Committee(s): Streets and Walkways sub-committee **Planning and Transportation Committee**	**Dated:** 23/05/2023 21/06/2023
Subject: Bank Junction Improvements (All Change at Bank): Traffic mix and Timing review update	**Public**
Which outcomes in the City Corporation's Corporate Plan does this proposal aim to impact directly?	1, 9, 11, 12
Does this proposal require extra revenue and/or capital spending?	**Y**
If so, how much?	**£500,000**
What is the source of Funding?	**OSPR**
Has this Funding Source been agreed with the Chamberlain's Department?	**N**
Report of: Executive Director Environment	**For Decision**
Report author: Gillian Howard, Head of Transport & Public Realm Projects,	

A supplementary appendix (Appendix 5) has been added to this report to cover items raised during the discussion at the 23 May meeting of the Streets & Walkways Sub Committee.

Summary

Following a Court of Common Council Motion in April 2022, the All Change at Bank project was asked to immediately bring forward the traffic and timing mix review of the restrictions at Bank. A report was considered at the February 2023 Streets & Walkways Sub-committee and the following Planning & Transportation Committee. It was agreed that further work on investigating the potential to allow general traffic back through the junction during the restricted times be stopped as the feasibility work had shown significant impacts.

Further work has progressed to continue to look at the options available for changing the mode and/or timing of the restrictions at Bank as part of the All Change at Bank scheme that is currently in construction.

This report updates Members on the progress of the review and sets out the findings of the review work to date. The summary of the findings is that, to date, there is no clear transport need for a change over and above the scheme that is currently being constructed. Should the review conclude that a change is required, the statutory regime puts the consideration of any traffic implications (which would result from a change to any traffic orders) at the forefront of decision making when discharging the City Corporation's duty, set out in Section 122 of the Road Traffic Regulation Act 1984.

The most likely potential driver for change is whether changing the mix of traffic addresses the equality concern around accessibility for people who rely on taxis. However, this will need to be balanced against potential disbenefits for protected

characteristic groups of any changes. Further work is needed before a conclusion could be drawn.

In addition to the desk top exercise, feasibility traffic modelling has continued to ascertain what, if any, changes to the mix of traffic at the junction could be technically feasible should the review recommend a change.

This process has highlighted a particularly challenging issue relating to the current lack of understanding of the extent to which introducing this movement through Bank will attract additional vehicles to travel through the junction or within the surrounding area. This includes general traffic that may seek to take advantage of any spare capacity on the surrounding streets created by allowing taxis or powered two wheelers through Bank.

An increase in the number of vehicles entering the area covered by the feasibility traffic model and/or increases in the number of vehicles moving through Bank will change the journey time forecasts. This may push the forecasts, which may look reasonable at this stage, to being unreasonable again.

The current level of uncertainty means the model outputs are not robust enough to accurately predict impacts. The unknown latent demand does not necessarily need to be a large influx of additional vehicles before the journey time impacts forecast above are detrimentally impacted. TfL will also require robust forecasts when the time comes to validate and audit the model outcomes in advance of any approvals.

Therefore, this report does not include a recommendation for a particular traffic option to be taken forward to public consultation. Instead, the report seeks agreement on a preferred options from the options outlined in paragraphs 112-127.

This will impact on the timescales of any potential change being realised. There are risks associated with all three options presented which require careful consideration. Officers recommend option C as the most appropriate way forward.

Regardless of the option selected, it will not be possible for the project to cover the cost of this review without reallocating funding from the delivery of the public realm enhancements as part of the All Change at Bank project that is currently in construction. A capital bid is being prepared to support the continuation of the review.

Recommendation(s)

Members of Streets and Walkways Committee are asked to:

1. Note the content of report including the need for a capital bid to secure funds to proceed (paragraphs 129- 133) and the risks (paragraphs 138-147).
2. Agree a preferred option, from the options outlined in paragraphs 112-127, to recommend to the Planning & Transportation Committee for

their consideration prior to that Committee making a recommendation to the July meeting of the Court of Common Council. Noting that officers recommended option is Option C.

Members of Planning and Transportation Committee are asked to:

3. Note the content of report including the need for a capital bid to secure funds to proceed (paragraphs 129- 133) and the risks (paragraphs 138-147).
4. Note that the Streets & Walkways Sub Committee preferred Option C (all options are outlined in paragraphs 112-127) and agree a preferred option to recommended to the July meeting of the Court of Common Council.
5. Agree on the basis of recommendation 4 that this report is referred to the Court of Common Council for consideration.

Main Report

Background

1. The All Change at Bank project is currently in construction following approval in December 2021. Its objectives are to:
    - Continue to reduce casualties by simplifying the junction.
    - Reduce pedestrian crowding levels.
    - Improve air quality.
    - Improve the perceptions of place.

2. The layout of the junction is being altered, narrowing the carriageway, and increasing the space available for people walking through the junction and/or accessing the station or surrounding buildings. Parts of Threadneedle Street and Queen Victoria Street (on the approaches to the junction), will be closed to motor vehicles, providing a more pleasant environment for people walking and cycling and the opportunity to provide additional seating and greening in the area. The operation of Princes Street is also modified but retains two-way working for buses and cycles only, and a route for vehicles requiring access to Cornhill.

3. At the time of making the decisions to proceed with the All Change at Bank design, it was acknowledged that there was still a need to review the traffic mix and timing of the altered junction. However, at the key decision points there were too many unknown factors to be able to confidently undertake the review. These related to the pandemic in terms of the temporary Covid-19 recovery schemes in operation (including TfL's schemes on Bishopsgate and London Bridge) and the future of these schemes as recovery took place, and what the recovery and return to workplace might look like. It was agreed in September 2021 that the review would take place 12 months after the completion of the construction and once there was greater clarity of traffic composition and volume and potential changes to the network around Bank.

4. A motion was subsequently approved at the Court of Common Council in April 2022 which included the following requirement in relation to Bank junction:

    "That the Planning & Transportation Committee be requested immediately to begin a review of the nature and timing of current motor traffic timing restrictions at Bank Junction, to include all options. This review will include full engagement with Transport for London and other relevant stakeholders, data collection, analysis and traffic modelling. The Planning & Transportation Committee should then present its recommendation to this Honourable Court as soon as practicable."

5. A report in February 2023 explained that there had been delays in collecting the required traffic data because of a number of closures and diversions on the network. Data was collected in early November and the initial feasibility traffic modelling was undertaken to assess the likely impacts/benefits of making changes to the types of vehicle moving through Bank during the existing 7am to 7pm, Monday to Friday traffic restrictions. In this report it was also agreed that

no further work on the option to reintroduce general traffic into Bank would be undertaken. This was based on the likely impacts to bus journey times being very difficult to mitigate.

6. Since that February 2023 report, further work has been undertaken looking at the various options to mitigate the traffic impacts identified in the initial feasibility work. This included signal timing redistributions and extended signal cycle times as well as investigating different routing options as a form of mitigation and to understand the probable constraints of the network better.

