

<b>Committees:</b> Streets and Walkways <i>[for decision]</i> Operational Property and Project Sub <i>[for decision]</i>	<b>Dates:</b> 14 February 2023 6 March 2023
<b>Subject:</b> Pedestrian Priority Streets Programme – Phase 1  <b>Unique Project Identifier: 12269</b>	<b>Gateway 5 – Authority to start work</b> Complex
<b>Report of:</b> Executive Director Environment  <b>Report Author:</b> Kristian Turner – Policy and Projects, City Operations	<b>For Decision</b>
<h1 style="margin: 0;">PUBLIC</h1>	

<p><b>1. Status update</b></p>	<p><b>Background:</b>  A three-year programme implementing pedestrian priority schemes across the Square Mile to enhance comfort, safety and accessibility for people walking. The programme will directly help deliver the objectives of the Transport Strategy and Climate Action Strategy.</p> <p>Phase 1 of the programme features on-street measures at six different locations:</p> <ul style="list-style-type: none"> <li>• Old Jewry</li> <li>• King Street</li> <li>• King William Street</li> <li>• Cheapside (east of Bread Street)</li> <li>• Threadneedle Street / Old Broad Street</li> <li>• Chancery Lane</li> </ul> <p>In September 2022, Members received an update report detailing the acceleration of the Phase 1 programme to deliver permanent measures without first implementing previously planned interim measures.</p> <p><b>This report</b>  The purpose of this report is to present to Members the results of the experimental traffic order’s statutory and public consultation exercise and seek Member approval for making the traffic changes permanent at:</p> <ul style="list-style-type: none"> <li>• King Street</li> <li>• Old Jewry</li> <li>• King William Street</li> </ul>
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	<p>The report also informs Members that more work needs to be undertaken at the other Phase 1 locations including:</p> <ul style="list-style-type: none"> <li>• further analysis of and engagement on the Cheapside scheme to determine the optimum solution at this location</li> <li>• detailed design of the Old Broad Street/Threadneedle Street scheme</li> <li>• Chancery Lane – where the traffic experiment has been redesigned to allow access for taxis and any vehicle accessing properties or parking on Chancery Lane. The commencement of the experiment was delayed while we awaited Camden Council’s signing of a Section 101 legal agreement for the City to make a traffic order on Camden’s half of the street. The experiment is due to launch on 20 February.</li> </ul> <p>This report is presented as a Gateway 5 report seeking authority to permanently implement the measures at the three locations. A G3-5 report was approved in October 2021 for the interim measures, and advice from the Project Management Office was that a G5 report was most appropriate for this stage of the project.</p> <p><b>RAG Status:</b> Green (last report: green)</p> <p><b>Risk Status:</b> Medium (last report: medium)</p> <p><b>Total Estimated Cost of Project (excluding risk):</b> <i>all phases £6.150M</i></p> <p><b>Spend to Date:</b> On the whole project - £559,774 (of £2.615M approved budget)</p> <p><b>Funding Source:</b> £6M from Climate Action Strategy funding (OSPR) and S106 (£150K) (both confirmed)</p> <p><b>Costed Risk Provision Utilised:</b> none to date, but drawdown of £56k requested in this report</p>
<p><b>2. Requested decisions</b></p>	<p><b>Next Gateway/Report</b> – A G5 Issues Report in May for Old Broad Street / Threadneedle Street and Cheapside schemes.</p> <p><b>Next Steps:</b> Subject to receiving approval under the Traffic Management Act (TMAN) from Transport for London (TfL) for the three schemes, the next steps following approval of this Report are:</p> <ul style="list-style-type: none"> <li>▪ Notify Statutory Parties/consultees on intent to make permanent traffic orders</li> <li>▪ Make permanent traffic orders for Old Jewry, King Street and King William Street</li> <li>▪ Publish notice of making for the permanent traffic regulation orders</li> <li>▪ King Street – complete detailed design, utility estimates and implement ~ construction late March 2023 for six months</li> </ul>

- Old Jewry – local stakeholder workshop, detailed design and implement ~ construction from September 2023
- King William Street – complete detailed design, estimates and implement ~ construction 2024 (after Bank junction works)
- Chancery Lane – commence an Experimental Traffic Order (ETO) on 20th February with a 6-month period for Statutory consultation
- Cheapside – review options based on stakeholder feedback and recommend a way forward in May 2023
- Old Broad Street / Threadneedle Street – progress detailed design based on stakeholder engagement and recommend a way forward in May 2023

### **Requested Decisions**

Subject to the three schemes, King Street, Old Jewry and King William Street receiving approval from TfL and noting the objections to the statutory consultation, Members of the **Streets and Walkways Sub-Committee** are asked to choose from the following two options to progress the project:

#### **1) Option 1 (recommended)**

Make the experimental traffic measures permanent (as set out in the main body of this report) on:

- a) King Street (one-way northbound with contra-flow cycle lane);
- b) Old Jewry (closed to motor vehicles from Poultry to the junction with Fredericks Place and remainder of street two-way);
- c) King William Street (traffic restricted at certain times, except for vehicles loading, accessing properties or drop off/pick up of passengers)

#### **2) Option 2 (not recommended)**

Revert the streets to the previous state:

- a) King Street (two-way working for vehicles)
- b) Old Jewry (one way working for motor vehicles south to north, southbound cycle contraflow)
- c) King William Street (no timed access restriction)

In the event that Option 1 is chosen, Members of the **Streets and Walkways Sub-committee** are asked to:

- 3) Delegate authority to the Executive Director Environment, in consultation with the Chairman and Deputy Chairman of Streets and Walkways, to approve the final detailed design of the measures at the three locations**

