Committees: Streets and Walkways Sub-Committee *[for decision]* Projects and Procurement Sub Committee *[for information]*	**Dates:** 19 November 2024 09 December 2024
Subject: Bank Junction Improvements: Experimental traffic order to reintroduce taxis **Unique Project Identifier:** *11401*	**Gateway 3/4: Options Appraisal (Regular)**
Report of: Executive Director Environment **Report Author:** Gillian Howard, Policy and Projects, City Operations	**For Decision**
PUBLIC	

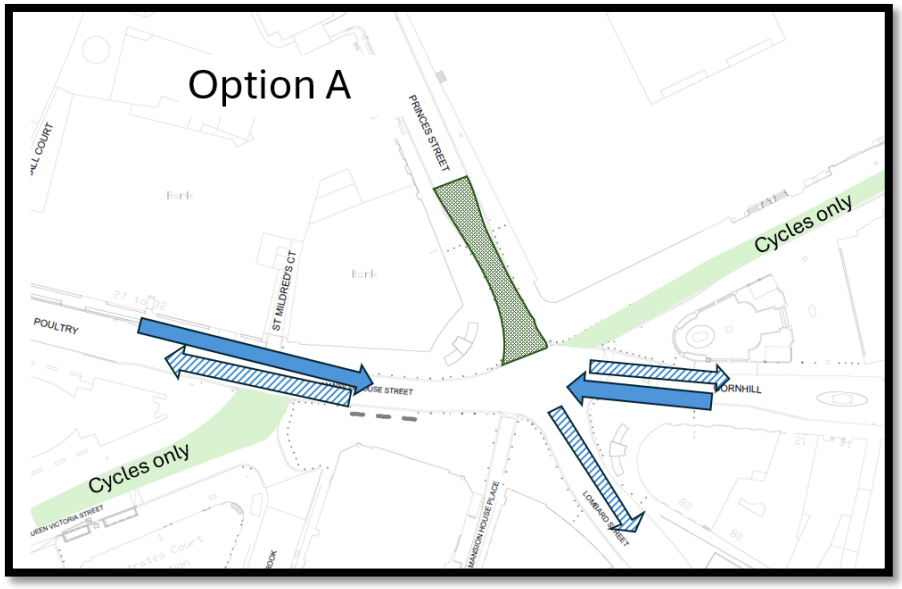
1. Status update	**Project Description:** The Bank Junction Improvements project has delivered All change at Bank. The project is now focussed on implementing an experimental traffic order to allow licensed taxis through Bank Junction during restricted hours. The following refers only to the Experiment and not the wider programme. **RAG Status:** Amber (N/A at last report to Committee) **Risk Status:** Medium (N/A at last report to committee) **Total Estimated Cost of Project (excluding risk):** For just the experiment as a project - £760k-860k **Change in Total Estimated Cost of Project (excluding risk): N/A** **Spend to Date:** £136k spent and committed (all phases spent and committed 6.2M) **Costed Risk Provision Utilised: £0** **Slippage:** N/A This report is a Gateway 3/4 as it is introducing a new phase into the Bank Junction Improvements project following the