7. We have also undertaken analysis of the use of the junction by people walking and cycling compared to pre-pandemic volumes and reviewed latest casualty data and air quality monitoring. Interim equalities analysis has also been commissioned and completed.

Current Position

8. Traffic reviews of this type are usually informed by recent performance of particular aspects, such as traffic collisions and casualties, volumes of people travelling, equality concerns and/or air quality, causing an issue or issues that need mitigating and then assessing the impacts and benefits of making a change. However, because of the pandemic and associated changes in working patterns and travel habits data from previous years may not be representative and it is difficult to draw definitive views or conclusions. This makes it very challenging to undertake the review at this time.

9. The statutory regime puts the consideration of any traffic implications (which would result from a change to any traffic orders) at the forefront of decision making when discharging the City Corporation's duty set out in Section 122 of the Road Traffic Regulation Act 1984.

10. This report summarises the key data that is informing the current context of the review, refers to previous data that was collected pre-pandemic in support of the current approved All Change at Bank scheme and highlights where there are fluctuations.

11. The report also sets out some of the difficulties faced regarding the level of confidence officers have in forecasting future performance of traffic, based on the current flows and demand patterns, in particular at Bank.

Summary of data analysis

<u>The context of the City as a whole</u>

12. The number of City workers has continued to increase from pre-pandemic levels with 587,000 workers employed in the City of London in 2021 (City of London factsheet Feb 2023). This number was recorded as 542,000 in 2019. Even assuming a continuation of more flexible working, if this growth trend for employment continues, alongside the trend for busier Tuesdays, Wednesdays

and Thursdays, then the infrastructure provision for people using public transport and walking and cycling will need to plan for these busier days.

13. It is worth noting at this stage that for the week beginning 24th April (the latest date for which data is available) Underground, including the Elizabeth Line, activity at stations in the City on Tuesday, Wednesday and Thursday was over 80% of the pre-pandemic average for each day. For the same week, on Tuesday, Wednesday and Thursday activity at Bank was above the weekly pre-pandemic average for that station.

14. Since 2020 there have been a number of changes to the way the City's streets operate. Several of the pandemic response schemes were rolled into full experimental traffic orders to improve priority for people walking. These schemes have either now had decisions made to make these changes permanent, such as on King Street, King William Street and Old Jewry, or are on the agenda for this meeting for decision.

15. In addition, TfL have restricted the Bishopsgate corridor to buses and cycles and the London Bridge corridor to buses, cycles, taxis and powered two wheelers, mirroring the timings of the restrictions at Bank. These schemes are still experimental but a decision on whether they will be made permanent is expected shortly.

16. These schemes have changed the way traffic moves around the vicinity of Bank and are reflected in the feasibility traffic model that we are using as part of this review. Note that the traffic modelling to date has not been through any rigorous scrutiny or auditing by TfL and is only reflective of the traffic situation based on the November 2022 traffic counts. Further detailed traffic modelling will be required to progress a proposal.

Traffic volumes

17. With the existing restrictions at Bank, which have been in place since 2017, there are essentially only three ways to cross the junction on a Monday to Friday, 7am to 7pm, by walking, cycling or as a passenger on a bus.

18. Traffic counts were undertaken in 2022 and the information below reflects the situation of a Tuesday in early November which was the busier of the two days analysed.

19. The largest proportion of vehicular traffic at Bank during the day remains people cycling. November tends not to be the peak time for this mode; however, the 2019 data set was also collected in November so there is commonality between these data sets.

20. Table 1 details the cycle counts from 2022 and 2019 alongside data from pre-Bank on Safety, collected in July 2014. The impact of seasonality needs to be considered with this data when making comparisons.

21. There has been a reduction in the total number of people cycling compared to 2019. It is most notable on the north/south approaches of Lombard Street (King William Street) where there appears to be 30% reduction and a 22% reduction on Princes Street. However, across the junction over this six-hour period, there has only been an overall reduction of 14% in the total number of people cycling entering the junction.

22. Threadneedle Street has seen the greatest growth in the number of people cycling into the junction between 2019 and 2022 with an 8% increase. This may be reflective of the change in traffic movement on Threadneedle Street and Old Broad Street as part of the Pedestrian Priority Programme.

23. It is likely that some of the reduction in the number of people cycling on the north south approaches to Bank is related to the alternative improved north/south offer of Bishopsgate and London Bridge, which offers a longer length of restricted access. Overall, numbers may also be suppressed by the current lower numbers of people in the City post-pandemic.

Table 1: Variance in the number of cycles approaching Bank junction between the combined peak hours of 7am to 10am and 4pm to 7pm (6 hours in total)

	2014	**2019**	**2022**
Total Number of cycles into the junction	**6,597**	**7,245**	**6,248**
Broken down by approach arm			
Northbound on Lombard Street	1417	1845	1280
Southbound from Princes Street	1330	1805	1403
Westbound from Cornhill	637	496	376
Westbound from Threadneedle Street	854	829	903
Eastbound from Poultry	1230	1054	1038
Eastbound from Queen Victoria Street	1126	1208	1248
Mansion House Place	3	8	*N/A

*Data was not collected for this arm due to such low volumes.

<u>People walking at the junction.</u>

24. Data collection to monitor the volume of people moving through Bank has taken place periodically throughout the All Change at Bank project to help inform the design and decision making. Large volumes of people travel through the area, and pedestrian comfort levels had been very poor in places around the junction. The design currently being constructed significantly improves this environment for

people walking providing much larger pavements, wider crossing areas, and shorter distances to cross, as well as an enhanced public realm.

25. The pandemic has had an impact on the way people use the City across the week. When looking at the peak movements on a Tuesday, there has been a reduction in the volume of people movements (individuals may be counted more than once depending upon their origin and destination) between 2018 and 2022 making a crossing movement. This is crossing at or close to the dedicated signalised crossings at the main body of the junction (Mansion House Street, Princes Street, Threadneedle Street, Cornhill and the top of Lombard Street).

26. As shown in table 2, total crossing movement numbers have decreased by approximately 24% over the am and pm peak 6 hours (7am to 10am and 4pm to 7pm) when compared with 2018. The 2018 counts were undertaken in June, so again there is a need to consider an element of seasonality when comparing to the 2022 figures, although there is generally less seasonal variation for walking than for cycling.

Table 2 – number pedestrian movement counted crossing at designated crossings between 7am and 10am and 4pm and 7pm on a weekday.

Year	"Designated crossing" movements
2015	43,541
2018	68,846
2022	52,075

27. There is also informal crossing taking place further away from the junction and the designated crossings. Informal crossing is much easier with less traffic, and the number of movements counted at the dedicated signalised crossing sites may be reduced as a result of increased informal crossing.

28. The guardrail on Mansion House Street and Princes Street was removed in 2019/20 as part of the temporary pavement widening that was undertaken following Bank on Safety being made permanent. This allowed the opportunity for more informal crossing to take place.

