and private hire drivers and passengers were excluded from the analysis, there was a stronger indication that there may be support for seeing the hours of operation extended in some way.

Business and Organisational responses.

129) In addition to the consultation survey, we also received 23 responses from business/organisations regarding the consultation. The responses are summarised in Appendix 8 and come from a mixture of organisations filling out the survey and sending in letters/emails. Appendix 8 also includes the current status of any follow up undertaken.

130) Overall, eight of the responses were supportive of the proposals, seven were broadly supportive but had either follow up questions or comments on elements of the proposals that required further attention, and seven were opposed to the proposals.

131) Of those responses that were supportive six of them were organisations representing the views of their membership. This included pro sustainable transport

groups/charities such as London Living Streets, Sustrans, London Cycling Campaign and Future Transport.

132) A supportive response was received from the City Property Association (CPA), a not-for-profit membership body and advocacy group representing the major owners, occupiers, developers, investors and advisers to real estate in the City of London. The CPA have more than 150 member companies and an associated network of nearly 1,500 professionals. Cheapside Business Alliance (CBA) were also supportive. The CBA represent hundreds of businesses within the Business Improvement District area.

133) The CPA commented:

“Open spaces and clean air have become even more important to people during the pandemic, and if we are to build a post Covid recovery the City Corporation, with the ongoing support of Transport for London in addressing wider traffic impacts, needs to continue to be ambitious in order to deliver long lasting, transformative and beneficial change. The CPA would like to see even greater ambition for reducing traffic and opening up more public space.”

134) The Cheapside Business Alliance commented: *“Area enhancements such as this one will contribute to improving the overall experience of visiting the area, which is a very positive thing... With growth anticipated on the near horizon and all areas of London raising their game to create welcoming, safe and accessible destinations, the All Change at Bank scheme is an encouraging step for Cheapside. We particularly support the aspiration to improve the perception of the place and encourage greater dwell time in the local area.”*

135) There were also responses from the Dutch Church in Austin Friars and engineering firm Buro Happold Ltd, who are based in Westminster, in support of the proposals.

136) Lastly Transport for London also wrote in support with comments, saying that *“while on the whole we remain supportive of your proposals for Bank junction and welcome your ongoing commitment to improve road safety, there are a number of considerations we would like the Corporation to consider before you finalise the design of your scheme”*.

137) These considerations relate largely to bus journeys with the proposal to reroute four-day routes and eight night routes. Three additional night routes which also travel through Bank were identified by TfL after the City’s consultation had gone live. As it was too late to add these

routes to the consultation TfL will be undertaking a separate consultation on these night routes over September.

138) However, TfL then went on to write:

“On the whole we are broadly satisfied with the proposed routeing options and will continue to work with the Corporation to reduce the impact your proposals have on bus passengers.”

139) The impacts both positive and negative will be explained fully in the Gateway 5 report for Member’s consideration, but it is worth noting that on average across the 24 daytime routes (that fall within the traffic model area) the impact across both peaks is modelled to be between 0-1 mins increase in bus journey times. Given the size of the scheme, this is a minimal journey time impact.

140) A concern was also raised by TFL regarding the resilience of the network:

“In terms of resilience on the wider road network, we would ask you to carefully consider through the forthcoming stages of design how you will implement the proposed works on Threadneedle Street and Queen Victoria Street. On both streets, it appears that bollards and traffic islands are proposed, which would hamper the resilience of the road network should these streets be required for use in exceptional circumstances to be open to emergency vehicles and buses. We ask that you consider design interventions that could allow for these types of planned and unplanned uses.”

141) It has been explained that the intention would be that these routes can be opened if required under planned circumstances only. In our discussions this has been accepted. Emergency vehicle access is a different scenario and the design accommodates the ability for emergency vehicles to gain access to those spaces when required.

142) All of these comments have been followed up with TfL, and we continue to work through the approvals process with the intention of presenting at Road Space Performance Group ahead of this Committee meeting (but after submission of this report).

143) In opposition to the proposals there were three licensed taxi organisations, the LTDA, Unite the Union and United Cabbies Group representing collectively a large proportion of the circa 20,000 licensed taxi drivers. The Motorcycle Action Group (London) expressed opposition on behalf of

their membership. A response in opposition was also received from the Freedom for Drivers Foundation.

144) The responses from Freedom for Drivers and the Motorcycle Action Group focused on it being unreasonable to remove “a major road and a key part of the road network in the City”, and this this would cause congestion on surrounding roads. Both groups requested access for motorcycles and drivers of private cars and vans respectively.