	completion of the main construction works for All Change at Bank, and the decision by the Court of Common Council to move forward with an Experimental Traffic Order (ETO) at Bank. This report sets out routing options for licensed taxis to travel through Bank junction. The recommended option seeks to balance the desire to reintroduce taxi access while minimising potential negative impacts. The report also outlines the likely success criteria and monitoring approach for the traffic experiment, these are for consideration only at this stage.
2. Next steps and requested decisions	**Next Gateway:** *Gateway 5: Authority to Start Work, Report expected January 2025* **Next Steps: Between now and January 2025** • Further engagement with TfL • Engagement with the taxi trade representatives • Drafting of the monitoring strategy, including success criteria • Continuation of traffic modelling auditing by TfL • Preparation of the 'proposed' traffic model for submission to TfL • Preparation of the communications strategy for the experiment • Preparation for the public and statutory consultation for the experiment **Requested Decisions:** 1. That Option B is approved to be taken forward to the next stage of traffic modelling. This option would allow taxis to enter and exit Bank Junction via Cornhill and Poultry only, during the restricted hours of Monday to Friday 7am to 7pm. 2. Subject to further agreement with TfL, that the four broad key success criteria of Taxi Availability, Safety, Pedestrian Wait times and Bus journey times, as set out in Paragraphs 32-44, are agreed. 3. Note the other areas proposed to be included in the monitoring strategy in paragraphs 45-49. 4. Note the total estimated cost of the project (to reintroduce taxis to Bank junction through an experimental traffic order) is £760k-860k (excluding risk); 5. That a Costed Risk Provision of £150k is retained for this gateway (to be drawn down via delegation to Chief Officer). 6. Note that the total Project Budget (all phases) currently sits at £7.3M (including risk.)

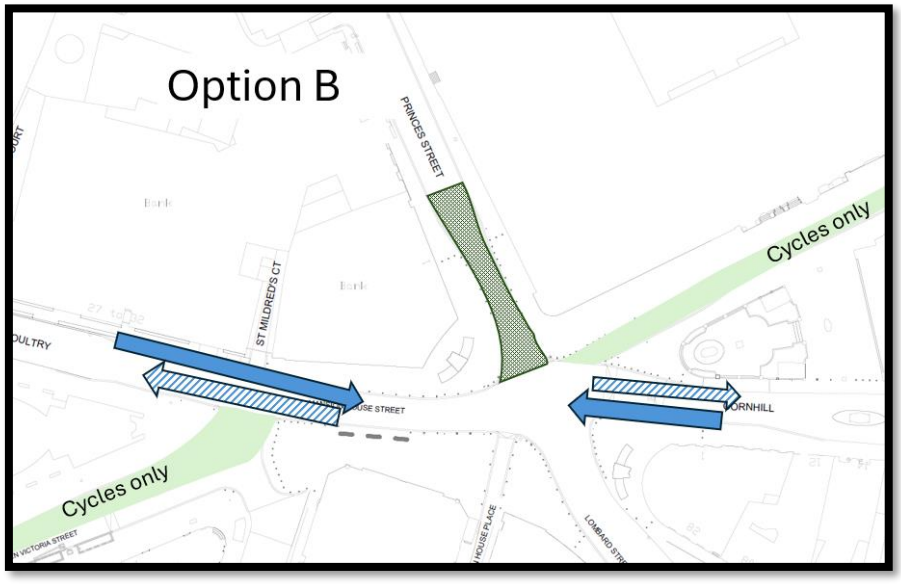
3. Resource requirements to reach next Gateway	No additional funding is being requested to reach the next gateway. However, additional funding will be required at the next gateway. The amount depends upon the option chosen to go forward and the level of monitoring and consultation required to support that change. It is likely to be in the region of an additional £500-600K. If a funding bid from On Street Parking Reserve is required, this would be subject to the initial consideration of the Chief Officer Priorities Board and then subsequently by Resource Allocation Sub Committee and Policy and Resources Committee. The costed risk provision (CRP) of £150k, as shown in risk item 21, is still required to reach the next gateway and has been rolled over from the completion of the review. The amount of CRP would increase at the next gateway stage as indicated by R22. **Costed Risk Provision requested for this Gateway:** 150k already allocated (as detailed in the Risk Register – Appendix 2) The Costed risk register in Appendix in 2 is for the entire Bank Junction Improvements project programme of work. The remaining costed risk associated with All Change at Bank is still currently required whilst the remaining public realm features, planned to follow after the completion of the base design, are delivered. This was agreed at gateway 5 in December 2021, and a further progress report will be submitted in due course.
4. Overview of project options	**Options for routing taxis across Bank** 1. This section summarises the results of traffic modelling on the options for routing taxis through Bank. It builds on previous work undertaken in 2023 as part of the traffic and timing mix review and can be found in the background papers for reference. 2. There are five routing options reviewed A, B, C, D and E. In the following options, vehicles, including taxis, can continue to use Princes Street southbound to access Cornhill at all times. 3. For each option there is a full sized marked up plan, in Appendix 3, showing which arms the taxis would be able use to enter the junction from (solid arrow), and which arms the taxis would use to exit the junction (patterned arrow). The shaded areas of street refer to existing 24-hour restrictions