29. Looking at some of the informal crossing movements further away from the designated crossings (on Mansion House Street, Princes Street and Lombard Street) in the same time period, a further 12,526 movements were undertaken in 2022. It is unlikely that all of these 12,526 informal crossings would have been formal crossings in 2018, but if these movements had all previously occurred within the designated crossing areas, this would only be an approximate 6% reduction from the 2018 count.

30. It is reasonable to assume that the reduction in the number of pedestrian movements at the main junction is largely due to the impact of changes in working patterns since the pandemic and associated reduction in footfall.

Bus patronage

31. We do not currently have updated information on bus patronage numbers specifically through Bank.

Casualty data

32. Confirmed collision data is available to the end of 2021 and is shown in Graph 1 below for the Bank junction area (further details are provided in Appendix 1). 2021 saw a small increase in the number of casualties that occurred between Monday to Friday 7am to 7pm. Overall 13 casualties were recorded, two of which were serious.

33. Total casualties across all times and days are still overall lower than previous years (2020 was an atypical year for travel). Graph 1 also shows that the gap between the casualties that occur during the restricted times and outside of these times has reduced.

Graph 1 – casualties at bank 2014-2021

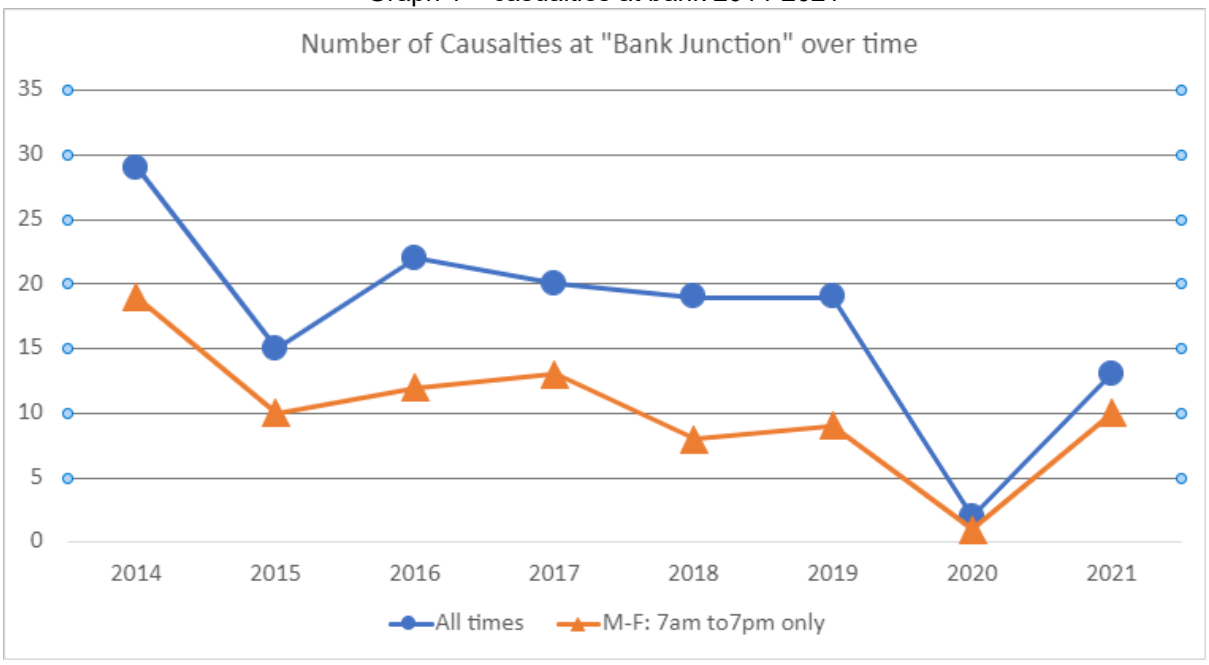

Table 3: casualties in 2021 broken down by mode of travel and time of day.

Casualty by mode of travel	Monday to Friday 7am to 7pm restriction only	At all other times (excluding the restricted times)	Total
Pedal cycle	6	2	**8**
Walking	2	0	**2**
Powered two-wheeler	0	1	**1**
Bus Passenger	1	0	**1**
'Other' motor vehicle driver	1	0	**1**
Total	**10**	**3**	**13**

34. In terms of the mode of travel of the person injured, as Table 3 shows, eight recorded casualties were people cycling. Two of these resulted in serious injuries, and one of the serious collisions occurred during 7am – 7pm. Of those eight casualties, five of them were involved in a collision with a motorised vehicle at Bank. The vehicles were recorded as two cars, two taxi/private hire vehicles and one 'other'.

35. The two people walking who were injured were reported as being involved in a collision with a person cycling.

Air quality

36. There has been ongoing diffusion tube monitoring at Bank since 2015. Over that time, we have reduced the number of diffusion tubes monitored where the locations are very similar, and the measurements are not discernibly different. The number of sites that can be constantly compared has therefore reduced. However, the data is still showing good progress of air quality improvements at/around the junction in comparison to pre-pandemic levels.

37. The monitoring shows that there have still been instances of records of NO_2 exceeding the EU annual Average Limit of 40 µg m-3 on an individual month but taken on average across the year at all sites at Bank junction, the level is now below this limit for the first time since monitoring began. 2022 data still requires full ratification.

38. In the wider monitored area away from Bank itself, it should be noted that all but one of the monitoring sites associated with this scheme, in the 2021 verified data averaged less than 40 µg m-3, except one site near 81 London Wall. The Bank diffusion tube data is published in the annual Air Quality Monitoring report, available in the background documents for information.

Taxi volumes

39. It is acknowledged that that there has been a drop in the number of taxis circulating in the City post pandemic, particularly in the evenings. One of the

reasons put forward by the taxi trade is that it is too difficult to move through the City with the various closures and timed closures and so taxis are avoiding the City and seeking fares in other areas of London that are easier to navigate.

40. Whether the reopening of Bank to taxis to some degree during the day would be enough to change the number of available taxis is unknown. Many of the restrictions, including Bank and Bishopsgate, finish at 7pm and it is after this time that there is the most significant reduction in the number of taxis circulating in the City when compared with pre-pandemic levels.

41. It is not clear as to the extent the daytime vs the evening routing through Bank and changing the daytime restrictions will address concerns about the availability of taxis in the evening. But allowing taxis during the day to pass through is likely to alleviate some of the concerns about the ability to easily hail a taxi in the vicinity of Bank junction, particularly for people who may rely on taxis.

42. More generally, across London there has been a large decrease in the number of taxis that are licensed and the number of licensed drivers over the last 10 years as shown in Table 4 (Graph available in Appendix 4).

Table 4: number of licensed London taxi drivers and the number of licensed vehicles between 2013/14 and the latest data in 2023.