145) All of the taxi trade groups reiterated that they want the same access as buses as they are a part of the public transport system. There was recognition from the LTDA that they supported the objectives of the All Change at Bank project but believe the project objectives could still be achieved if taxis are granted access to certain arms of the junction. Unite recognised the safety aspect the project is trying to resolve but questioned whether post-pandemic the volumes of people would be the same. It was also mentioned that there are now fewer taxis, with numbers reducing (across London) to approximately 13,000 in 2020/21 compared to approximately 18,000 in the year before.

146) Two City businesses responded and objected. The Cad and the Dandy (a tailors) and GH Cityprint. GH Cityprint objected to the proposal, but suggested alternatives including access by electric servicing vehicles, and that more consideration should be given to servicing businesses. The Cad and the Dandy were concerned about the restrictions and the damaging effect this would have on businesses in the City.

147) The remaining responses were generally supportive but had concerns or comments to be addressed. These included London Travel Watch who supported the improvement of the pedestrian environment but had some concerns regarding the rerouting of bus services and the additional distance or journey time this may have for passengers.

148) The Ned Hotel and the Royal Exchange were in principle supportive but raised questions around certain potential impacts to their buildings.

149) The detailed issues raised by the Royal Exchange have been followed up and resolved and we are continuing to discuss some of the finer details as the design progresses,

but to date they are happy with the discussions we have had and are supportive of the changes proposed.

150) The comments raised by the Ned Hotel included the request for a taxi rank on Poultry outside the entrance, for those taxis to be able to cross the junction and also for servicing vehicles to be able to access St Mildred's Court at all times (but not pass through the junction).

151) There were two further responses from Livery Companies. One was a more general comment from the Worshipful Company of Drapers and did not specifically express support or opposition, and the other, from the Worshipful Company of Mercers stated no objection.

Responses from individuals:

152) In addition, a further 27 emails in support of the scheme and 2 in opposition were received. One of the emails in opposition was concerned that the highway changes would change the setting of the listed buildings and queried the need for these changes in a post pandemic context. The other response identified as being disabled and requested access for taxis.

Workshops by Transport for All.

153) Transport for All (TfA) is the only pan-impairment, disabled-led group that strives to increase access to transport across the UK. TfA offer a consultancy service to support the design and delivery of inclusive infrastructure and schemes in support of their vision for accessible journeys for all. The project team commissioned TfA to help ensure a wide range of people with differing access needs were made aware of and encouraged to respond to the public consultation.

154) TfA facilitated several meetings and workshops with disability groups and individuals with various levels of disability to discuss the proposals and created a tracker of comments for us to consider as part of the ongoing development of the design. Meetings took place with Royal National Institute of Blind People, Guide Dogs, Alzheimer's society and Wheels for Wellbeing. 16 individual disabled people took part in four workshops, including members of City of London Access Group and the Bank of England Disability Staff Network.

155) Some of the main points that were raised across the workshops and responses received to TfA were:

- Consideration of the design and placement of street furniture to avoid obstructing footways.
- Careful planning and clear communications to allow safe and accessible routes around the construction site.
- Crossing points to be clearly defined and safe to use.
- Suitable solutions for delineation of cycle path and footway and use of kerbs.

156) There were both specific and more general design principles that were provided by different groups. It was acknowledged that the City are developing a City of London Streets Accessibility Tool and that this was a positive step towards better inclusivity. This tool has been used to test the design proposals and to maximise the benefits across different accessibility needs.

157) There are also lessons learned to take on board for future schemes, particularly around the pace of the project and being able to give enough time for appropriate user testing of materials ahead of consultation launch to maximise their inclusivity. Also, while it was accepted that face to face options were limited because of national COVID-19 restrictions, there is a preference for a range of consultation methods to be employed rather than just online. Additionally, it was recommended that consultation with disabled people begin as early on in future projects as possible, and that co-production methods be employed. These points have been taken on board and discussed with other project teams within City Transportation to improve the way in which we approach future public consultations.

158) Much of the discussion at the workshops focused on how delivery of the project during construction could be better planned and communicated with different groups ensuring temporary routes, pavements, signage etc. are as inclusive as they can be during the construction phases.

159) The concerns raised within the consultation survey regarding the need for taxi access for disabled people did not dominate the workshops discussion or responses, although there were questions relating to additional wheeling / walking distances that would result for the restrictions.

