Committees:	Dates:	
Streets and Walkways Sub-Committee Planning and Transportation Committee Projects Sub	24 November 2017 12 December 2017 17 January 2018	
Subject: Bank on Safety: Update on monitoring	**Gateway 6 Progress Report Regular**	**Public**
Report of: Director of the Built Environment **Report Author:** Gillian Howard		**For Information**

Summary

• **Dashboard**:
Project Status: Amber
Total estimated Project Cost: £1,368,207
Spend to date: £808,496 and commitments of £218,440
Overall Project Risk: Amber
Approved Budget: £1,179,100 of which 1,159,901 is funded. A request for an increase in budget to £1,368,207 is awaiting confirmation.

• **Last Gateway approved**: Gateway 4/5 December 2016

Progress to date:
The experimental scheme was implemented on 22nd May 2017. The Chairman of the Planning and Transportation Committee gave an update at the June Court of Common Council on the initial observations of how the experimental scheme was settling in. Formal public consultation is open until the end of November with the formal objection period to the experimental traffic order closing on 24th November. At the time of writing there have been over 1800 consultation responses.

Summary of report:
The Chairman of Planning and Transportation Committee circulated to all Court Members the agreed monitoring strategy for the experimental period in April 2017. The strategy set out how the success criteria agreed with Members in the Gateway 4/5 report in December 2016, were to be evaluated. The report presents some of the early data that has been collated and identifies how the scheme is initially performing against the criteria.

It is important to recognise that in most cases the data available is time limited and it is too early to identify clear trends. However, to date, the data available shows that the approved key success criteria are either being met or exceeded other than air quality where it is too early to make any conclusions.

The 4 approved key success criteria headings are:
1. A significant safety improvement at Bank
2. Maintain access for deliveries
3. Improve air quality at Bank
4. Not unreasonably impact on traffic flow, whilst preferably improving Bus Journey times

Further details in relation to the key criteria are covered in this report below along with commentary on traffic demand, scheme compliance and taxis.

Total Estimated Cost:
£1,368,207 (awaiting Resource Allocation Sub-Committee approval at time of writing)

Recommendations

It is recommended that Members note the progress made to date on monitoring the Bank on Safety experimental scheme and that a further report be received in summer 2018.

Main Report

1. Reporting period	Focus is on the performance of the experiment and associated impacts since 22nd May 2017.
2. Progress to date	The agreed key success criteria and sample data are set out below. **Criteria 1: Significant safety improvement at Bank** **1.** In the approved November 2016 Gateway 4/5 report, it stated that a 50-60% casualty saving could be expected at Bank Junction with the recommended scheme, and that a 25% saving would be a minimum criteria for success. Additionally it was stated that a reduction in collisions of 5% within the wider area could be expected. **2.** The Gateway 4/5 report stated that between 2011 – 2015 there was; • A total of 111 casualties at Bank Junction; and • an average of 22 per year, consisting of 18 slights and 3 serious. A fatal casualty on average was every two and half years. **3.** Officers now have the full 2016 data which was not available at the time of the previous report. The new five year total for 2012 – 2016 is; • A total of 107 casualties at Bank; with • an average of 21 per year, consisting of 17 slights, 3 serious and a fatal casualty every two and half years.

4. Figure 1 below shows the boundary of Bank Junction (blue or inner boundary) and the wider monitoring area (red or outer boundary). It should also be noted that the data provided to the City for 2017 is provisional and has not yet been fully verified through the typical process. As such it is subject to change. It does however give an indication that the experiment is having a positive impact on casualty numbers