	<p>Members of the <b>Streets and Walkways Sub-committee</b> are asked to <b>note</b> that:</p> <ul style="list-style-type: none"> <li>• a separate report will be submitted in May for Cheapside and Old Broad Street/Threadneedle Street experimental traffic orders</li> <li>• The results of the Chancery Lane traffic experiment will be reported following the completion of the six-month statutory period</li> </ul> <p>Members of <b>Streets and Walkways</b> and <b>Operational Property and Projects Sub-committee</b> are asked to:</p> <ol style="list-style-type: none"> <li>4) Approve the adjustment of the existing Phase 1 budget of £2,402,628 (including Costed Risk as detailed in Section 3, below), to progress the detailed design of three locations and the development of the remaining schemes in the Phase 1 programme</li> <li>5) Approve the drawdown of the Costed Risk provision of £56,000 as outlined in paragraph 6</li> <li>6) Approve the costed risk register in Appendix 9 and delegate authority to the Executive Director Environment to draw down funds from this</li> <li>7) Delegate authority to the Executive Director Environment, in consultation with the Chamberlain, to make any further adjustments (above existing authority within the project procedures) between elements of the budget</li> </ol>
<p><b>3. Budget</b></p>	<ol style="list-style-type: none"> <li>1. The three-year Pedestrian Priority Streets Programme is funded through the Climate Action Strategy (£6M / OSPR).</li> <li>2. The overall approved budget for the whole Pedestrian Priority programme is £2,601,628, comprising the evaluation and design budget of £199k and Phase 1 design and build budget of £2,402,628.</li> <li>3. To date, £144,845 has been spent against the evaluation and design budget and £414,919 has been expended against the Phase 1 design and build budget, leaving a total remaining unspent budget of £2,401,854.</li> </ol> <p><b>Option 1</b></p> <ol style="list-style-type: none"> <li>4. If Option 1 is approved, a proposed revised budget is set out below, to deliver: <ul style="list-style-type: none"> <li>• Completion of the detailed design, utility costs and implementation of King Street</li> <li>• Continued detailed design and cost estimates for the other four locations and the implementation of the Chancery Lane experimental traffic order, including camera enforcement.</li> </ul> </li> </ol>

5. In brief, the works budget is amended to deliver the King Street permanent scheme. The remainder of the current approved unspent budget is redistributed to fund the continued development of the detailed design of the remaining locations and the implementation of the ETO for Chancery Lane.

Item	Reason	Estimated Cost (£)
Staff costs	Staff costs (Highways, P&T, Legal)	£531,895
Fees	Road Safety Audits, C3 utility costs, surveys, consultancy support, TfL signal costs, Traffic Orders	£461,533
Works & Maintenance (total)	Construction of King Street, C4 utility costs	£925,000
Purchases	ANPR cameras	£70,000
Costed Risk Provision	See Appendix 9	£414,200
<b>Total</b>		<b>£2,402,628</b>

6. In October 2021 a costed risk provision of £473k was approved. Three of the risks that were identified have since transpired to become issues and the costs incurred against the project:

- R10 – Technical and engineering issues
- R13 – Unexpected utilities alterations
- R14 - Design estimate accuracy

7. As part of the overall budget adjustment within this report, it is proposed to draw down the full costed risk provisions for the issues experienced for a total of £56k:

- R10 (£1k)
- R13 (£30k)
- R14 (£25k)

**Option 2**

8. If Option 2 is approved the current approved budget is sufficient to fund the three locations reverting to their previous state. This

	<p>would likely leave some of the transport elements of the Climate Action Strategy undelivered.</p> <p>9. A report for the results of the other experiments at Cheapside and Old Broad Street/Threadneedle Street would still be prepared for Members to make a subsequent decision on those locations.</p>
<p>4. <b>Design summary</b></p>	<p><b><u>Background</u></b></p> <p>10. In September 2022, an Update Report was submitted to the Streets and Walkways Sub Committee setting out the technical challenges in delivering interim pedestrian priority improvements as part of the 18-month (maximum duration) traffic experiments across the various sites. The aim had been to allow people to experience the full impact of the proposals for people walking and cycling in addition to the change to the traffic movements as part of the traffic order.</p> <p>11. It was reported that the project would instead shift its approach to focus on accelerating the delivery of the permanent measures (subject to the public consultation exercise on the experimental traffic orders and the proposed permanent features).</p> <p>12. Public consultation ran between 17 October and 12 December 2022. 305 people responded.</p> <p><b>SUMMARY OF DESIGNS</b></p> <p><b>The following information relates only to the three locations where a decision is being requested.</b></p> <p><u>King Street</u></p> <p>13. The scheme design can be viewed at Appendix 8. It is intended that construction will follow already planned utility works in March 2023. The design:</p> <ul style="list-style-type: none"> <li>▪ Widens the pavement at various locations on both sides of King Street to improve the narrowest sections, including some that are currently ~1.5m wide</li> <li>▪ Provides a northbound general traffic lane and a southbound contra-flow cycle lane</li> <li>▪ Installs a raised table at the Trump Street junction to improve ease of crossing the street</li> <li>▪ Retains an overall carriageway width of 5m to accommodate resilience for access to Guildhall for events and accommodate requirements for the Lord Mayor’s show.</li> <li>▪ On-street loading for King Street businesses is from the loading bay on Trump Street (there is insufficient width to provide both footway widening and loading activity on King Street)</li> </ul> <p>14. The traffic order for the existing waiting and loading restrictions along the street will need to be adjusted as vehicles will no longer</p>

be able to park or load on King Street at any time. They currently cannot park or load during the experiment due to the traffic wands along the cycle lane that keep vehicles away from the kerb and the inclusion of the mandatory cycle lane.

15. Parking is currently formally restricted with a single yellow line. This will need to be upgraded to a double yellow line to deter vehicles parking in the mandatory cycle lane and causing a road safety issue.

#### Old Jewry

16. The scheme design can be viewed at Appendix 8. Construction can commence following completion of the King Street works, in order to maintain a southbound route for cycling. The design:

- Closes the southern end of the street at Poultry
- Creates a continuous pavement on Poultry across the mouth of the Old Jewry junction, with dropped kerb for cycle access
- Closes the area between Poultry and Fredericks Place to motor vehicles and raises the carriageway in granite to resolve the extremely narrow pavements
- Between Fredericks Place to Gresham Street, the street is two-way for traffic
- Only vehicles with an access need will enter Old Jewry, this necessitates a three-point turn at Fredericks Place to exit the street via Gresham Street.

17. In the summer, after discussions with the Worshipful Company of Mercers, temporary benches were introduced in the carriageway space between Poultry and Fredericks Place, to test the demand for outdoor seating. Whilst well used, the benches also attracted loitering and litter. The benches will be removed in February 2023. If Option 1 is approved, a local working group will be set up with the Mercers Company, local occupiers, Cheapside Business Alliance and a Ward Member representative to arrive at an agreeable design for the space to increase seating and planting in this area.

#### King William Street

18. The scheme design can be viewed at Appendix 8. Due to road network constraints and the ongoing construction programme at Bank junction, construction for King William Street is programmed for 2024. The design:

- Introduces a timed access restriction, Monday to Friday, 7am to 7pm except for buses, cycles, loading and access to off-street premises and passenger drop off/pick up
- Widens the pavement on both sides of King William Street
- Provides scope for the introduction of street trees
- In terms of cycling design guidance, the advisory cycle lanes are no longer required. People cycling do not need to be separated from motor traffic as traffic volumes have significantly reduced over the few years due to the timed traffic restrictions at Bank junction.