160) A Summary of the findings by TfA can be found in Appendix 16

Summary of key comments and themes from across the consultation and officers' response.

161) There has been a considerable amount of information collected as part of this public consultation exercise. This shows that there are diverse views held between different groups on what the appropriate way forward for this area should be.

162) There is also evidence, particularly within the survey responses, that there was a reasonable number of people that had misunderstood elements of the proposals. Despite best efforts to simplify the design for consultation, there was a lot of information for people to digest. Some elements are very hard to explain without being able to talk individuals through and answer their particular questions as we would normally be able to do in public drop-in sessions as part of consultation.

163) The Virtual Town Hall sessions provided an opportunity for a more rounded understanding, but these were limited on their take up compared to the survey response volume. 48 people registered their attendance over the three sessions.

164) The key themes raised in the consultation are:

- Taxi access to and through the junction
- Equalities- benefits and impacts
- Journey Time/Congestion/Navigation
- Timing of the project (Impact of COVID)

Taxi access

165) The most common theme in the survey and in the responses from organisations that opposed the proposals, is that licensed London taxis should be given access through Bank Junction at all times.

166) Members have already agreed that the base scenario for the proposals to be consulted on and to seek further approvals for, would be for buses and cycles only to remain on the 'open' arms of Cornhill, King William Street/Lombard Street and Poultry Monday to Friday 7am to 7pm. This continues to be our current recommendation with discussions around changing timings and vehicle mixes to be considered at a later date.

167) As stated in the February Gateway 4c report, the design proposal in terms of kerb alignments and traffic signal placement etc. would be the same if an alternative vehicle mix or timing restriction were later agreed.

- 168) In order to revise the base timing and traffic mix we would need to assess what the impact and /or benefits of this might be. We are not in a position to be able to assess this adequately at the moment with so many other uncertainties in the local area.
- 169) As pointed out in some of the correspondence, there has been a large decrease in the number of licensed taxis in the last financial year. It is not clear if this will remain the case as London and the City recovers from Covid-19. We do not currently have updated flows to assess what the traffic related impacts of changing the traffic mix to accommodate a different vehicle would have. The future status of other traffic movement changes proposed by the City and TfL in the local area is still being decided. As such we do not yet have that more holistic overview of other traffic movements and how they would interact with the proposals for Bank.
- 170) The main Bank proposals have been assessed on 2019 traffic flows, which is considered a robust scenario post pandemic. Our proposals for All Change at Bank work within that context. If traffic flows are less than in 2019, the impacts of the proposals on journey times will also be less.
- 171) Using the same tools to assess changes to the traffic mix at this stage could potentially overinflate volumes of taxis and other vehicles.
- 172) In the current proposals, during the day we are rerouting predominantly scheduled bus routes that will not have changed significantly in frequency since 2019. Again, if the frequency of services is reduced by TfL at a later date, this too will reduce the impacts on journey time that are associated with these changes. The routes are unlikely to increase in frequency.
- 173) From a traffic management perspective, we are not in a position to be able to adequately assess the option for changing the traffic mix at this time. Likewise, without understanding what future travel patterns at the weekend and later in the evening following the pandemic, it is not recommended to consider further changes to the timing of the restrictions at this time.
- 174) It is still the intention that a full review of the timing and traffic mix is undertaken and presented to committee for consideration. However, this would now be after the project has sought Gateway 5 approval to move to construction with the base design.

175) Depending on the rate of recovery from the pandemic, it may still be possible for any changes to be proposed, consulted and made in time for the scheme to become fully operational circa mid 2023 (under the current forecast programme).

176) Alternatively, if the Gateway 5 were delayed until after the review had been undertaken, there would be significant risk of further programme delays and cost increases which may impact the viability of delivering the main highway proposals within the existing budget. It would also undermine the ability to deliver substantive improvements ahead of the completion of the Bank station upgrade. It is not recommended delaying progress towards approval for the construction of the base design in order to consider the matter of vehicle mix and timing changes first.

Taxi access to support access for disabled people.

177) There is greater travel choice available for disabled people, or those less mobile, than there once was. Whilst the link with licensed London taxis and their accessible door to door service is not in question, there are other choices that some of those passengers might need or prefer to use. For example, private hire vehicles, also serve passengers with the London taxi card and are used by disabled people and people with limited mobility. Not all wheelchairs can fit in a licensed London taxi. Other services, such as Uber Access, offer a rear ramp vehicle which can cater for larger wheelchairs.