Figure 1: Areas defined as Bank Junction and the Bank monitoring area.
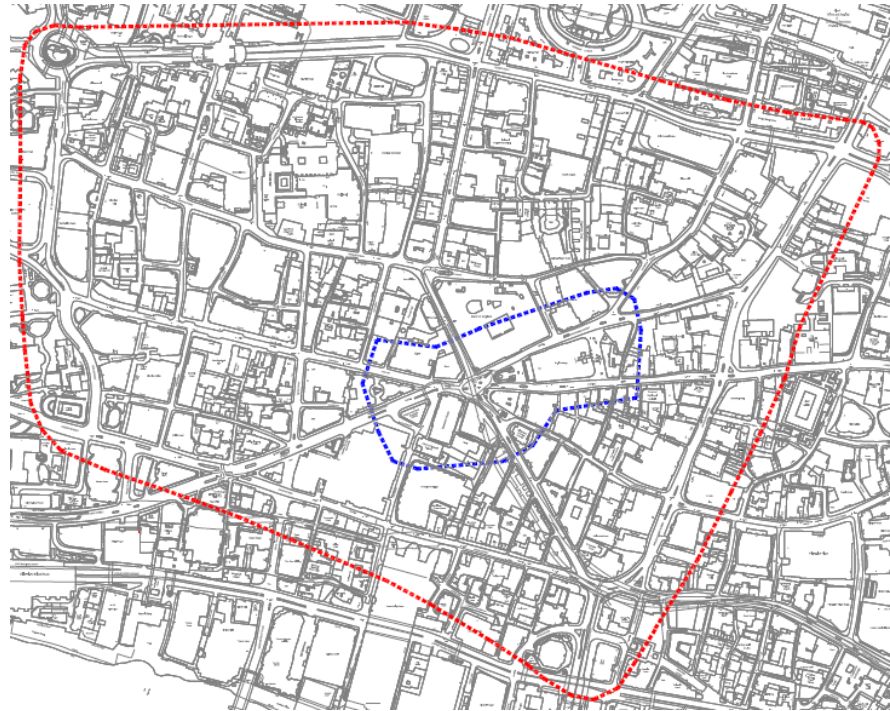
*Inner boundary is defined as the Bank Junction area
*Outer boundary is defined as the Bank Monitoring area

5. To date, the first 19 weeks since the scheme became operational has been analysed, which takes us to the end of September 2017. Table 1 summarises the average of the previous 5 years for that same time period for comparison during the operational hours of the scheme only. It covers the whole City, (including Bank Junction) the Bank monitoring area (excluding Bank junction) and Bank Junction.

6. The 3 casualties at Bank since the scheme has been operational provisionally consist of 2 slight casualties and 1 serious. In the Monitoring area, the casualty split is 21 slight and 3 serious.

7. As can be seen in Table 1, comparing the specific time frames of the previous five year average to the data since the scheme has been operational, shows that so far the Bank junction success criteria is being realised and the wider Bank monitoring area is also exceeding the target to date. There is some additional casualty information in

Appendix 1 regarding collisions that have occurred including outside of the operational hours of the scheme, and their severity

Table 1: Monday to Friday 7am to 7pm (operational hours) casualty occurrence:

	22nd May - end Sept average (2012 - 2016)	22nd May - end Sept 2017	Success Criteria in G4/5 report (% change)	Actual % change
City-wide	96	71	N/A	N/A
Bank Monitoring area (excluding Bank Junction)	30	24	-5%	-21%
Bank Junction	7	3	possible – 50 to 60%, minimum - 25%	-56%

Criteria 2: Maintain Access for deliveries

8. The success criteria, agreed by Members in the Gateway 4/5 report, was that 75% of businesses that the City previously worked with, should be satisfied that their servicing and delivery activity is conveniently undertaken in the post-scheme scenario.

9. Officers are in the process of contacting and re-visiting 46 businesses to gather their post-scheme responses and views for comparison. To date, those visited have not indicated any specific concerns regarding ability to access their properties. In the main they are supportive of the changes to date. Understanding their delivery requirements during the design phase has helped to ease the impact of the traffic pattern changes on their businesses and our communication efforts on the lead up to the scheme provided information to share with suppliers.

10. As would be expected, any issues of significance were raised with officers directly in the first weeks of the scheme going live. The only location of concern was Lothbury. Officers responded to the concerns, monitored the activity and were able to resolve the issues for the businesses to their satisfaction. We will report more fully on this aspect of meeting the success criteria when all 46 businesses have been visited. However Officers are not aware of any outstanding complaints regarding these businesses ability to service and deliver.

Criteria 3: Improve Air Quality
11. Members agreed a measured reduction at Bank, but with the wider

monitored area not being worse overall.