	Licensed taxi drivers	Licensed vehicles
Week ending Sunday 16 April 2023	18,238	15,087
2021/22	19,486	14,695
2020/21	20,786	13,461
2019/20	22,337	18,501
2018/19	23,159	20,136
2017/18	23,826	21,026
2016/17	24,487	21,300
2015/16	24,870	21,759
2014/15	25,232	22,500
2013/14	25,538	22,810

Scenarios and feasibility modelling

43. The above information gives some context based on regularly monitored data linked to project objectives. To date, the review has focused on trying to ascertain what changes to the traffic restrictions might be feasible if it were determined that a change should be recommended to alter the mix of traffic.

44. The timing of the restrictions is also under review. However, these are likely to be influenced by any change in the mix of traffic. Therefore, this report and work to date has focused on the mix of traffic. Part of the consideration when reviewing the timing restrictions will be to consider the consistency of timings across

schemes. Introducing new timings not used elsewhere in the City could lead to increased levels of confusion, particularly for people driving.

45. The following section summarises the technical work undertaken to assess possible journey time implications of introducing different modes of traffic during the current restricted hours of Monday to Friday, 7am to 7pm.

46. The traffic modelling work assesses the am and pm peak hours on the principle that if the forecast 'works' for these periods, then it should be able to work in lower levels of traffic (purely from a journey time perspective).

47. The traffic modelling undertaken to date is at a feasibility level. It has not been through any rigorous scrutiny or auditing by TfL. The type of modelling we are currently undertaking broadly assesses the different scenarios available to help inform which of these could be pursued further, or not.

48. The traffic model has been updated to reflect the 2022 traffic flows collected in November. However, when pursuing a proposed scheme for approval further detailed traffic modelling will be required. This will include schemes elsewhere in the City and in the surrounding area that are likely to be/or have been approved to be operational. These schemes may alter traffic patterns from further away making routes through the City and or Bank more or less attractive.

49. Our feasibility model currently assumes that Bishopsgate and London Bridge experimental schemes remain in place, and that all the Pedestrian Priority Programme schemes remain in place as experimented.

50. The current feasibility model does not include schemes we are also promoting such as the St Paul's Gyratory removal project (also on this Streets & Walkways agenda), or the Beech Street zero emissions scheme (due at the next Streets & Walkways Sub Committee)

51. Therefore, the information below is only an indication of likely traffic journey times when considering the scenarios in today's operational environment. The cumulative effect of future schemes currently in design together with a change of mix of traffic at Bank has not yet been modelled.

<u>The scenarios tested using the traffic model.</u>

52. The scenarios assessed in this feasibility traffic modelling work are as follows.
    a. Taxis with buses and cycles
        i. (With taxis given the same access as buses within the junction)
    b. Powered two wheelers with buses and cycles.
        i. (with powered two wheelers given the same access as buses within the junction)
    c. Taxis and powered two wheelers with buses and cycles.
        i. (with taxis and powered two wheelers given the same access as buses)
    d. Taxis with buses and cycles
        i. (With taxis given the same access as buses but not given access to northbound Princes Street)

e. Taxis with buses and cycles
    i. (Taxis have access to Cornhill and Poultry in an east/west direction only and assumed the bus gate on Cheapside remains in situ without access to taxis)
f. Taxis with buses and cycles
    i. (Taxis have access to Cornhill and Poultry in an east/west direction only and assumed the bus gate on Cheapside remains in situ WITH access to taxis)

For clarification taxi means licensed black cab, not private hire vehicles, which were included within the 'General Traffic' category no longer being investigated.

53. Powered two wheelers have not been individually tested for scenarios E and F. The difference in journey times with or without them alongside taxis was marginal and so it was felt that at this stage it could be assumed that scenarios E and F could include powered two wheelers at Bank. So, whilst the following focuses on the inclusion of taxis to the junction, this can also be read as taxis and powered two wheelers (although without powered two-wheeler access through the bus gate on Cheapside).

Mitigation

54. The above six scenarios have been looked at with the following for both the am and pm peaks:
    - no mitigation at Bank
    - the rebalancing of the signal timings at Bank across the approach arms.

55. In the am peak scenarios A and C also had the following mitigation added:
    - an increase to the overall signal cycle time from the current 96 second cycle to 104 seconds.

56. These two mitigation techniques have been introduced to try and improve the bus journey times forecast for the first round of modelling. Adding mitigation allows us to test whether these routes through Bank could be operationally feasible from a journey time perspective.

57. In the am peak the first round of mitigation was not always enough to minimise the impact to bus journey times (a key consideration for future approvals). Therefore, the second round of mitigation to allow 'more time' for vehicular traffic was applied to scenario A and C.

58. The traffic signal cycle time is how long it takes for the sequence of lights to complete one full round. The maximum signal cycle time that is usually applied is 120 seconds, as this is deemed the longest safest cycle time before the risk of people proceeding on the red light increases as they think the traffic lights may be broken. The implications of extending the signal cycle time means that general wait times for vehicles and for pedestrians increases but vehicular traffic is given more green time in each cycle.

59. Depending upon the signal cycle time, this can encourage people to 'jump' red lights and will further encourage people to cross outside of the dedicated crossing

time. This is a pertinent consideration at Bank where concerns about behaviour of people cycling and walking has been raised as a contributing factor to conflict.

60. The analysis below largely looks at the am peak hour as this is the more challenging time. The pm results are broadly similar or slightly better than the am journey time outputs but are mentioned where there is a noteworthy difference.

61. The following information for each of the six scenarios looks at this purely from a traffic journey time perspective for buses and general traffic and does not consider the other implications of changing the traffic mix, such as on safety, accessibility or the experience of walking and spending time in the area.

62. In Appendix 3 there are some overview tables to help compare the different scenarios based on the impacts of the mitigation, with the detail of some of the delays summarised in the following section.

Scenarios A and C

63. Retaining the 96 second cycle time and rebalancing the green time (for vehicles) between the various arms had a positive impact on the worst forecast journey time delays.

64. In the am peak with no mitigation, three bus routes had previously forecast delays of between 5-7 minutes in scenario A and 7-10 minutes in scenario C. All of these delays occurred on southbound routes through the junction.

65. With the first round of mitigation, some issues remained with bus routes travelling on the north/ south routes through the junction in scenario A. With forecast delays for three routes of between 1-3 minutes, in both directions. Whilst this is an improvement of sorts, this level of delay may still be considered an issue for future approvals which are required from TfL. Under Scenario C some delays of 3-5 minutes and 2-3 minutes are still forecast.

66. By extending the signal cycle time to 104 seconds, only one route retains a delay of over 1 minute (in one direction) in Scenario A and three routes in Scenario C. However, extending the time of the signal cycle means that the there are fewer opportunities for vehicles or people walking to cross, with four complete signal cycles removed per hour.