178) Consideration of licensed taxi access on grounds of mitigating impacts of the proposals on disabled people needs to be considered alongside a wider range of vehicles that serve the needs of disabled Londoners and visitors.

179) Before taking that step, the argument that Bank would be inaccessible needs to be addressed. Access is not solely defined by motor vehicle access. For example, currently a disabled person or someone with limited mobility could be dropped off near the junction but find that it is uncomfortable or difficult to continue their journey to their chosen destination because the pavements are too busy and narrow.

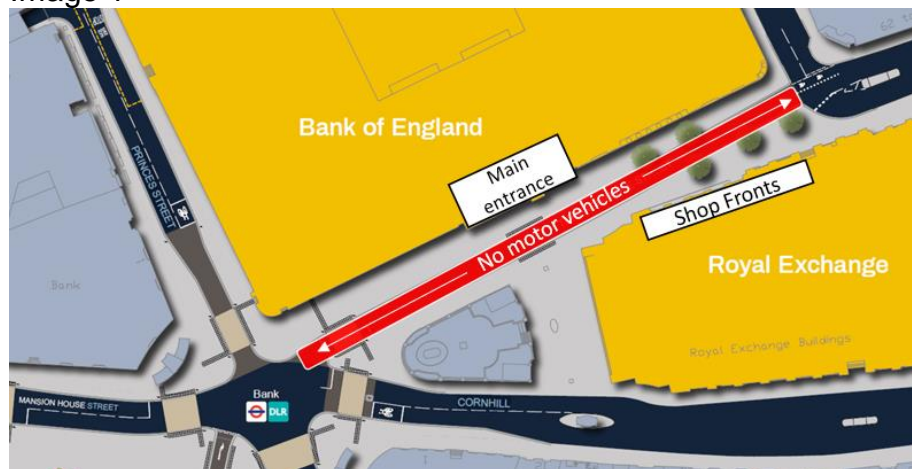
180) It is also recognised that while it may be difficult or not possible for disabled people or people with limited mobility to use Bank station, or a local bus, there will still be disabled people who do or wish to. The environment in which they then find themselves in once at Bank may mean

that the area is less accessible to them due to crowded or narrow pavements around many of the station entrances and the bus stops. This may prevent or discourage them from travelling certain times of the day, or at all.

181) The All Change at Bank proposals will be able to make significant improvements to the way the pavements and crossings are used and experienced by disabled people or people with limited mobility. These benefits need to be considered alongside the needs of accessing via motor vehicle.

182) In the current proposals there is a stretch of highway on Threadneedle Street of approximate 110m in length which would no longer have any motor vehicle access (indicated by the red bar in image 1 below). This results in approximately 80m of kerbside where pick up and set down of passengers can currently occur. Within this area there are six shop fronts (not step free) and the Bank of England's main entrance, which does have step free access.

Image 1

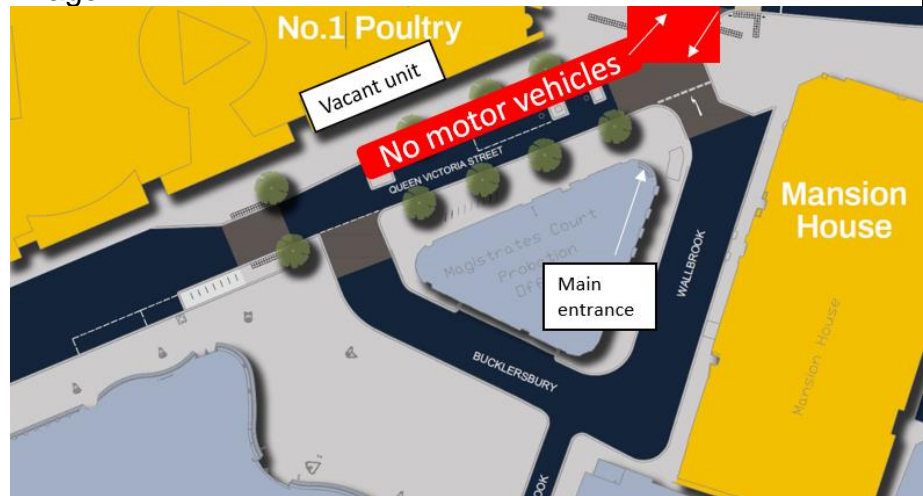


183) Anyone wanting to be picked up or dropped off at any of these frontages will have an additional distance to travel to/from the door if being picked up or dropped off by a motor vehicle. This distance is in the region of between 40 to 65m depending on whether picked up or dropped off on Bartholomew Lane or Cornhill.