as explained in Plan 1 in appendix 3). Simplified versions are below for ease of reference.

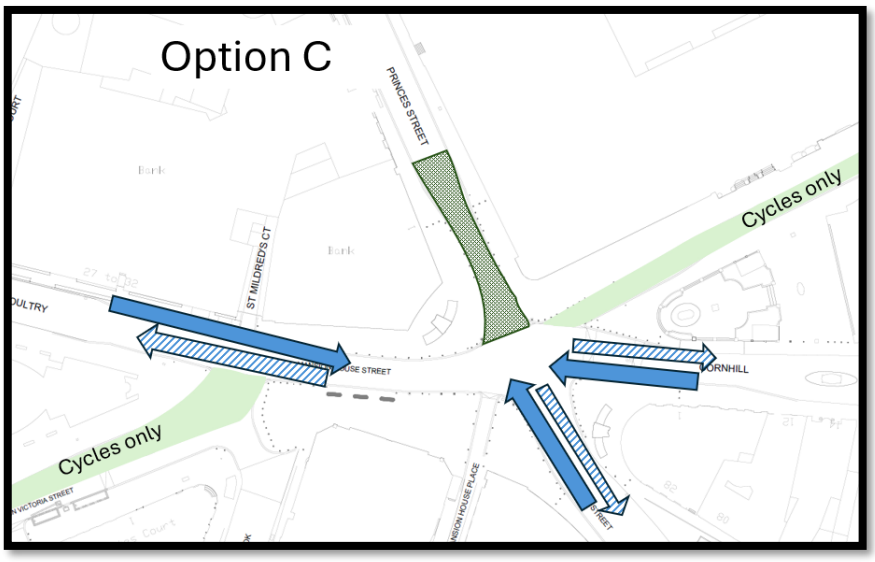
- Option A -Allow taxi access to Bank from Poultry and Cornhill only. Allow all permitted movements from these arms.



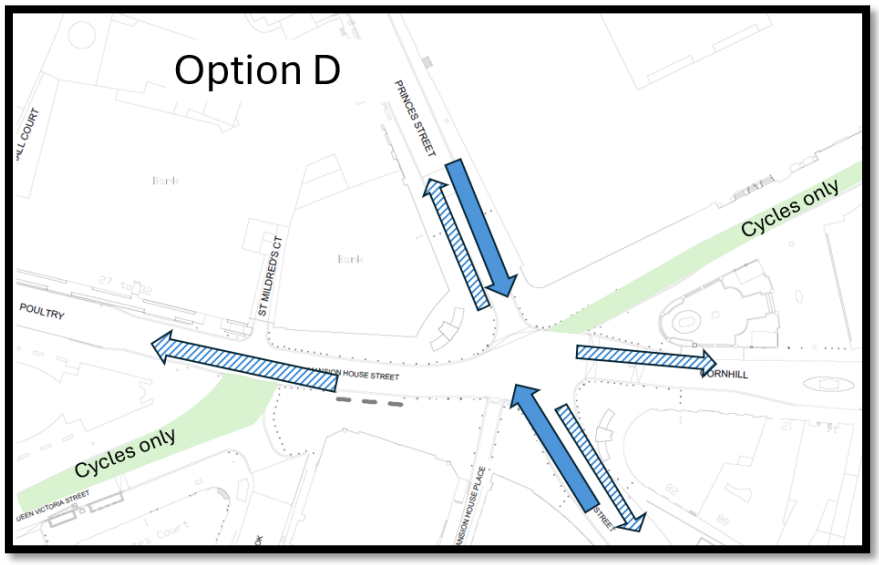
- Option B- Allow taxi access to Bank from Poultry and Cornhill only. Allow movements between these two streets only.