- Provides a dropped kerb across King William Street at the traffic lights by Monument junction, where there is currently a kerb upstand due to underlying basements. (We continue to engage with TfL on the Monument junction project to achieve a signalised pedestrian crossing at this location at the earliest opportunity).
- To overcome drainage challenges created by widening the footway, the carriageway will be reprofiled. Essentially King William Street will be completely renewed between Bank and Monument, creating a boulevard effect of wider footways, narrower carriageway, street trees and improved crossing points

## **EVIDENCE TO SUPPORT THE RECOMMENDATION**

**The following information relates only to the three locations where a decision is being requested.**

19. This section sets out the main issues to aid Members in making an informed decision on whether or not to make the experimental traffic orders at the three locations of King Street, King William Street and Old Jewry permanent or not. It is presented in three areas of consideration:

- results of the monitoring of the traffic experiments
- results of the statutory and public consultation
- equalities, Healthy Streets and accessibility assessments

## **TRAFFIC EXPERIMENT RESULTS**

### **Monitoring**

20. The approach to monitoring of the traffic and street user benefits and disbenefits of the scheme were set out in the Monitoring Strategy which was agreed with Transport for London as part of the application for Traffic Management Act notifications (TMAN) for the Experimental Traffic Orders.

21. The main components of the Monitoring Strategy are:

- Collision data
- Journey planner information (Google Maps)
- Bus journey times (ibus data from TfL)
- Pedestrian comfort data
- Street user perception surveys

A detailed summary is provided in Appendix 2.

22. The key challenge with monitoring the impacts of the experiments is that the baseline data in terms of pedestrian and traffic volumes was not available because the measures were initially implemented as emergency temporary measures.



### **Collision data**

23. Collision data has been analysed for the last five years from February 2017 to August 2022 using the CoLSTAT tool to determine if there have been any registered collisions at the three locations. The TfL collision map has also been used which has data up to August 2022.

#### **Old Jewry:**

- no collisions recorded in the last 5 years

#### **King Street:**

- one slight collision involving a pedal cycle in 2017,
- none since the experimental measures were implemented

#### **King William Street:**

- one slight collision involving a pedestrian and a powered two-wheeler in 2017
- one slight collision involving a pedal cycle in 2018
- one slight collision involved a powered two-wheeler in 2020 after the temporary measures were implemented
- one slight collision involving two buses in 2022 during the experiment

24. The evidence from the analysed data shows no discernible increase in collisions since the temporary/experimental measures were implemented.

### **Journey planner information**

25. The project team engaged with the team at Google Maps. The temporary measures implemented in 2020 were not registered in Google Maps which meant journey planning did not reflect the restrictions, for example it was possible to be routed southbound along King Street despite the temporary arrangements. In July 2021, baseline journey time data was captured for different routes at the individual scheme locations. Once this baseline had been captured the details of the restrictions were then input onto Google maps. The same origin and destinations were then input for journeys in 2021 and 2022 to determine the changes in journey times. For example, Google would not now direct you along King Street if driving from Gresham Street to Queen Street.

26. The changes in routes detailed below would in many instances be as part of a longer journey, which may mean that the delay is less significant in terms of overall journey time.

#### **27. Old Jewry**

<b>From</b>	<b>to</b>	<b>Baseline</b>	<b>14<sup>th</sup> July 2021</b>	<b>14<sup>th</sup> July 2022</b>
Poultry	Gresham St	1 min	2 min	2 min
Gresham St	Poultry	2 min	7 min	7 min

28. There is a slight additional journey time for vehicles coming from Poultry to get to Gresham Street (near junction with Old Jewry) as they must use King Street.

29. There is an additional journey time for vehicles coming from Gresham Street to get to Poultry due to the experimental scheme as vehicles must take an alternative route via St. Martin's le Grand, New Change, Cannon Street and Queen Street.

### 30. King Street

<b>From</b>	<b>to</b>	<b>Baseline</b>	<b>14<sup>th</sup> July 2021</b>	<b>14<sup>th</sup> July 2022</b>
Gresham St	Cheapside (by Tesco)	1 min	4-9 min	4-10 min
Cheapside (by Tesco)	Gresham St	1 min	1 min	1 min

31. There is an additional journey time for vehicles coming from Gresham Street to get to Cheapside (by Tesco) due to the experimental scheme as vehicles must take an alternative route via St. Martin's le Grand, New Change, Cannon Street and Queen Street.

32. There is no change in journey times from Cheapside to Gresham Street as King Street northbound is used.

### 33. King William Street

<b>From</b>	<b>to</b>	<b>Baseline</b>	<b>14<sup>th</sup> July 2021</b>	<b>14<sup>th</sup> July 2022</b>
Monument junction	Lombard St	3 mins	3 mins	3 mins
Lombard St	Monument junction	2mins	4-7mins	4-7mins

34. There is no change in journey times from the southern end of King William Street to the eastern end of Lombard Street as all vehicles are permitted if they need to access the area for a legitimate activity

such as picking up or dropping off a passenger or accessing an off-street premises.

35. The opposite journey from Lombard Street to Monument appears longer, however this is not due to the King William Street measure but to the Bishopsgate restrictions.

### **Bus journeys and TfL Strategic modelling**

36. Bus routes were identified for monitoring in agreement with TfL. These are:

- Cheapside & Poultry – 8 & 25
- Threadneedle, Lothbury, Old Broad St – 8, 11, 26 & 133
- King William Street – 21, 43 & 141
- Fleet Street, Ludgate Hill, St Pauls Churchyard & Cannon Street – 11, 15, 17, 26 & 76

37. A baseline in 2019 was agreed and journey times are being analysed using iBus data from TfL which provides average actual and scheduled running times between two stops for each bus route and in each direction. Bus journey times of an agreed deviation from the baseline are being analysed and the outcome of this technical analysis is ongoing and will be concluded with TfL in advance of the TMAN application to TfL.

38. In 2022, TfL Network Performance undertook a strategic modelling exercise of the City street network to determine the cumulative impact of several interventions. The objective of the work was to determine if the traffic network could perform to an acceptable level with existing measures and planned future schemes in place.

39. The schemes included in the model include Bank, Bishopsgate, St. Paul's Gyratory and the Pedestrian Priority streets.

40. Due to the impact of the pandemic on traffic patterns in central London and various economic uncertainties with regards working behaviours and economic activity, TfL's traditional modelling processes have been adapted for this modelling analysis. Broadly, TfL have concluded that the network can perform to an acceptable level with all of the above schemes in place.

41. Despite not having all of the bus journey time data available from TfL, overall we have a good degree of confidence that the other monitoring data sets detailed in this report, along with TfL's strategic modelling, supports the recommendations.