184) The other section of Queen Victoria Street, shown in image 2, which will no longer be a route to or from Bank Junction for motor vehicles (at all times of day), has very limited impact on the ability to pick up or set down. The westbound carriageway is being retained between Walbrook to Bucklersbury to maintain access on those

streets for servicing and maintenance etc, and the route away from these streets is via Walbrook and a left turn on to Queen Victoria Street.

Image 2



185) There is also currently no active frontage on either side of the street. There is an inactive shop front facing Queen Victoria Street within No 1 Poultry. Should this become active again, there is scope to be picked up or dropped off ahead of the turning into Bucklersbury before the cycle only section of carriageway starts. There is therefore minimal to no impact on the ability to access these premises compared to today's situation.

186) The remaining section of street that is being altered is Princes Street. The first approximate 50m of street from the junction will not have the ability to be used for pick up or drop off. This is no different to situation prior to the guardrail being removed as part of the interim pavement widening work undertaken in 2020 (when Bollards were also installed).

187) The key component of the changes that may have a negative impact for those arriving by vehicle and less able to walk, are the proposals for Threadneedle Street. The potential additional distance to reach one of the doors within the newly restricted area will be a disadvantage for some. This is partially mitigated by wider pavements providing the ability to walk at a comfortable speed and proposed seating providing the opportunity for rest if required.

- 188) The additional distances mainly fall within the current DfT Inclusive Mobility guidance¹ for walking without a rest, for someone who is mobility impaired and using a walking aid. (It is recognised that there will be some people who cannot walk the 50m suggested). For wheelchair users or people with impaired vision, this distance increases to 150M.
- 189) The proposed changes will have positive benefits and provides better facilities for disabled people and people with limited mobility who are not using a motor vehicle to access Bank. This includes the provision of a safe cycle route that is designed to accommodate adapted cycles giving greater opportunity for those disabled people that can, or want, to cycle. The changes across the junction to pavements and crossings also provide positive impacts for other protected characteristics such as pregnancy and maternity and age.
- 190) With the work that the project team have undertaken with Transport for All and the constant assessing of design and use of the various tools available to us, the assertion in the comments of the survey that there has been no consideration of the needs of disabled people are unfounded.
- 191) The design development has taken many steps to identify and mitigate impacts while developing a design that is more inclusive. There will still be some negative impacts that cannot be resolved. These will be explained in the final full Equalities Assessment which will be issued with the gateway 5 report for Members consideration.
- Journey Time/Congestion/Navigation
- 192) As already touched on, the main element of displaced traffic during the day is the diversion of bus services from two arms of the junction, Threadneedle Street and Queen Victoria Street.
- 193) Looking at navigation first, during the day the changes at Bank make no difference to the navigation through the City to traffic other than buses, as general traffic has not been able to travel through Bank since May 2017.
- 194) In the evening, after 7pm and at the weekend, there would be changes as traffic will be diverted from Queen Victoria Street, Threadneedle Street and Princes Street as these proposed restrictions are effective 24/7.

¹

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/3695/inclusive-mobility.pdf

- 195) Traffic will be able to continue to use Cornhill, King William Street/Lombard Street and Poultry as they do now after 7pm. This will mean that there will not be a north/south direct route for traffic other than for buses and cycles after 7pm and at weekends through Bank Junction.
- 196) During the day vehicles are still able to travel around Bank and access streets and properties without crossing it. This would still be the case even if Bank were closed to motor vehicles 24/7. It is not that it is not possible to access, but routes to and from streets near Bank may take longer.
- 197) The proposals would allow all traffic, after 7pm and at weekends, an east west route through Bank along Poultry and Cornhill which would provide an alternative to using Cannon Street or London Wall. King William Street will also be open to other traffic after 7pm and at weekends and principally allows motor vehicles to travel to and from Cornhill and Poultry.
- 198) There will be less choice for travelling north/south through Bank after 7pm and at weekends. Vehicles would need to take an alternative route, which is likely to be longer. The streets connecting Bank are local access streets in the City street hierarchy as such are not meant for through routes. They are primarily used for the first or final part of a journey, providing access for vehicles to properties. The street hierarchy plan can be seen in appendix 13.
- 199) On its own, the All change at Bank project proposals make changes to traffic movements outside of the Monday to Friday 7am to 7pm. The changes help to reinforce the use of the local access streets in this area. With fewer arms operational for general traffic, it simplifies navigation, standardising the daytime routings for vehicles in many instances. That is not to say the routing is necessarily the shortest or quickest.
- 200) Again, it is noted that there has been significant alteration of traffic movement during the pandemic with temporary changes. Some of these changes may be made permanent and will add to making some streets more difficult to access from certain directions at certain times of the day.
- 201) However, these proposals are yet to come forward with the details of any changes to be consulted on before being

made permanent. The City's proposals will take into account the proposed changes for All Change at Bank and assess the impacts of further change. They will, for the time being, assume that All Change at Bank will proceed to construction until the Gateway 5 has been considered for this project (scheduled for October).