12. Following advice from the Air Quality Team, it is difficult to assimilate any data trends for NOx changes at Bank or the wider area from the limited data set that we have so far. Practicalities of how the other influencing factors for NOx levels also need to be considered with the readings of the diffusion tubes, such as the weather. This should then be compared to continuous monitoring stations elsewhere in the City to get a better understanding of Air Quality trends in general, and therefore the likely impact of the experimental scheme vs other changes. This is a bigger piece of work than simply presenting the diffusion tube readings and will be undertaken in due course when there is a larger dataset available to work with.

Criteria 4: To not unreasonably impact on traffic flow whilst preferably improving bus journey times.

13. The agreed post-implementation monitoring strategy indicated that success in this criterion would consist of an average journey time improvement of bus services within the modelling area over the two peaks; and that the operation of the 4 key routes on average for general traffic would be no worse than the proposed modelled output for 2018.

iBus Data

14. iBus data is collected by London Buses from every single bus on the network through GPS recording. Currently, the pre-scheme data stretches back to October 2015 and post scheme is to the end of September 2017. The pre-scheme data is over a sufficient period of time that the impact of road works and traffic fluctuations is smoothed giving a more robust average for comparison. With the post scheme data we are limited to the first 19 weeks of scheme operation and so the following figures are likely to change over time as the datasets get larger.

15. Figure 2 below shows the number of routes experiencing an average journey time saving or increase in the 19 weeks since the scheme was implemented (Bold bars) vs what was forecast by the traffic model (light bars) for the AM peak.

16. Figure 2 shows that more services have experienced larger savings in journey times in the AM peak than the model predicted. A similar chart for services in the PM peak, which shows a similar pattern, can be found in Appendix 2 for information.

Figure 2: Bus Journey times in the AM peak – model forecast vs observed post scheme change, categorised by number of services
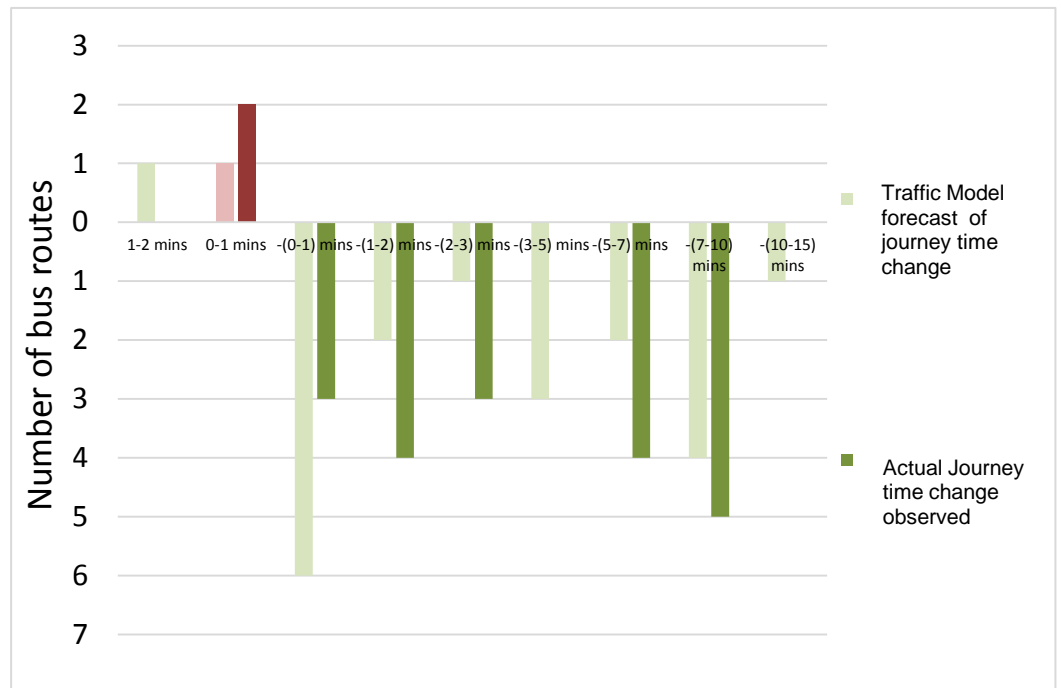
17. The overall average journey time change for services that are directly routed through Bank Junction and those that are not is shown in Table 2.