### **Pedestrian Comfort**

Due to the rapid implementation of the original temporary measures and the reduced level of people walking in the City during the pandemic, it was not possible to gather baseline pedestrian flow data to form a

baseline of pedestrian comfort levels on the pavement. 2019 data is available for King William Street which is a location analysed regularly as part of the City's bi-annual traffic counts.

#### *Old Jewry*

42. Pavements at the southern end of Old Jewry are very narrow, at one point less than 1.2m. The closure of this part of the street to traffic and raising of the carriageway will allow pedestrians to make use of the carriageway more easily, which they already do. This will raise the practical comfort level people walking will experience without altering the theoretical comfort levels as the pavement isn't being widened.

#### *King Street*

43. Pavements along King Street can be quite narrow and feel congested when busy. The narrowest pinch point on King Street is 1.54m and the design for King Street will increase this to 2.2m.

#### *King William Street*

44. The pedestrian comfort levels in 2019 for the AM and PM peaks has been estimated at ~B- to B. With a widened footway and estimating for that same volume of pedestrians, the pedestrian comfort level is estimated to rise to between A- to A.

### **Street User Perception surveys**

45. Due to the absence of some baseline data, the project has sought to understand how people have perceived the on-street changes. Living Streets was commissioned to undertake Street User Perception surveys at all locations. 186 individual surveys were carried out, with a minimum of 30 at each site. The full report can be viewed at Appendix 2.

46. People were asked a series of questions on:

- Their previous familiarity with the street
- Is the street more pleasant than it was
- Which changes have improved the street
- Rating for traffic and ease of walking and crossing
- What additional improvements people would like

47. In brief 64% overall believed the recent changes were for the better, varied considerably by site, from 85% at Chancery Lane to 45% at King William Street. Only 17% believed the changes were for the worse, varying from 10% at King William Street (where 25% thought there had been no change and 20% didn't know) to 38% at Threadneedle Street/Old Broad Street.

## **CONSULTATION**

**The following information relates to all Phase 1 locations except Chancery Lane.**

### **Statutory consultation**

48. Six-month statutory consultation on the experimental traffic orders was undertaken from 24 January to 25 July 2022. In total, 20 responses were received, of these:

- Five were supportive
- One was neutral
- Twelve were not supportive
- Two were objections

The full text of the objections can be found in Appendix 3, along with a summary of all the statutory consultation responses

49. Both objections related to increased restrictions on some vehicle movements, particularly for taxis. They are not site specific and object to restrictions on any street. The objectors also raised concerns about businesses, the taxi trade and local residents being able to move around easily if not walking or cycling.

50. Of the three locations being considered in this report neither King Street nor Old Jewry restrict the type of vehicle that can enter the street but do restrict the way in which the street is approached. The restriction on King William Street essentially reinforces what was happening due to the timed restrictions at Bank Junction already in place. It reinforces that the street is a local access street primarily used for the first or final part of a journey, providing access for vehicles to properties, as set out in the Transport Strategy.

51. Due to the limited space available on the City's streets, it is not possible to provide more space and priority for people walking and maintain all vehicle movements at these three locations. It is therefore not practically feasible to reconcile these objections and meet the objectives of the project (which contribute towards delivery of the Transport Strategy and Climate Action Strategy) due to the physical constraints of the streets. It is felt that at these three locations the balance between motor vehicle access and the improvements to people walking and cycling is fair and reasonable but recognising that there are disbenefits to people travelling in motor vehicles in terms of longer journey times on some routes.

52. It is therefore proposed that these formal objections are not upheld in this instance.

## **Public consultation**

53. The public consultation for the whole Phase 1 programme (except Chancery Lane) was conducted between 17 October and 12 December 2022. The full public consultation report is provided in Appendix 4.

54. Notification of the consultation was sent out via:

- Letters to local businesses and residents
- Letters emailed to businesses and road user groups
- Cheapside Business Association newsletters,
- Social media and a press release

The consultation window was extended by two weeks to ensure further opportunity for community participation

55. In total 305 people responded via an online portal, this included four who indicated they were responding on behalf of a business. The portal included:

- an interactive map showing the locations of the proposals
- maps to explain the traffic restrictions and changes in traffic movements (the experimental orders),
- detailed drawings showing the proposed changes to the street
- an image showing an indication of what a permanent change could look like at each location

56. It should be noted that a platform update by the consultant on the 9 December 2022 introduced a bug which prevented some respondents from saving and submitting part of their consultation responses, up to the closure of the consultation survey on 12 December. This impacted a total of 26 responses for which only partially completed data has been analysed and reported on.

57. Where possible, businesses and organisations that could be identified were followed up and they were able to submit their responses in writing.

58. Participants were asked a series of questions on:

- Whether they were responding as a resident, business, worker or visitor
- How they feel they have been impacted by the experimental measures
- If people feel the measures have created more space for people walking and cycling
- If people use the street more or less
- Two questions on level of overall support for the traffic changes and the potential for overall change, as summarised below:

Overall, to what extent do you support the traffic changes on this street being made permanent?

	Fully support	Partially support	Do not support	Don't know	Total
Old Jewry	61%	5%	31%	3%	130
King Street	64%	3%	33%	-	142
King William Street	54%	14%	31%	1%	131
Cheapside	60%	3%	37%	-	159
Old Broad Street / Threadneedle St	64%	3%	32%	-	163

Overall, to what extent do you support the other changes on this street being made permanent?

	Fully support	Partially support	Do not support	Don't know	Total
Old Jewry	63%	6%	28%	3%	125
King Street	66%	5%	28%	1%	135
King William Street	56%	13%	29%	2%	126
Cheapside	63%	4%	33%	-	155
Old Broad Street / Threadneedle St	64%	3%	31%	2%	160

59. Broadly, for each location around two-thirds of respondents supported both the traffic changes and further enhancements being made permanent and one-third did not support the measures being made permanent.

60. People were also given the opportunity to provide their own (open text) comments via two questions.

61. On analysis of the free text responses, it was found that the respondents often did not respond to the specific question but used the free text to make more general comments. This explains why the main themes of the responses are very similar across the two questions. Another noticeable trend is that people who did not support making the traffic or public realm measures permanent were statistically more likely to also make a written response, whereas people who were supportive were less likely to make a written response.

62. For the three locations where a decision is being sought, the main themes are summarised below:

***Please provide any further comments on the impacts the current changes have had on you (first free text)***

63. Old Jewry

- 44 written comments in total
- 21 from those supportive
- 23 from those unsupportive

A number of positive impact comments highlighted the improvements made to pedestrian access on the street.

Other positive comments related to improvements made regarding road safety, public realm, and cyclist access, as well as the introduction of planters and greenery.