202) TfL are intending to progress an experimental scheme that retains the timed restriction currently operational on Bishopsgate. It is safe to assume that there is an intention for Bishopsgate to be permanently changed, in some form, in the future, subject to the outcome of the experiment and consultation.

203) From a technical perspective, the All Change at Bank project is proposing to alter some bus routes during the operational hours of Monday to Friday 7am to 7pm. These are the same times as the Bishopsgate bus gates operate. Therefore, the All Change at Bank scheme is not displacing large volumes of general traffic onto Bishopsgate during the operational hours of the Bishopsgate Scheme.

204) When the All Change at Bank scheme does displace general traffic, which is after 7pm and at weekends, Bishopsgate is open to all traffic.

205) However, the Bank on Safety scheme did displace general traffic onto Bishopsgate as one of the key corridors for the alternative movements.

206) The journey time impacts to general traffic during the AM Peak of adding the All Change at Bank proposals to the traffic model (using 2019 flows) on the key corridors is estimated to be between 0-1 min on average. There is one corridor where this is forecast to be between 1-2 mins in one direction. In the evening PM peak this is forecast to reduce with a saving of 0-1 mins on average across the corridors. These changes largely reflect the impacts of rerouting the bus services. These forecasts assume that Bishopsgate is open to general traffic between 7am and 7pm.

207) The proposals for Bank are for permanent changes and the project team have worked closely for many years with TfL in developing these proposals. The more recent proposals for Bishopsgate are not reflected in the traffic model because they are not an existing permanent change or approved scheme.

- 208) It is probable that there will be journey time impacts for general traffic if they cannot travel along Bishopsgate during Monday to Friday 7am to 7pm over and above the forecast increases of the All change at Bank approved traffic modelling.
- 209) These impacts need to be mitigated by TfL as part of their scheme development. It is the TfL proposal that is displacing this traffic, not the All Change at Bank proposal.
- 210) The City and TfL will continue to work together to ensure any proposals for Bishopsgate work alongside the proposals for All Change at Bank and that access and navigation is understood for drivers in the local area.

Timing of the project (Impact of COVID)

- 211) Another theme raised in the consultation was whether these changes would be necessary with new traffic and people movement patterns following the pandemic.
- 212) Future work patterns are uncertain although many consider that hybrid working will become the new normality for office workers in the City, thereby reducing the demand on public transport and City streets on a typical weekday day.
- 213) However, bearing in mind that the physical state of Bank junction has not been significantly changed in decades, it has not kept up with the increased demand of people walking, cycling and using public transport prior to the pandemic.
- 214) In 2013 when the Bank Area strategy was adopted and the need to change bank Junction was identified, the forecast for employment growth was that by 2026 we anticipated employment numbers to be 428,000. In 2019 the City of London's workforce data showed this had already reached 542,000.
- 215) The proposals for Bank cater for continued growth, but they are also changes needed to cater for growth that has already happened. Even if the numbers of people walking through Bank is less than in 2019, as the City recover from the pandemic, the existing infrastructure is still likely to be stretched with no changes.
- 216) The Bank Station Capacity upgrade and the number of significant planning applications granted, and in the pipeline, since the pandemic started indicates the potential for a strong recovery and also for future growth.

217) The priorities set out in the City Corporation's Transport Strategy, Recovery Taskforce and Climate Action Strategy, together with the direction issued by the Secretary of State for Transport in July 2021 "[Traffic Management Act 2004: network management to support recovery from COVID-19](#)"; provide a clear framework for the project.

218) One of the focuses of the Recovery Taskforce action plan is on outstanding environments and providing world class streets and public spaces. Our transport, climate and air quality strategies support and promote walking, cycling and sustainable travel. The links to the various strategies and the Corporate Plan can be found in Appendix 14.