67. In the pm peak, with no mitigation the journey times delays were more substantial for the same three bus routes, with forecast delays of between 7-15 minutes southbound and 3-5 minutes northbound in both scenarios. With the first round of mitigation (rebalancing the green time), this worked well, forecasting most bus journey times into between -1 to +1 minutes. One route retained a delay of 1-2 minutes in scenario A and two routes in Scenario C

68. Looking at the impact on general traffic in the surrounding area on the key corridors (Cannon Street, London Wall, New Change/Newgate Street, Fenchurch Street and Bevis marks – shown in Appendix 3), neither mitigation measure makes a significant difference to the small journey time benefits previously

forecast. This is generally due to less traffic on these routes as some vehicles have rerouted through Bank.

69. From a general traffic perspective, the pm peak for scenarios A and C are forecast to perform the best with the signal cycle time at Bank redistributed. In the AM peak undertaking the second mitigation to extend the signal time made little difference to the forecast journey time impacts for general traffic in the wider area.

Scenario B

70. This scenario purely looks at allowing powered two wheelers through the junction. The mitigation does not make a significant difference to the forecast results for bus journey times, with forecast delays not exceeding 0-1 minute, and 8 routes forecast to marginally improve (0-1 min) in both directions in the am peak with mitigation. This is compared to six routes without mitigation.

71. In terms of general traffic journey times, scenario B has forecast small delays across the am and pm peaks for several corridors with and without mitigation.

Scenario D

72. This scenario was introduced to see if allowing Princes Street to remain as designed, as bus and cycle only northbound, would mitigate the impacts of Scenario A and C by reducing the demand on Princes Street.

73. Whilst in the am peak, the bus journey times were improved for the routes travelling southbound, however delays of between 5-10 minutes were forecast on several of the east/west routes. Applying the first round of mitigation reduces these impacts but there are still four routes forecast with 1–2-minute delays that travel east and westbound.

74. The pm peak generally worked better with no mitigation than the am peak. But delays of 3-5 minutes were still forecast on bus services travelling northbound along Princes Street. With mitigation, these delays were improved into something more reasonable with all routes showing journey time impacts of between -1 to +1 minute.

75. The impacts on general traffic of this scenario were very similar to that of scenario A in the am peak. But small delays on two routes forecast in the pm peak with and without mitigation.

Scenario E and F

76. Broadly speaking these scenarios work very similarly to each other. With no mitigation, in the am peak these scenarios perform better than any of the others tested. There is one bus service which has a forecast delay of between 1-2 minutes, with the rest of the services having a small increase or decrease in journey time forecast.

77. With mitigation, Scenario E (Cheapside bus gate with no taxi access) performs marginally better with all services forecast to improve or be delayed by between -1 to +1 minutes. Scenario F (Cheapside bus gate allows taxi access) still retains the forecast 1-2 minutes delay for one bus service, and the mitigations are marginally less effective than in scenario E in the am peak.

78. With regard to general traffic journey times, there is a marginal improvement when mitigation is applied in the am peak. Scenario F is forecast to work similarly to that of scenario A (taxis on all available arms of Bank).

79. However, in the evening peak there are some small delays forecast both with and without mitigation, across several of the corridors in both scenario E and F.

Summary of scenarios appraisal

80. Each of the various scenarios modelled has its benefits and disbenefits from a journey time perspective. However, Scenario A and C mitigation purely through rebalancing the signal cycle time may not be enough to mitigate the forecast journey delays to bus services.

81. The situation is improved with extending the signal cycle time, but the impacts of this are that people walking and cycling are made to wait longer and have fewer opportunities to cross on the green phase. This will increase the chance of people not waiting. With the addition of increased vehicle movement through the junction this is likely to result in an increased risk of a collision.

82. The City's Transport Strategy seeks to reduce signal cycle times to make it easier for people walking to safely cross the street. Increasing the signal cycle time at Bank to mitigate the impacts of additional motor traffic goes against this principle at a location that has very high flow of people walking. The City's Transport Strategy also prioritises the needs of people walking, as the main way that people travel around the City, and seeks to make streets are accessible to all. The Transport Strategy also defines essential traffic as (in addition to walking) cycling, buses, freight and servicing with a destination in the City and private and shared vehicles being used by people with particular access needs.

83. Reintroducing either taxis and/or powered two wheelers to all available arms of the junction as in scenarios A, B and C would reintroduce more turning movements. Going back to the principles of why Bank on Safety was introduced, it reduced the number of movements in the junction and by extension reduced the risk of conflict. Turning movements at Bank had been a contributing factor to collisions and the high level of conflict prior to Bank on Safety. The All Change at Bank scheme reduces the number of options available for turning movements of motor vehicles to reduce the risk of conflict caused by this manoeuvre. But there is still an increased risk of collision by increasing the volume of motor vehicles through the junction during the restricted times.

84. This risk is better balanced by scenarios E or F where only straight-ahead movements are permitted in an east west direction. These scenarios both limit the opportunity for a turning movement and are likely to reduce the volume of

motor vehicles using Bank in comparison to scenarios A, B and C, as there is no north/south route available.

85. Scenario E and F are still likely to increase the risk of collision by increased volume of movements through the junction, in comparison to them not being there at all. However, if either scenario were progressed further, from a safety perspective, these routings are likely to have a lesser impact.

Demand forecasting difficulties

86. The work undertaken to date on the feasibility traffic model is based on several assumptions. One of these is regarding the number of taxis or powered two wheelers which may divert through Bank.

87. The current assumption is based on the volume of 2022 traffic flows, which were counted with the Bank restrictions in place. The traffic model must link presumed origin and destination locations into and out of the model and work out whether Bank offers the more attractive route to those taxis/powered two wheelers.

88. This poses a problem at this feasibility stage, as the traffic model is essentially introducing a new movement for only those vehicles that are already within the modelled area. There is currently no understanding of the extent to which introducing this movement through Bank will attract additional vehicles to travel through the junction or within the surrounding area. This includes general traffic that may seek to take advantage of any spare capacity on the surrounding streets created by allowing taxis or powered two wheelers through Bank.

89. Bank on Safety was introduced six years ago and the last available data on taxis and powered two wheelers moving through Bank is from 2014/15. A lot has changed across the network since then, both locally and further away. For instance, the cycle superhighways were introduced, Aldgate gyratory removed, Old Street Roundabout changed. These schemes are likely to have impacted routing options for taxis and powered two wheelers outside of the traffic model area since the 2014/15 counts were undertaken. This would change the origin and destination points into and out of our feasibility model area and therefore the extent to which Bank is the most attractive route if open to them.

90. The traffic modelling is having to make predictions despite this gap in understanding. The above forecast journey times must therefore be caveated. They are the best assumptions that we currently have available but are subject to change. An increase in the number of vehicles entering the area covered by the feasibility traffic model and/or increases in the number of vehicles moving through Bank will change the journey time forecasts. This may push the forecasts, which may look reasonable at this stage with a form of mitigation, to being unreasonable again.