Of the negative impact comments, the main comments related to:

- Road safety;
- Taxi operation;
- Displaced congestion; and
- Displaced pollution.

Other negative impact comments related to cyclist access, increased journey times, and access for disabled people.

64. King Street

- 59 written comments in total
- 32 from those supportive
- 27 from those unsupportive

Views on positive impacts divided into three main themes:

- Pedestrian access;
- Cyclist access; and
- Road safety.

Other positive impact comments related to reduced traffic, improved public realm, and noise reduction.

In terms of negative impacts, a number of issues were raised in relation to displaced congestion and taxi operation. Other issues raised related to:

- Increased journey times;
- Access for disabled people;
- Confusion from road users; and
- Cyclist access.

65. King William Street

- 50 written comments in total
- 26 from those supportive
- 24 from those unsupportive



Comments on positive impacts mainly focused on road safety and pedestrian access. Other positive impact comments related to cyclist access, public realm, and traffic reduction.

In terms of negative impacts, the main comments related to:

- Displaced congestion;
- Cyclist access;
- Road safety; and
- Taxi operation.

Other negative impacts related to increased journey times, impacts on businesses, pedestrian access, and access for disabled people.

***Please provide us with any other comments you have regarding the proposals (second free text)***

**66. Old Jewry**

- 40 written comments in total
- 27 from those supportive
- 13 from those unsupportive

The main suggested improvements were related to:

- General traffic management;
- Planters and greenery;
- Street seating; and
- Taxi operation.

Other suggested improvement related to maintenance, pedestrianisation, improving cycle lanes and introducing enforcement.

In terms of negative impacts, a number of issues were raised in relation to access for disabled people.

Other issues raised related to:

- Congestion;
- Increased journey times;
- Taxi operation; and
- Visual appearance of the street.

**67. King Street**

- 41 written comments in total
- 24 from those supportive
- 17 from those unsupportive

The main comments for suggested improvements highlighted the value of improving cycle lanes and general traffic management. Other suggested improvement comments related to improving planters and greenery and improving taxi access.

In terms of negative impacts, the main comments related to:

- Congestion;

- Access for disabled people;
- Taxi operation; and
- Cyclist access.

Other negative impact comments related to confusion from road users, pollution, access for the elderly, and impacts on businesses.

#### 68. King William Street

- 48 written comments in total
- 28 from those supportive
- 20 from those unsupportive

The main comments for suggested improvements focused on improving cycle lanes and taxi access.

Other suggested improvement comments related to improving:

- Planters and greenery;
- Time restrictions; and
- General traffic management.

Negative impacts mostly related to cyclist access. Other negative impacts raised were in relation to:

- Road safety;
- Access for disabled people
- Taxi operation;
- Congestion.

### **Conclusions on written feedback**

#### Old Jewry

43. The impacts of the Old Jewry scheme are estimated to be marginal on traffic and taxi journeys. Whilst journeys from the south may have to travel a little further via King Street, journeys from the north may be shorter due to making the rest of the street two-way. The street design allows any taxi to arrive at any building entrance on Old Jewry. It is the case that taxis entering Old Jewry will need to make a 3-point turn at Fredericks Place to exit the street, and the same is the case for any other vehicle needing access on Old Jewry (mostly servicing vehicles). There has been an unusually high level of construction and fitout works on Old Jewry over the last two years, and this attracts a higher number of vehicles which should eventually recede back to normal. The turning manoeuvre is a disbenefit of the scheme, however these are undertaken at very low speeds with good lines of visibility and will be made easier with the raised table in the design. No collisions have been recorded at this location since the temporary measures were installed.

44. The design of the public realm measures in the redundant carriageway space will require careful consideration, balancing the

interaction of people walking and cycling with features such as seating and planting. The temporary benches trialled during the experiment have had mixed feedback. The area receives good amounts of sunshine in the summer and autumn and the seating was well used at times but has attracted loitering and litter.

45. Overall, the pedestrian priority and public realm benefits of the scheme are estimated to exceed the disbenefits.

#### King Street

46. There is a recognised impact of the King Street measures on motorised vehicle journeys. If approaching from the north (Gresham Street) vehicles must use St. Martin le-Grande and New Change to get to the southside of King Street via Queen Street. This has a negative impact on some traffic and taxi journeys and the ability of taxis to circulate for trade.

47. Another key theme raised is the ability for taxis to drop off people directly by the front door of a building on King Street, particularly those who may find it more difficult to be dropped off further away due to a mobility impairment. To create more footway space there has to be less carriageway space. This requires removing a traffic lane. The road width must be maintained at 5m wide for events such as the Lord Mayor's show. The design balances the combination of footway widening, the requirement for events in terms of road width and provides a contra-flow cycle lane on the designated cycling quiet route. Given the requirements to balance, it is felt that this is the optimum design for the street.

48. However, this design does mean that kerbside activity including servicing and pick up and drop off must take place from Trump Street, Cheapside or Gresham Street. Kerbside activity would be a safety issue if vehicles were to pull up to the eastern kerb in the mandatory cycle lane, causing southbound cyclists to enter the northbound traffic lane to overtake. Vehicles stopping in the northbound traffic lane to allow a passenger or to deliver goods on the western kerb will cause traffic to wait behind, or potentially cause some drivers to consider entering the southbound cycle lane to overtake.

49. King Street has a limited number of building entrances and little active frontage, and it is estimated that a taxi would be able to drop off a King Street passenger within less than 50m of any building entrance. The additional distances fall within the current DfT Inclusive Mobility guidance<sup>1</sup> for walking without a rest, for someone who is mobility impaired and using a walking aid. (It is recognised

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<sup>1</sup> [Inclusive Mobility. A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk)

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. In exceptional circumstances, it would be possible to drop off a passenger off to the King Street kerb side, though this may hold up any traffic behind the vehicle.

50. This issue was also identified in the equalities impact assessment. It assessed that whilst some people with protected characteristics may experience disbenefits, these are outweighed by the benefits to other people with protected characteristics who are most likely to experience the street as a pedestrian and benefit from the pedestrian priority measures, which can also be seen in the CoLSAT analysis.

#### King William Street

51. The impact on taxi journeys is also the most pronounced theme raised for King William Street. It is estimated that there is a marginal impact on taxis from the scheme as they are less able to circulate for trade via King William Street and Lombard Street. However, during the timed restriction, any vehicle can access King William Street to collect or drop off a passenger, so any passenger with an impairment would be able to be dropped off or picked up in front of any building on King William Street, Lombard Street, or one of the local side streets.

52. The restriction as trialled reinforces the use of the street and side streets as local access streets as already defined in the City's Street Hierarchy in the Transport Strategy.