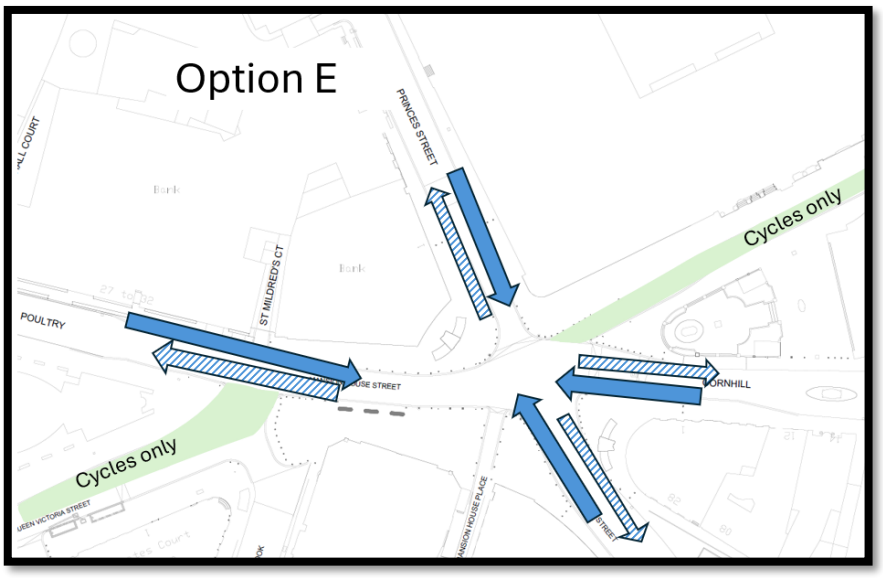
- Option C- Allow taxi access from Poultry, Cornhill and King William Street. Allow all permitted movement between these three arms. (Taxis would **not be** permitted to travel northbound on Princes Street.)



- Option D- Allow taxi access to Bank from King William Street and Princes Street. Allow all permitted movements available to buses.



- Option E- Allow taxi access to Bank from all four approach arms and all permitted movements available to buses.



4. Each option has been looked at in terms of safety and wait/journey times. These align with the associated key areas suggested for the Success Criteria in paragraphs 32-44

<u>Options review -Safety</u>

5. There are several aspects to consider.
   - Increasing the number of vehicle movements increases the risk of a collision regardless of the type of vehicle.
   - Turning movements increase complexity and conflict.
   - Queues of traffic create opportunity for people to cross between stationary traffic, and not easily be seen.
   - Queues also encourage people cycling to pass the queue to get to the front and stay ahead of the traffic.
   - The suitability of streets to accommodate increased numbers of vehicles (specifically during 7am to 7pm Monday to Friday).

6. The All Change at Bank project simplified the number of arms for motor traffic at the junction to improve safety. This also reduced the number of turns available. During the restricted times when the numbers of people cycling is at its greatest, there is only one scheduled bus route that makes a turn within the junction. Introducing taxis and increasing the opportunity for turning movements (as in options A, C, D and E) will increase the risk of conflict and therefore collision. The degree to which that risk materialises is closely linked to behaviour of all users of the junction and how they interact with each other and respond to each other's actions. There is little further that can be undertaken from an engineering perspective to reduce this risk.

Table 1- Summary table for Safety.