219) Whilst there is some uncertainty about what the new normal will be, and when it will occur, the general trajectory for the City is for that recovery to be sustainable. Businesses have indicated through the Recovery Taskforce engagement and through the Bank public consultation (through the CPA and Cheapside Business Alliance) that they want to see better facilities for people walking and cycling, less traffic and greener streets.

220) The proposals for All Change at Bank are predominantly based on 2019 flows and some assumed growth in the number of people walking and cycling. If numbers are less, pedestrian comfort levels will be greater than estimated and people walking and cycling through Bank will have more space. In traffic terms, if there are fewer people in the City then the impact of the proposed changes will also be smaller.

221) There is no real benefit to delaying a decision on whether to progress with the All Change at Bank proposals until more certainty on post pandemic patterns has been obtained.

222) If travel and work return to near to pre pandemic levels, then there would be a considerable delay before a new project would be in a position to mobilise and deliver the public realm changes necessary to cope with that demand and any future growth.

What have we changed in the design?

223) Taking on feedback from the consultation about the public realm in particular, the design has been developed further concentrating on street trees, reducing the number of pots compared to those indicated in the consultation, and limiting the palette of materials.

224) Some modifications to the way the cycle only stretches on Queen Victoria Street and Threadneedle Street are accessed as well as how they would be segregated have also been undertaken.

225) Further discussions about the proposed electric vehicle charging point on Queen Victoria Street are taking place as there was some mixed feedback regarding this.

226) Further work with Transport for All following the feedback from consultation about concerns regarding construction has been commissioned. If approved at Gateway 5, a forum to discuss and get feedback on the construction management plans will be established. This will support the development of inclusive temporary management plans and the communication of these to reassure people travelling to and through Bank and explain about what is and isn't possible in each phase of work.

227) Continued conversations with Bloomberg, The Royal Exchange and the Bank of England have led to some smaller specific design concerns being rectified, ensuring that trees do not cause issues to the fabric of the buildings or present maintenance or security issues.

228) Further work with TfL on bus routeings and understanding which additional junctions might need modifying (signal infrastructure) has been completed to accommodate the new proposed routes. TfL are continuing to some investigations for the three junctions away from Bank, to ensure that these movements are viable and establish what additional physical work, if any, would be necessary. To date indications are that physical changes would be minimal. A piece of work to fully understand the implications for bus passengers who would have used Old Broad Street is being completed and will form part of the equality analysis.

229) Material choices have been rationalised and ensuring contrast where needed and simplified colour patterns of surface materials to reduce confusion for people who may be partially sighted or have a sensory impairment linked with learning challenges.

Overall summary:

230) The public consultation highlighted diverse views between respondents who primarily use different modes, with strong feelings both for and against the proposals. Responses from people who indicated they primarily travel

by taxi and private hire (as driver or passenger) to or from the City, showed strong opposition to the proposals and wanted greater access for licensed London taxis.

231) Taxi trade organisations responses recognised the need for change to the physical layout of the junction, but their view is that this can be achieved with taxis permitted to use the junction at all times.

232) Other responses, such as that from the CPA, welcome the proposals and encourage the City Corporation to go further in reducing traffic and providing more public space.

233) Our own approved strategies centre on improving the experience for people walking in the City and on encouraging and enabling sustainable travel and working towards net zero carbon.

234) While overall the survey result was opposed to the key highway changes, this is predominantly based on the desire for taxi access during the day. If that were allowed, then there are indications that this would make the overall survey result more positive. Note that taxi and private hire drivers and passengers are significantly overrepresented in the survey responses.

235) Responses from people who did not identify taxi and private hire as their primary mode of travel (drivers and passengers) show a good level of support for the proposals.

236) Combined with the more positive business and organisational responses, which tend to look at the more holistic impact of the changes, there is again a good level of support albeit with some reservations about the impact on bus passengers.

237) It is appropriate to review the restrictions and traffic mix. If it were not for the pandemic, this review would have been completed already and formed part of the consultation. However, we are not in a position to complete this until the Covid-19 recovery is more settled and there is an opportunity to understand any changes to traffic patterns, people movements and working practices.

238) Given our approved strategies focus us on providing for people walking and that there is an opportunity within the existing proposed design to allow for a change of timing and or traffic mix without having to make significant physical alterations; it is recommended to continue with the

approvals process for the outlined scheme and commit again to a future review of the traffic mix and restrictions.