#### **Written representations**

52. Written representations to the public consultation were made by:

- City Property Association
- Cheapside Business Alliance
- London Living Streets
- Member for Cordwainer
- Motorcycle Action Group
- London Taxi Drivers Association (original response via the online survey was not recorded)
- A City developer (original response via the online survey was not recorded)

and a summary of these is provided in Appendix 5.

53. The City Property Association (CPA), a key City developer (who originally responded via the survey and wished to be anonymous) and London Living Streets were supportive of the measures, with the CPA recognising the importance of improved public realm to the economy.

54. The Cheapside Business Alliance is broadly supportive of the measures but notes some concerns amongst retail and hospitality venues with regards taxi availability and would like some consideration given to improving taxi access, particularly on Cheapside.

55. Broadly, the LTDA does not support the measures due to the impacts on taxi accessibility and the impact on the taxi trade. The LTDA would specifically like consideration to be given to allowing taxi access through the Cheapside restriction the same as buses and cyclists and would prefer King Street to revert to two-way. In addition, LTDA would prefer Threadneedle Street to be two-way between Bartholomew Lane and Old Broad Street and ideally all the way to Bishopsgate. King William Street and Old Jewry are considered broadly neutral for taxis.

56. The Member for Cordwainer did not support the measures in Cheapside and the Motorcycle Action Group did not support any of the measures. Both were concerned with the balance between provision for people walking and other vehicles. Notably, concern was raised regarding taxi access in Cheapside, and concern about the impact on congestion elsewhere due to the increasing number of restrictions.

57. Following feedback from the Cheapside Business Alliance, along with the Member feedback, recommendations for Cheapside are not included in this report and further work will be undertaken before bringing forward a recommendation for Members later this year.

58. For the three locations that are the subject of the requested decision in this report, there is support from three of the organisations that have written in for the measures as a whole and caveated support from one organisation. However, it should be recognised that concerns have been raised by the LTDA regarding taxi access and availability as well as issues by the Motorcycle Action Group regarding the balance of street space use, particularly on King Street.

## **EQUALITIES, HEALTHY STREETS AND ACCESSIBILITY**

### **Equality Impact Assessment (EQIA)**

59. An EQIA was produced for the initial temporary measures and used as the basis for the experimental phase of the trials. In consideration of the question of whether or not to make the measures permanent, a more detailed EQIA has been undertaken on the proposed outline designs for each location.

60. In addition, a consultancy specialising in equality assessments provided guidance on a framework for the next stage of EQIA's with

an emphasis on assessing each location individually whilst still referencing the cumulative impacts of the measures.

61. The EqIA full reports can be found in Appendix 6 (supplementary appendix pack)

62. The main themes for benefits and disbenefits for people with protected characteristics for each location referenced below:

63. King Street

Benefits – improvements to the walking environment with wider pavements increasing comfort and ease of crossing the street, improvements to cycling provision and road safety

Disbenefits – door to door access, access to properties for people with mobility impairments, increased journey times for people in vehicles

64. Old Jewry

Benefits – improved walking environment and ease of crossing, places to rest

Disbenefits – people with sight impairment can be disadvantaged by lack of delineation between “road” and footway, longer journeys by motor vehicles

65. King William Street

Benefits – improvements to the walking environment with wider pavements and improved crossing facilities, access maintained for taxis and other vehicles needing access, bus journeys improved with a better road surface

Disbenefits – some people may be disadvantaged by the removal of the advisory cycle lanes, removal of traffic islands for people crossing the street

66. Overall, the EQIA concluded that measures are judged to provide a net benefit to people with protected characteristics due to the improvements in pavement space, resting areas and crossing facilities.

67. Another theme that has emerged from stakeholders and businesses is the perceived impact that the measures have had on the availability of taxis, particularly for women at night. Whilst a number of factors influence the availability of taxis, including the number of licensed taxi drivers, it is acknowledged that the pedestrian priority

measures combined with other recent changes such as Bishopsgate have had an impact on taxi circulation patterns.

68. With the limited space available on these streets, it has not been possible to mitigate all of the negative impacts of the proposed changes in the designs, whilst recognising there are also significant positive impacts on people with protected characteristics.

69. In conclusion, due regard to the City's statutory duties has been given including maintaining reasonable access to premises, improving amenity, facilitating bus traffic and securing the safety and convenience of passengers and other road users. Due regard has been paid to the City's public-sector equality duties and the interests of those with protected characteristics.

### **Healthy Streets Assessment**

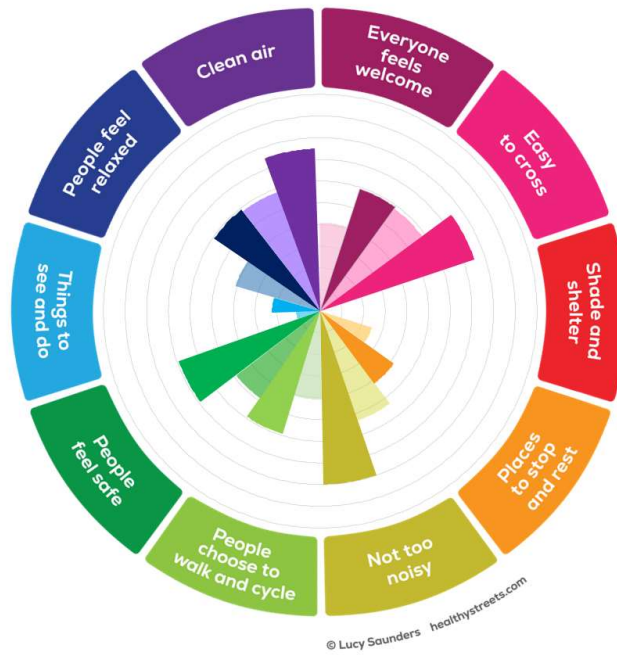
70. The ten Healthy Streets indicators capture the elements that are essential for making streets attractive and accessible places to walk, cycle and spend time, supporting social and economic activity. The Transport Strategy includes a proposal to embed the Healthy Streets approach in transport planning and delivery.

71. Healthy Streets checks are carried out before a scheme or design is undertaken to ensure that people's experience of using a street is captured and identify opportunities for improvements. Further assessments are carried out during the design process. A final check may also be undertaken following a schemes implementation.

72. An assessment has been undertaken for each site based on the proposed design if the Experimental Traffic Orders are made permanent, these are summarised below and the scoring available in Appendix 11.

### **King Street**

73. The assessment of the design shows improvements across all of the indicators with the exception of shade and shelter, which does not change. The Healthy Streets score shows an increase from 38 to 54. This is driven by a variety of factors including less noise due to reduced traffic, the narrower carriageway making the street easier to cross and improved crossing facilities.