91. Unlike the traffic model in 2020/21 for All Change at Bank, which was based on 2019 volumes of traffic, and which was likely to be the worst-case scenario in terms of volumes of traffic, it is more likely that in this instance there would be an

increase in the volume of vehicles within the model area if the restrictions are less stringent. This is harder to understand or predict.

92. It is possible to undertake sensitivity tests to try and provide a level of confidence in developing a scenario in further detail and for public consultation. But at this stage it is not clear what range should be tested, whether it should be, 2%, 5%, 20%, etc, As we don't understand what the level of latent demand is. We can test volume increases to see at what point the model forecasts impacts to be too detrimental, but we won't have confidence whether the latent demand is above or below this 'breaking' point. Further discussion with TfL and an agreement on a way froward will be required.

93. The current level of uncertainty means the model outputs are not robust enough to accurately predict impacts. The unknown latent demand does not necessarily need to be a large influx of additional vehicles before the journey time impacts forecast above are detrimentally impacted TfL will also require robust forecasts when the time comes to validate and audit the model outcomes in advance of any approvals.

Summary of equalities impacts of reintroducing different modes.

94. As it is the All Change at Bank scheme that would be changed, it is worth highlighting the conclusion of the equalities analysis for this project. The 2021 equalities analysis concluded that (PCG- Protected Characteristic Groups):

"*Overall, the number of people who will benefit from the changes is likely to greatly outweigh those under certain PCGs who may be negatively impacted. The improvements to pedestrian safety are expected to benefit all of the PCGs – as all are most likely to make trips as pedestrians in the subject area*."

95. "*The primary cause of negative impact upon PCGs is due to the alteration of bus routes, and inaccessibility to be picked-up or dropped-off by motor vehicles on Threadneedle Street or Queen Victoria Street in the same locations as was previously possible. While taxis will not be able to drop off or collect passengers from Threadneedle, it should be noted the entrances into the units of the Royal Exchange on this section are currently not accessible for all users. Stakeholder feedback from the Bank of England didn't highlight an issue with the additional distances to travel to the drop off/ pick up locations for taxis*."

96. "*Due to the limited space available at Bank junction, designing a scheme that perfectly satisfies the specific needs of every stakeholder would be an unachievable aim. As such, the All Change at Bank scheme has been designed in a way which finely balances the needs of all, while taking into account the specific needs of each PCG. It is recommended that ongoing collaboration with stakeholders takes place to ensure that the scheme can be implemented in way in which maximises benefits and minimises negative impacts on PCGs*".

97. A copy of the interim equalities analysis for this review is available in Appendix 2. The analysis looks at the benefits and disbenefits of allowing different vehicle types through the junction. Broadly speaking the highlighted impacts will be the same but the level of disbenefit or benefit is likely to change depending upon the routing option across the junction. The analysis doesn't therefore assess each of the six options presented in this report individually– but the broad implications are set out for this early stage of feasibility.

98. Overall, the introduction of taxis/powered two wheelers may:

- Make it more difficult for people to cross informally.
- Lead to a reduction in real or perceived road safety.
- Have a likely moderate negative impact on bus journey times and therefore their passengers, (based on the feasibility modelling outputs).
- Taxis would see an improved ability to pick up and drop off in the vicinity of Bank and to ply for hire more easily. Taxi passengers who may rely on taxis as an essential mobility aid would benefit from more direct journeys and possibly shorter journey times.
- Reduce waiting times for those who rely on taxis as a mobility aid due to more taxis circulating in the area.

99. The impacts of introducing powered two wheelers and taxis are summarised as "greater access for vehicles will see greater negative impact upon road safety and air quality, impacting younger and older people, disabled people and pregnant women". It also notes that the introduction of just powered two wheelers was "likely to have a limited impact on equalities". There was no suggestion that this option would provide a positive impact.

100. The analysis concludes that the addition of taxis is likely to have the least negative impact on equalities.

"The biggest positive impact is due to the access provided to taxis to pass through the junction. This would benefit those who may rely on taxi access, such as older people, those with mobility impairments and pregnant women.

By only extending access to taxis, this would also limit the impact on public transport and cyclists. However, the inclusion of taxi access will still have direct impacts on public transport, active transport, and road safety, though to a lesser extent than some other scenarios with greater increases in vehicle access "

101. At this stage the balance of equalities benefits and disbenefits of allowing taxis is not clear.

102. The interim equalities analysis recommends undertaking a taxi availability survey to collect data on the circulation of taxis in the area and their availability. This would help a subsequent equalities analysis if an option to include taxis within the restricted times was progressed.

103. A question had also been raised regarding social equality impact assessment for this project. This was discussed with the consultant. It was felt that due to the small geographical location of the project and the fact that detailed data required to inform the assessment is not readily available and of sufficient granularity that this was not something that could be achieved at this stage. A large data collection exercise would need to be undertaken to understand the social demographics of the people that travel through and near the junction in order to be able to adequately assess the social equality impacts. For example, understanding the social demographic of bus passengers on the routes that pass through and near Bank for instance.

104. It is not recommended to progress with this at this stage of feasibility as it would be relatively resource intensive and there is not the capacity within the project team or the funding to progress this. However, if a proposal is to move forward, this is an area of work that can be revisited and costed up.

Proposals

105. As can be seen above, there are many aspects that need to be considered as part of this review in order to make an informed decision as to whether to progress with a change to the permanent traffic orders at Bank. The statutory regime puts the consideration of any traffic implications (which would result from a change to any traffic orders) at the forefront of decision making when discharging the City Corporation's duty set out in Section 122 of the Road Traffic Regulation Act 1984.

106. In terms of safety, air quality improvements, and benefits for people walking, cycling and using public transport there are no clear drivers at this stage for a change over and above the scheme that is currently being constructed. There is also limited evidence at this stage that strongly indicates that a change to the mix of traffic would be significantly detrimental to journey times, but this needs to be strongly caveated against the uncertainty around the number of vehicles that would use the junction if the restrictions were changed and the impacts of this.

107. The most likely potential driver for change is whether changing the mix of traffic addresses the equality concern around accessibility for people who rely on taxis. However, this will need to be balanced against potential disbenefits for protected characteristic groups of any changes. As noted above, further data collection, together with stakeholder engagement, is needed before a conclusion could be drawn.

108. Any proposed change to the traffic restrictions would also need to consider the City Corporation’s duty to exercise its functions having regard to securing the expeditious, convenient, and safe movement of vehicular and other traffic (including pedestrians). Further details regarding this duty are set out in the legal section paragraph 135.

109. Further work which would provide more confidence in the underlying demand in the feasibility model if a route, or routes, through Bank were opened to another

mode or modes, would ensure that the City Corporation has complied with this duty.