239) A further data collection exercise to understand travel patterns and traffic mix combined with the review of collision statistics and consideration of the benefits and disbenefits of various options will be presented to Members at a later date. If appropriate, a further public consultation on a proposal to change the traffic mix and or the timing of the scheme could follow. This change can then be considered on its merits as an addition to the physical changes. It is not possible at this time to confirm when this can be done but given that the project has further committee reports this year, updates can be provided as the recovery from the pandemic becomes clearer.

240) It is recommended that Members approve the base design principles of the All Change at Bank which are:

- a) The closure of Queen Victoria Street between Bucklersbury to and from the junction to motor vehicles. (Vehicles can still enter Bucklersbury and exit Walbrook westbound onto Queen Victoria Street)
- b) The closure of Threadneedle Street to motor vehicles between the junction and Bartholomew Lane; and
- c) Narrowing Princes Street at Bank junction to one lane with two-way buses and cycles controlled by traffic lights.
- d) Vehicles requiring access to Cornhill during restricted hours would be facilitated via Princes Street southbound.

Changes a-c would be operational at all times. In addition, it is recommended to continue to Gateway 5 on the basis of:

- e) The remaining arms of Cornhill, Poultry and King William Street/Lombard Street were proposed to operate with the existing restrictions of Monday to Friday, buses and cycles only, 7am to 7pm. All traffic would be allowed outside of these hours on these three arms only.

241) An illustration of the proposed restrictions outlined above is provided in Appendix 15.

242) It is also recommended that members agree for officers to advertise the Traffic Orders and undertake the statutory consultation whilst the Gateway 5 report is being prepared. This is to allow the time needed for the statutory consultation, to resolve any objections and to seek further Committee approval as required for any objections raised that cannot be resolved. This will maintain a programme,

	<p>subject to Gateway 5 approval, of construction being be able to start as soon as is reasonably practicable in 2022.</p> <p>Legal Implications:</p> <p>243) The City is under a duty in exercising traffic authority functions and any powers affecting the road network, to have regard to the duties to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) (having regard to effects on amenities) (S.122 Road Traffic Regulation Act 1984), and to secure the efficient use of the road network avoiding congestion and disruption (S.16 Traffic Management Act 2004). Regard has also to be had to the relevant statutory guidance.</p> <p>244) When making decisions, the City Corporation must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who do not (the public sector equality duty). Equality implications are considered and set out in this report. It is noted that an Equalities Assessment was published with the gateway 4 report and an update was provided at appendix 8 of the gateway 4C report in February 2021 which outlined the progress made in mitigating the issues raised in the earlier Equalities Assessment. As noted in this report it is the intention that a final full Equality Analysis will be issued with the Gateway 5 report for members consideration.</p>
<p>5. Options</p>	<p>245) The alternative to the above approach is to pause the approvals process until the traffic mix can be fully considered once the City's recovery from Covid-19 is settled and we are more certain on the proposals for Bishopsgate and other City schemes.</p> <p>246) There is significant risk with this option that the All Change at Bank project will not just be delayed, but potentially redesigned to accommodate the other schemes progressing in the surrounding area. If delayed by too long, then it is possible that our audited and approved traffic model would become invalid. This would have significant cost implications.</p> <p>247) The Bank Station Capacity upgrade is due to be completed by the end of 2022. While the station may not have the immediate impact on pedestrian growth we originally anticipated, construction delay of our proposals further into 2023 may mean more people using the station during our construction phases. This may complicate and</p>

	<p>elongate the construction programme with managing larger numbers of people around the sites. This again could have cost implications.</p> <p>248) Assuming that there is no additional budget allocation beyond the already agreed funding, it would be increasingly likely that a delay would affect the ability to deliver the scheme currently proposed.</p>
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Appendices

Appendix 1	Project Coversheet
Appendix 2	Risk Register
Appendix 3	Survey respondents: Travel to/ from and within the City
Appendix 4	Highway changes proposals consulted on.
Appendix 5	Response data from the public consultation survey: Section 1 – Highway and Traffic changes.
Appendix 6	Response data from Section 2 of the consultation survey: (Public Realm enhancements proposals.)
Appendix 7	Consultation Survey questions
Appendix 8	Business/organisational responses.
Appendix 9	Bus route plans
Appendix 10	Response data from Section 3 of the consultation survey: Bus routes
Appendix 11	Response data from Section 4 of the consultation survey: Extending the hours of operation or the vehicle mix.
Appendix 12	Finance tables
Appendix 13	Street hierarchy plan
Appendix 14	Links to strategy and policy.
Appendix 15	Illustration of All Change at Bank restrictions.
Appendix 16	TfA summary

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