### Old Jewry

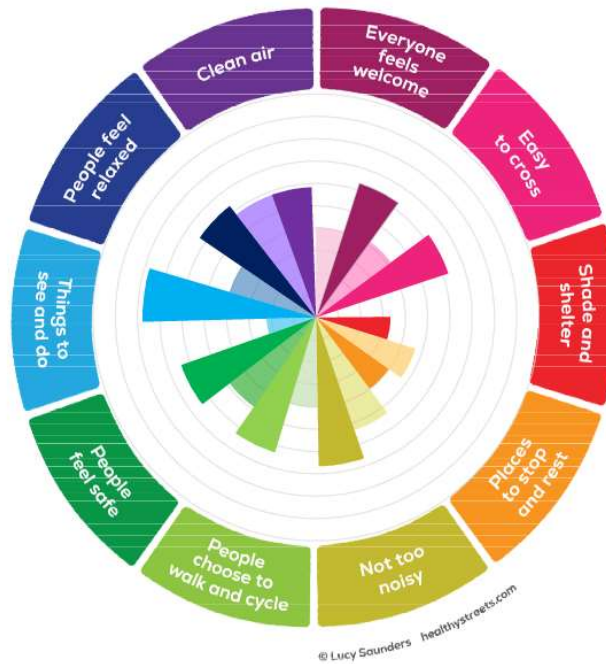
74. The assessment of the design shows improvements across all of the indicators with the exception of shade and shelter, which does not change. The Healthy Streets score shows an increase from 41 to 59. This is driven by a variety of factors including an increase in places to stop and rest and an improvement in noise due to reduced traffic.





## King William Street

75. The assessment of the design shows improvements across all of the indicators. The Healthy Streets score shows an increase from 39 to 59. This is driven by a variety of factors including an improvement in the likelihood of people choosing to walk and cycle, the street becoming easier to cross and people feel more relaxed on the street due to the proposed trees and wider footway space.



## Accessibility

76. To support these recommendations, Officers have assessed the designs at all three locations using the City of London Streets Accessibility Tool (CoLSAT).

77. CoLSAT enables street designers to identify how street features impact on the different needs of disabled people. The tool's key feature recognises that the needs of different groups of disabled people can be contradictory; that improving accessibility for one group may decrease accessibility for another. CoLSAT identifies the trade-offs that may be needed to ensure no one is excluded from using the City's streets and provides the basis for engagement and discussion to maximise the benefits for all.

## *KING STREET*

CoLSAT Results Table		
	Total 0 scores* – severe accessibility issue	Total 1 scores** - significant accessibility issues

	Before	After	Before	After
Electric Wheelchair user			4	
Manual Wheelchair user			4	
Mobility Scooter user			2	
Walking Aid user			4	
Person with a walking impairment			14	8
Long cane user			3	1
Guide Dog user	2		2	
Residual Sight user			2	
Deaf or Hearing impairment			8	2
Acquired neurological impairment	2		2	
Autism/Sensory-processing diversity			2	
Developmental Impairment			4	1
<b>Total</b>	<b>4</b>	<b>0</b>	<b>53</b>	<b>12</b>

\* This score means most people in this segment would be excluded by the street characteristic in the selected configuration.

\*\* This score means some people in this segment may be able to negotiate the street characteristic in the selected configuration, but it would significantly deplete their levels of confidence and energy, and they would be likely to give up on the journey if they had to negotiate it more than once or twice.

78. For King Street the results show an overall improvement in the performance of the street design across all groups. Where the detailed design for King Street has been completed all of the zero scores have been mitigated. However, some disabled groups will still be affected, though to a lesser degree than the existing street arrangement.

#### OLD JEWRY

CoLSAT Results Table				
	Total 0 scores* – severe accessibility issue		Total 1 scores** - significant accessibility issues	
	Before	After	Before	After
Electric Wheelchair user	2		2	1
Manual Wheelchair user	2		2	1
Mobility Scooter user	2		1	1
Walking Aid user	1		2	1
Person with a walking impairment	1		1	1
Long cane user		1	1	1
Guide Dog user		1	2	2
Residual Sight user		1		
Deaf or Hearing impairment		1		
Acquired neurological impairment			2	

Autism/Sensory-processing diversity				
Developmental Impairment				
<b>Total</b>	8	4	13	8

79. The results for Old Jewry indicate that, whilst the scores have improved overall, more work needs to be done in the detailed design stage to ensure that users with visual impairments are not excluded by the proposed street arrangement. This is primarily due to the level surface which scores well for some people with mobility issues but not others with visual impairments.

#### *KING WILLIAM STREET*

<b>CoLSAT Results Table</b>				
	Total 0 scores – severe accessibility issue		Total 1 scores – significant accessibility issues	
	Before	After	Before	After
Electric Wheelchair user	2	1	2	
Manual Wheelchair user	2	1		
Mobility Scooter user	2	1		
Walking Aid user			2	
Person with a walking impairment			12	9
Long cane user	5	3	1	
Guide Dog user		1	4	5
Residual Sight user			5	4
Deaf or Hearing impairment			6	3
Acquired neurological impairment			3	
Autism/Sensory-processing diversity			3	3
Developmental Impairment	5	3	11	8
<b>Total</b>	<b>16</b>	<b>10</b>	<b>49</b>	<b>32</b>

80. The results for King William Street indicate that, whilst the scores have improved overall, more work needs to be done in the detailed design stage to ensure that users with visual, mobility and development impairments are not excluded by the proposed street arrangement. This is primarily due to the length of the street not having crossing points in between the two junctions.

#### **Legal implications**

81. The Road Traffic Regulation Act 1984 (RTRA 1984) provides powers to regulate use of the highway. In exercising powers under the RTRA 1984, section 122 of the Act imposes a duty on the City to have regard (so far as practicable) to securing the 'expeditious, convenient and safe movement of vehicular and other traffic

(including pedestrians and cyclists) and the provision of suitable and adequate parking facilities on and off the highway'. The three measures represent a restriction on the movement of certain classes of vehicular traffic and an indirect impediment to the expeditious and convenient movement of traffic on surrounding streets due to the displacement of traffic. However, this duty also relates to pedestrians, and it has been demonstrated that the measures will improve pedestrian movement and general pedestrian amenity.

82. The City must also have regard to such matters as the desirability of securing and maintaining reasonable access to premises and the effect on the amenities of any locality affected.

83. The procedure relating to the making of experimental traffic orders is set out in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 and, in particular, regulations 22 and 23. Regulation 23 sets out a truncated procedure for making the provisions of an experimental traffic order permanent. As such the City will not need to comply with the requirements of consultation, notice of proposals and objections in regulations 6, 7 and 8 of the RTRA if certain criteria are met.