	Safety		
option	Possible turning movements (higher the number, the greater the risk)	Risk of queues of traffic on approach arms	increases traffic on Lombard street
A	2	medium	yes
B	0	low	no
C	4	medium	yes
D	4	high	yes
E	6	high	yes

7. As can be seen by table 1, option E has the highest number of possible turns made available to taxis. This would increase the risk of collision considerably. The volume of taxis thought to potentially be attracted by this routing, also raises the likely number of vehicles that would undertake a turn within the junction. It is considered that option E has a much higher risk due to the higher turning movements, higher risk of queues on approach arms and increases the volume of vehicles on Lombard Street.

8. Options C and D both introduce four turning movements available to taxis within the junction. This again increases the risk of collision compared to the current situation but has a lower risk than option E. Option D however also has higher risk for queues and increases the volume of vehicles on Lombard street.

9. Option B does not introduce any turning movements thereby minimising the risk to safety. Option A offers taxis the opportunity to turn into King William Street from both Cornhill and Poultry, increasing the opportunity for travel for taxi passengers, whilst introducing an elevated risk regarding safety within the junction, but arguably to a lesser extent than option C, D and E.

10. It is not just turning movements within the junction that need to be considered. A further left turn into Lombard Street would also be facilitated in all options other than B (see plan 3 in Appendix 3). This manoeuvre has not been facilitated in restricted times since 2017.

11. In addition, increasing vehicle numbers on Lombard Street should be considered with caution. This is a very narrow street that is busy with people walking, wheeling and cycling. People often walk in the carriageway due to narrow pavements. Lombard Street is a local access street, primarily used for the first or final part of a journey, providing access

for vehicles to properties, and is not suitable for large volumes of vehicles.

12. If an option that allows increased vehicles on Lombard Street were preferred, then casualties on Lombard Street should be considered as part of the monitoring strategy, and perhaps even within the success criteria. There has not been a reported collision on Lombard Street since October 2019.

13. Option B only allows straight forward movements between Cornhill and Poultry for taxis. It thereby offers the lowest increase to risk of safety. It also has the lowest risk of queues on the approaches to the junction and does not open up the potential for Lombard Street to become a busy through route for taxis.

14. Option B is the preferred option based on safety considerations.

<u>Options review -Wait and Journey times</u>

15. The next set of criteria to consider is the potential for increased wait times for people waiting to cross the road and people cycling. Also increased journey times for bus passengers, both at the junction and potentially in the surrounding area. Table 2 focuses on the impact at Bank, but there are some possible implications at other junctions.

Table 2 - summary table of wait times and journey time implications.

	wait times/journey time		
option	likely to increase pedestrian wait time at Bank	bus delay impact	how many bus routes would share approaches with taxis
A	medium	low	4
B	low	low	4
C	medium/high	medium	7
D	high	high	4
E	high	high	7

16. The rating of 'high' in table 2 for pedestrian wait times and delay to bus journey times is the most likely outcome of introducing options D and E. This means that to mitigate the delay to buses, the overall traffic signal time would have to be increased. This would increase the amount of time everyone would have to wait for their phase of green lights at the junction. This reduces the number of opportunities to cross safely. The longer people have to wait, the higher the risk of people crossing outside of their allocated times and increasing the risk of conflict. By increasing the overall signal timings, this is still not believed to be enough to minimise the