Table 2: Average journey time savings of bus routes in the peaks.

Bus routes:	Through Bank	Not through Bank
AM	7-10 mins saving	2-3 mins saving
PM	5-7 mins saving	1-2 mins saving

18. It should be noted that this data includes the journey times of buses on diversion due to directional road closures, such as London Wall and Bishopsgate since the scheme began. However, to date, the average bus journey times for all services both through Bank and in the perimeter are showing journey time reductions; there by meeting the success criteria.

General traffic Journey times
19. The four key corridors, as agreed at Committees and Road Space Performance Group at TfL, are as follows;

- **London Wall**
- **Bishopsgate/ Gracechurch Street**
- **Cannon Street**
- **New Change / St Martin Le Grand**

20. The monitoring strategy intended to use the Traffic Master dataset from the DfT, to assess the impact of journey times on the above four corridors. However we have had to use iBus data as the trafficmaster data is not currently available.

21. Although the data presented in Figure 2 extends to the end of September, for the purposes of assessing the impact to the key corridors, we have used to end of August only. This is because of the southbound road closure on Bishopsgate during September. This closure re-routed many buses on significant diversions. If these diverted journeys were included it would skew results for the Bishopsgate corridor. The London Wall eastbound closure between May and July has been included as the diversion route was minor , and did not appear to add significant time to the eastbound routing.

22. The initial data, which is in Appendix 2 shows that journey times in the peaks have improved on three of the four corridors compared to the previous average bus journey times.

23. In comparison to the forecast modelled general traffic journey time savings and increases in the peaks, the iBus data suggests that the corridors are performing well to the forecast; However with such a small after data set, robust conclusions cannot yet be formed.

Other points of interest
Vehicle Numbers within the City
24. It is important to understand whether collision numbers and journey time monitoring has been affected by a reduction of vehicles entering the City. Table 3 shows the total vehicles per month entering the City's 'Ring of Steel' ANPR area since the scheme went live, and how this compares with 2016.

**Table 3: Monthly vehicle volumes in 2016 & 2017**

	2016 Monthly Totals	2017 Monthly Totals	% change
May	1,714,466	1,692,138	-1.30
June	1,662,919	1,584,327	-4.73
July	1,640,937	1,673,796	2.00

25. Table 3 shows that there were minor changes in May and June 2017, however volumes increased in July 2017, indicating that traffic has not been significantly deterred, from entering the City.

Compliance levels with the experiment
26. It is also important to understand the number of vehicles that are complying with the restriction at Bank. Figure 3 shows the number of vehicles per week that have incorrectly driven across Bank, or entered Cornhill form Leadenhall Street, since the scheme went live.

Figure 3: Number road users contravening the Bank Junction restriction since 23rd May (Monday – Friday 7am – 7pm)
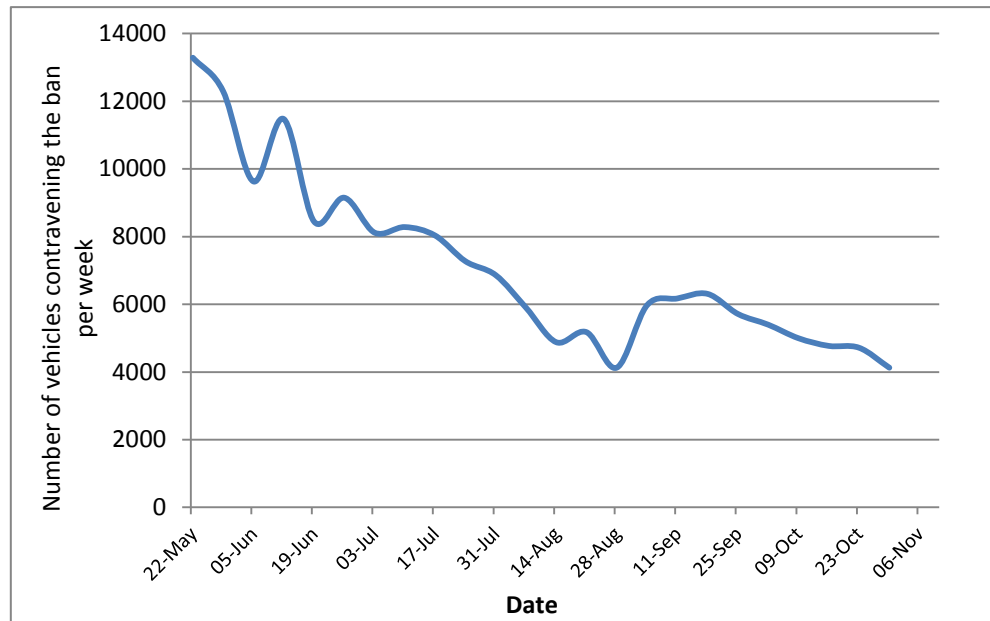
27. Figure 3 shows that the number of vehicles contravening the restriction has decreased over time. This can be attributed to ongoing engagement around the scheme and the number of PCN's issued to drivers encouraging greater compliance.