84. Pursuant to Regulation 9(1) of the 1996 Regulations, the City has considered the necessity of holding a public inquiry and has decided against holding a public inquiry in the exercise of its broad discretion under Regulation 9.

85. The decision to not hold a public inquiry is based on the following evidence:

- the temporary measures have been in place for over two years under (first) a temporary traffic order and then an experimental traffic order, meaning that the impacts of the measures on traffic is well understood
- A small number (two) non-specific objections were raised in the statutory consultation
- Overall the traffic changes have been assessed as having a minor impact on the traffic network

In light of these considerations, a public inquiry is not considered justified when taking into account the cost.

86. The recommendations within this report are within the City's powers and duties.

	<p><b>Option 1 – make measures at three locations permanent</b></p> <p>87. The information provided above in Section 4 above is intended to provide Members with the relevant information to make an informed decision on whether the experimental measures should be made permanent, beginning with a permanent traffic order and continuing with the construction of permanent measures.</p> <p>88. King Street is programmed to be the first location implemented. The construction start date has been adjusted to account for UKPN utility works on King Street. Our works will follow these works in ~ March 2023.</p> <p><b>Option 2 – do not make measures permanent</b></p> <p>89. Under this option, the experimental traffic orders would conclude, and the existing temporary measures on-street would be removed and the streets revert to their previous state.</p>
<p><b>5. Delivery Team</b></p>	<p>90. The delivery team for the project is set out below:</p> <ul style="list-style-type: none"> <li>▪ Project management by the Projects and Programmes team in Policy and Projects.</li> <li>▪ Construction Engineering/Design and Construction Supervision to be managed by Highways team</li> <li>▪ Contractor – FM Conway under the highways term contract.</li> </ul>
<p><b>6. Programme and key dates</b></p>	<p>91. The reporting process for Phase 1 is challenging in the framework of the Project Procedures as there are six individual projects proceeding to their own unique timelines due to the nature of their location, design approach and technical constraints.</p> <p>92. There is a need to make a decision on the five existing experimental traffic orders in advance of them expiring in July 2023. The decision on three of the locations is presented in this report.</p> <p>93. The other two locations at Cheapside and Old Broad Street/Threadneedle Street, require further development work and analysis of the public consultation feedback, before a further G5 report is submitted in May 2023. This report will also have a more detailed analysis of the estimated costs for constructing all of the schemes which will inform if project scopes need to be adjusted or funding bids made</p> <p>94. The Chancery Lane experimental traffic order will commence in February 2023 and run for a minimum six months, and maximum eighteen months and the results of the experiment will be reported in early 2024.</p>

	<p>95. Dates for construction works are subject to the availability of network road space and finalising utility designs due to moving kerb lines.</p> <p><b>Key dates</b></p> <ul style="list-style-type: none"> <li>• February 2023 – notify statutory consultees on intent to make traffic orders permanent, and then make the traffic orders.</li> <li>• February 2023 – commence Chancery Lane experimental traffic order.</li> <li>• January-March 2023 – finalise the detailed design for King Street. Commence construction from ~March 2023 following UKPN works on King Street.</li> <li>• January–April 2023 – complete the civils design for Old Jewry and run public design workshops with local stakeholders for the public realm design of the space. Construction of Old Jewry to follow completion of King Street due to requirement to maintain a route for southbound cyclists.</li> <li>• January – July 2023 – finalise the detailed design for King William Street, liaise with TfL on their design for Monument junction, and book roadspace for 2024 construction following the conclusion of the Bank junction works.</li> <li>• May 2023 a further report to consider the experimental traffic orders and proposed changes on Cheapside and Threadneedle Street/Old Broad Street.</li> </ul>
<p><b>7. Risks</b></p>	<p>96. Some of the estimated risks eventuated and became issues. This report requests drawing down against three of the risks from the Costed Risk Register, totalling £56k. The risk register can be found in Appendix 9.</p> <p>97. The main ongoing risk implications for the programme and associated schemes are:</p> <ul style="list-style-type: none"> <li>• Delay in receiving TMAN approval from TfL</li> <li>• Resourcing: Not being able to deliver the number of schemes that is expected of the programme</li> <li>• Engagement and external support: Issues with external engagement and buy-in for the detailed design</li> <li>• Legal Issues: Receiving legal challenges regarding the decision to proceed with permanent traffic orders</li> </ul> <p>98. Other risks revolve around continued increase of material costs over the length of the programme to the end of 2024.</p>
<p><b>8. Success criteria</b></p>	<p>99. Programme wide success criteria was set at the initiation of the programme:</p>

	<p>1) Number of kilometres of new pedestrian priority streets and total length of pedestrian priority streets (Climate Action Strategy and Transport Strategy targets)</p> <p>2) Length of street with pedestrian comfort level of A+, length of street with pedestrian comfort level of at least B+ (Climate Action Strategy and Transport Strategy targets)</p> <p>3) Percentage of people rating the experience of walking in the City as pleasant (Transport Strategy target and measured through the City Streets survey)</p> <p>100. The three schemes combined create approximately 600m of new pedestrian priority streets in the square mile.</p> <p>101. Pedestrian comfort levels are improved to an average of A+ on King William Street and the southern section of Old Jewry,</p> <p>102. Analysis of the proposed street improvements using the Healthy Street assessment tool shows a significant improvement in the overall performance (scores) of the streets for people walking and cycling.</p> <p>103. Significant improvements have been made at the three locations through the design process to improve the accessibility for people with visual, mobility, sensory or development impairments (CoLSAT scores).</p>
<p>9. <b>Progress reporting</b></p>	<p>104. Monthly project vision reports will be made.</p> <p>105. The next G5 report in May 2023 will seek a decision on whether to make permanent the traffic orders for Cheapside and Old Broad Street/Threadneedle Street. It will also provide more detailed cost estimates and request the budget setup for implementing the other locations and any further funding bids that may be required.</p>

## **Appendices**

<b>Appendix 1</b>	Project Coversheet
<b>Appendix 2</b>	Street user Perception survey report
<b>Appendix 3</b>	Summary of Statutory Consultation responses
<b>Appendix 4</b>	Public Consultation report
<b>Appendix 5</b>	Summary of written submissions by organisations
<b>Appendix 6</b>	Equality Impact Assessments (3 locations)
<b>Appendix 7</b>	CoLSAT accessibility analysis
<b>Appendix 8</b>	Scheme designs
<b>Appendix 9</b>	Costed Risk Provision

<b>Appendix 10</b>	Finance tables
<b>Appendix 11</b>	Healthy Street assessments

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