110. Increasing traffic through the junction goes against the principle of the original Bank on Safety Scheme, that a reduction in the number of movements in the junction would reduce conflict and therefore collisions. However, the physical changes that are currently being constructed will help limit conflict by reducing the number of turning movements to motor vehicles, widening pavements and narrowing the carriageway and widening crossings. The extent to which the physical changes being constructed will balance out any increased risk will be easier to assess once construction has completed and people walking, cycling and driving have had the opportunity to get used to the new layout.

111. At this stage of the review, we had originally intended to set out the options that could be taken forward to public consultation. However, it is not advised to go out to public consultation on such a sensitive issue given the work to date has identified the uncertainties outlined above. Doing so would mean consulting when there is limited confidence that the proposal would be able to gain the necessary approvals and a lack of clarity on the benefits and disbenefits, and therefore rational for any proposed change.

112. Three options for progressing the review and actioning its outcome have been identified.

a. Continue with a view to consulting on making a permanent change to the type of vehicle included in the restrictions, on a yet to be determined routing as set out in the original methodology for the review.
b. Change the methodology to work towards using an experimental traffic order to introduce a future recommended change and monitor how that works before a final decision is taken to make it permanent.
c. Pause further work on the traffic modelling exercise. Focus on identifying and evidencing the need for change and how this can be best addressed, and on doing further work to understand the potential latent demand. Subject to the outcome, this would then form the basis of resumed modelling in due course, in advance of public consultation and the taking of a final decision whether to make a permanent or experimental change.

113. Option A, to carry on as planned to work towards actioning the review outcome by permanently changing the traffic orders has a high risk attached to it. Without confidence in the traffic modelling outputs due to the lack of understanding of the latent demand if the route were open, there is a high risk of not being able to progress through the traffic model audit process with TfL. Without TfL's approval of the traffic model, there would be no traffic management approval (TMAN), and without that we would not be able to progress making the relevant traffic order.

114. Even if approval were secured there remains a risk that any permanent change would be based on potentially inaccurate modelling, resulting in unanticipated traffic impacts.

115. Option B, to change the methodology and work towards developing an experiment to test the outcome of the review is still relatively high risk. It however offers the opportunity to monitor the change in action against agreed outcomes, such as taxi availability, and identify any potential impacts before making a permanent change. In the event of any significant unanticipated negative impacts on journey times, etc the experiment could be stopped.

116. This option is likely to still require some extensive model auditing from TfL before they would consider a TMAN application and is not to be seen as a quick fix. It is likely that TfL will view a proposal to change Bank as a brand-new scheme rather than a modification which may have provided for a simpler approach. Discussions with TfL officers continues.

117. Option C, pausing the traffic modelling work and focussing on identifying the need for change would allow the development of a more robust case for change, or not. It would also provide the opportunity in the meantime to determine how to deal with the latent demand issue with TfL, and to monitor traffic and the use of Bank junction and the surrounding area following the completion of the All Change at Bank scheme.

118. Having a stronger well evidenced argument for change which is then backed up by the traffic modelling makes for a better scheme proposal which could be delivered by either a permanent or experimental route depending on what was most appropriate. Such an approach would be in line with our usual approach to developing proposals for change.

119. Pausing the modelling enables us to have clarity on the TfL schemes on Bishopsgate/London Bridge. If these were to be made permanent what, if any, further mitigation might be offered and how this interlinks with the opportunity for improvements at Monument junction could then be considered.

120. None of the options provide a fast route to implementing a change at Bank, if that is deemed appropriate and necessary.

121. As the feasibility modelling to date has highlighted, identifying traffic impacts at Bank and in the surrounding area is not straightforward, with high degrees of uncertainty and associated risk. There are also currently no clear transport grounds for making a change to the current arrangements. The technical approval route is likely to be more stringent than had been anticipated, leading to a much longer time frame than originally expected. Undertaking the full model audit process is likely to take in the region of 12 or more months, assuming that TfL have the capacity to undertake the work.

122. From the work to date we now know that this will be a more resource intensive exercise than previously anticipated when the review was costed at Gateway 5 for All Change at Bank in December 2021. The project is unlikely to have the required funds to see a change all the way through the process, even if we utilised funds intended for the public realm enhancements of the scheme currently in construction.

123. The current All Change at Bank costed risk, if not utilised during the main construction, is intended to pay for the public realm enhancements. These were prioritised and agreed by Committee and include additional seating and greening to soften the area, as well as improved accessibility outside the Royal Exchange to the raised seating area. The main funding is focused on the functional change.

124. If the review outcome is required to follow a full audit process and quite possibly face strong opposition from some stakeholders, it is likely to require more than the costed risk budget that is currently available. The potential for a legal challenge would also need to be provided for in any budget. This money can also not be released until the associated risk of construction has ceased.

125. In addition to all of the issues raised above, consideration to the other schemes that the City is promoting and developing such as the St Paul's Gyratory removal, Beech Street, the schemes in design for King William Street, Leadenhall Street and TfL's development of change for Monument junction are all inextricably linked with how Bank operates. There are therefore risks that should be noted relating to this.

126. For example, modelling for St Paul's has so far assumed that Bank remains buses and cycles only. If this is likely to change and is known about in advance of the TMAN approval for the St Paul's scheme, we will need to evidence how the two schemes work together, but with the lack of understanding of the latent demand for Bank as explained, and not knowing whether the Cheapside bus gate will or will not have taxi access until after the experiment for that has concluded (if approved), this may prove difficult to demonstrate for St Paul's. It could also prove difficult for Bank to then follow through the process after other decisions have been taken.

127. All of the above information needs to be taken into consideration in how to appropriately move forward.

Corporate & Strategic Implications

Strategic implications

128. The extent to which any potential changes contribute to the delivery of the Transport Strategy and Destination City will be considered as the review progresses.

Financial implications

129. As touched on above, the project has not got enough money to deliver the scheme it is committed to in addition to covering the cost of a full new scheme model audit process, consultation and delivery of, either a permanent measure or as an experimental measure. Following a decision on how to move forward, and agreements with TfL as to how to do this, we will need to bid for further funding to progress.

130. An indicative estimate based on the cost of progressing the All Change at Bank scheme to proceed with the review and work towards a permanent change to the traffic order, or to work towards an experimental traffic order of any agreed scheme, is likely to be in the region of a further £430K – £500K. If it is decided to use an experimental order, this cost is only to proceed to approval stage, not to then implement, monitor and consult on the experimental scheme.

131. The traffic modelling exercise is expensive and lengthy because it covers a large area. Other aspects of the estimate include some officer time, further data collection, consultancy support, stakeholder engagement, a public consultation exercise and further reviews of the equalities assessment as things develop.

132. To pause the technical work as recommended, may not bring down the additional cost estimate of £430K-500K. It may be less expensive in some respects, but this will depend on the future agreement of how to reduce the level of uncertainty regarding the latent demand and what this involves. For example, it could be requested that the traffic modelling area is extended which would involve more traffic counts, and an even bigger area to audit which could be more costly than the estimate.