28. In total, there are less motor vehicles that contravene the restriction by crossing Bank over the 12 hour period per day, than there used to be that traversed the junction in an hour before the scheme went live. This is a massive reduction in vehicle numbers and there is currently a high compliance rate of almost 95%. Officers will continue to attempt to improve the compliance rate during the experimental period and are exploring what physical changes could be made to reinforce the restriction should the scheme be made permanent.

Taxi data
29. Concern for the impact on the taxi trade and their passengers was voiced at the Gateway 4/5 report and was incorporated into the monitoring strategy in 'other success criteria'. The description of what was agreed to be monitored was "taxi journey times and costs not unreasonably increased".

30. Information to date onto the impact of the scheme on the taxi trade and their passengers is summarised below. Detailed information is contained within Appendix 3. It is worth noting that the London Taxi Drivers Association (LTDA) have also been monitoring ranks and journey times before and after the scheme. To date the City has not seen any of this external data, but the LTDA have said that they would provide us with their report in due course.

	31. An independent research company was commissioned by the City to undertake 'Mystery Shopper taxi journeys between defined points suggested by taxi trade representatives on 5 routes. Journeys were undertaken during the morning peak (8 am to 9 am), afternoon (12 pm to 1 pm) and evening peak (5 pm to 6 pm) in each direction, on Tuesdays, Wednesdays and Thursdays both before the scheme and post-implementation. Officers are currently in the process of organising a repeat of the survey which will allow for more robust post-scheme data to ensure that the situation has not changed significantly over time.
	32. The identified routes were a collection of popular journeys, some of which would have gone through Bank and some which would not. This exercise was undertaken to get an impression of changes to movement within the City which could be attributed to the Bank on Safety scheme.
	33. The data shows that on average there has been an increase to seven of the ten directions surveyed of between 00.01 and 4.20 minutes. Three directions had an average reduction of between 00.25 and 4.40 minutes. The maximum journey time increase observed on one run was 8.00 minutes with the maximum journey time saving observed was 6.00 minutes.
	34. This data set is being used to inform the situation, but is a small sample of journeys undertaken by taxi. As such no firm conclusions can be taken based solely on this data at this time. We will be undertaking the 'mystery shopper' task again to increase the number of journeys undertaken for better comparison.
	35. In Appendix 3 there is also information regarding a survey undertaken at London Bridge station taxi rank following concerns of the trade that passenger numbers could be affected at this location. To date the small sample size is inconclusive showing little evidence between the pre and post surveys of change. Other factors including seasonality have not been considered as part of this work to date and given that we only have one pre survey period, the influence of seasonality will be difficult to prove.
3. Next steps	There are surveys and further monitoring to be undertaken in all aspects to assess whether the experiment has met its objectives and success criteria. The report containing the full monitoring data and results of the consultation is scheduled for the summer of 2018.

Appendices

Appendix 1	Collision Data
Appendix 2	Journey Times & iBus data
Appendix 3	Taxis

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