133. Under option C we are likely to still follow the same auditing process as option A and B. However, it would increase the level of confidence that any change recommended by the review could actually be implemented by being properly evidenced. This also has the benefit of reducing the risk of legal challenge and/or the risk of a legal challenge being successful.

Resource implications

134. Depending upon the chosen way forward, this has the possibility of requiring more internal resource than is currently available. Consideration as to how this is managed will be required following the decision on how to proceed.

Legal implications

135. In exercising the City Corporation's functions as traffic authority and taking a decision on the review, the City are required to comply with the duty in Section 122 of the Road Traffic Regulation Act which requires the traffic authority, in exercising its traffic authority functions, to secure the expeditious, convenient, and safe movement of vehicular and other traffic (including pedestrians), so far as practicable having regard to:

(a) the desirability of securing and maintaining reasonable access to premises.

(b) the effect of amenities of any locality.

(bb) national air quality strategy.

(c) public service vehicles.

(d) any other relevant matters.

136. Under Section 149 of the Equality Act 2010 the public sector equality duty requires public authorities to have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation
- Advance equality of opportunity and
- Foster good relations between those who share a protected characteristic (i.e., race, sex, disability, age, sexual orientation, religion or belief, pregnancy or maternity, marriage or civil partnership and gender reassignment) and those who do not.

137. As part of the duty to have "due regard" where there is disproportionate impact on a group who share a protected characteristic, the City Corporation should consider what steps might be taken to mitigate the impact, on the basis that it is a proportionate means which has been adopted towards achieving a legitimate aim.

Risk implications

138. There are several key risks associated with this review including reputational risk and as is always the case with a decision which could attract opposition, the potential for a legal challenge. Each of the options put forward for how to move forward have a number of risks associated with them.

139. Continuing with option A and progressing a route towards a permanent traffic order is considered high risk. The lack of understanding of latent demand means there is a high risk that the traffic model exercise would not get TfL approval, or if it did, and we were granted TMAN to proceed, that the subsequent increase in volume of vehicles creates unanticipated journey time delays and queuing at Bank and in the surrounding area. This would also increase the risk of a collision, and not just at Bank junction.

140. Following option B and moving towards an experiment carries the same risk as above regarding approvals. However, if a TMAN for an experiment was granted and the volume of additional vehicles in the area was too great, there would still be an option to conclude that the experiment was unsuccessful and revert back to the buses and cycles only operation. This maybe challenging but it would be a legitimate way to test the impacts before making a permanent change. The experimental traffic order process is provided for situations where there is uncertainty, to test, monitor and get feedback in real world conditions.

141. Pausing the technical modelling and proceeding with Option C reduces the associated risk of spending money trying to promote a scheme that has a high risk of not being approved by TfL if we cannot resolve the latent demand issue. It also reduces the risk of promoting a scheme that may disproportionately impact people with protected characteristics that do not use taxis. Spending some additional time to engage and research these issues thoroughly will minimise the risk to the rest of the programme.

142. It also reduces the risk around the uncertainty of other schemes in the local area and the intention for their progression. However, this also introduces a risk

that in the meantime another scheme is given TMAN which then limits the ability to accommodate increasing the volume of traffic through Bank at a later date.

Programme risks

143. At this point in time there is no option on the way forward that will see a change to the restrictions at Bank in 2024. There is currently not enough evidence for the need for change or the ability to confidently progress the technical modelling to robustly assess journey time impacts. The time estimates below are very much indicative and require more substantive programming.

144. For Option A, if successful in gaining TMAN approval and completing the statutory traffic orders process (with no significant objections or legal challenge), then an indicative timeline for implementing a change is spring 2025.

145. For Option B, again if successful in gaining TMAN approval, it might be possible to start an experiment in early 2025 which could then run for up to 18 months.

146. Option C, again if successful in gaining TMAN and depending on whether it is promoted as an experiment or a permanent change, then this is likely to be a summer 2025 implementation date.

147. Note that the timeframes above are similar to the original timeframe for the review that was agreed in 2021 before the Court of Common Council motion to begin an immediate review. They are 8 – 12 months longer than originally anticipated when the review was initiated, when implementation was expected in summer 2024. It is recognised that these extended timeframes carry a degree of both political and reputational risk.

Equalities implications

148. As discussed above paragraphs: 94- 104 and the interim equalities analysis is provided in appendix 2. Further equalities analysis will be undertaken as the review progresses.

Climate implications

149. The extent to which any potential changes contribute to the delivery of the Climate Action Strategy will be considered as the review progresses.

Security implications – N/A

Conclusion

150. To date, analysis of the use of the junction by people walking and cycling, casualty data, air quality monitoring and interim equalities analysis has not identified a clear need for change to the restrictions at Bank on transport grounds.

151. The most likely potential driver for change is whether changing the mix of traffic addresses the equality concern around accessibility for people who rely on taxis.

152. However, it is not yet clear whether the potential benefits outweigh the potential disbenefits for people walking, cycling or using public transport in the area. This is an issue that needs to be more fully explored to understand the balance of benefits and disbenefits, and, if a change to the traffic mix is the best way to address them, what intervention will have the greatest chance of successfully being delivered. This would enable the City Corporation to discharge the equalities duty.

153. The traffic modelling work to date has shown that there may be options that could be explored in more detail to relax the restrictions, but also highlighted the significant difficulty in being able to predict how attractive the route through Bank may be, and whether the journey time impacts indicated at this feasibility stage would be significantly impacted as a result of additional traffic.

154. Three options for progressing the review and actioning its outcome have been identified.

a. Continue with a view to consulting on making a permanent change to the type of vehicle included in the restrictions, on a yet to be determined routing as set out in the original methodology for the review.
b. Change the methodology to work towards using an experimental traffic order to introduce a future recommended change and monitor how that works before a final decision is taken to make it permanent.
c. Pause further work on the traffic modelling exercise. Focus on identifying and evidencing the need for change and how this can be best addressed, and on doing further work to understand the potential latent demand. Subject to the outcome, this would then form the basis of resumed modelling in due course, in advance of public consultation and the taking of a final decision whether to make a permanent or experimental change.

155. Officers recommend Option C.

156. Regardless of the option ultimately selected, a capital bid to fund this piece of work will need to be submitted so that the funding that remains within the All Change at Bank project is retained for the delivery of the current project and the public realm enhancements as originally planned.

Appendices

- Appendix 1 – Casualty area and data
- Appendix 2 – Interim equalities analysis
- Appendix 3 – Summary of feasibility traffic modelling results (journey times)
- Appendix 4 – Graph of number of licensed taxi drivers and vehicles over time
- Appendix 5- Supplementary appendix for P&T
- Appendix 6 – Draft Minute from the Streets and Walkways Sub-Committee meeting held on 23 May 2023

Background Papers

May/June 2022 – in principle methodology for undertaking the review

February/March 2023 – update report on the review

Air Quality 2021 **-** City of London Corporation Air Quality Annual Status Report for 2021

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