	impact on bus journey times. Delays are still forecast in both options D and E which is likely only to be resolved by a redesign of Princes Street. This is out of scope of this ETO. 17. Option C is more impactful than option A with a higher chance of needing to increase the signal timings to mitigate the bus journey time delays forecast. Option C is also more likely to still experience a delay to bus journey times even after increasing the signal times. Bus Journey times are a key consideration as any increase impacts on service reliability. This in turn impacts attractiveness of the service to customers and combined this impacts on TfL in terms of operating costs. 18. Option B offers the lowest risk to needing to increase the overall traffic signal timings and the lowest risk to impacting Bus journey times. It is the preferred option in terms of this criteria. <u>Overall Summary of Options.</u> 19. It is recommended that Option D and E should be discounted. These are unlikely to be achievable without significant changes which may include the redesign of the Princes Street arm of the junction. This has only recently been completed and is really outside the scope of an ETO. Alongside this they carry higher degrees of risk and would cause the greatest impact to others. 20. Option C would be a challenge to achieve based on the information that we have. It has higher risks of negative impacts compared to Option A, but likely to have similar outcomes in terms of the potential numbers of taxis through the junction. Option C is not recommended. 21. The recommended option, Option B, limits the associated risks as much as possible and at this stage is considered achievable. 22. Option B offers a corridor through the centre of the City from New Change/Cheapside to Leadenhall/Fenchurch Street junction where essentially taxi movement would have a high degree of priority. 23. To note, all options assume that taxis are permitted to continue to use the traffic restriction on Cheapside. Taxis entering or exiting Cornhill at the Bishopsgate junction would only be able to travel straight ahead into and from Leadenhall. There are no proposals to alter the traffic orders at the Bishopsgate/Cornhill/ Leadenhall Street junction as this would have implications for TfL's bus gate scheme on Bishopsgate which the City is not responsible for.

	General risk factors associated with all options. 24. There is a general caveat with both the possible taxis numbers and the journey time impacts to buses. As explained in the May 2023 report, there is significant uncertainty about what that number of taxis is likely to be. It is not clear how attractive this route may be to taxis that are travelling outside of the current modelled area, and who may choose to divert towards Bank if it were open. This uncertainty is the main reason the changes to the restrictions should be tested using an ETO. 25. The impact to journey times to buses, and possible wait times for other people are likely to increase the more attractive the route to taxis is. 26. To try and reduce this uncertainty, some further work has been undertaken on the strategic traffic model, the ONE model (owned by TfL). This tests the routing options through Bank on a much wider geographical area to capture potential taxi demand for this route from further away. This helps to reduce the uncertainty, but by no means provides a robust scenario. The review of the options has used the model outputs and local understanding of the network in addition to logic to try and set out the likely negative and positive impacts of each option. These are set out in the Options matrix 27. It is worth noting that at this stage we are not clear on what the impacts further away from the junction might be. The work to date concentrates on the impact at Bank, but as a preferred option is identified and more detailed modelling undertaken, it may identify that traffic signal timings at other junctions may need to be amended to deal with the change in traffic patterns. This may be quite minor, but there is a risk that some junctions may struggle to balance these differences within their current overall signal times. This could potentially lead to further delay to bus journey times and wait times for people walking and cycling on other corridors, such as on Gracechurch Street. 28. There are some concerns that changing traffic patterns may impact projects with interdependences with Bank, such as Monument junction and St Paul's gyratory transformation. The project teams are working together to identify any impacts or synergies and will work together to address them. TfL are currently designing and intend to undertake public consultation shortly on the proposals for Monument Junction. This junction has continued to be a junction of concern for the City with a poor safety record and a difficult junction for people with any mobility issue with a lack of safe and

	accessible crossing locations. Changes at this location would be welcomed. 29. It should also be noted that there are other potential risks and benefits of changing traffic patterns in the wider area around bank. For example, if some routes become quieter as taxis have diverted, these routes may experience a reduced risk of collision as the volume of vehicles has decreased. Conversely, these changes may lead to a reduction in taxi availability on these routes rather than a general increase in the availability of taxis across the area. 30. These possible impacts will be better understood by undertaking the next stage of traffic modelling and continuing engagement with TfL. However, it should be noted that the only way to fully appreciate the impacts will be to undertake the experiment. It is the uncertainty of the volume of taxis that would divert from the local area through Bank and those that would divert from further away to use that route, which makes it difficult to more confidently set out the likely impacts and risk factors. 31. All of the factors above lend to the reintroduction of taxis at Bank to be undertaken by using an ETO which provides a little more flexibility, and an ability to make decisions based on the experience of the change. **Success criteria** 32. An Experimental Traffic Order (ETO) must have success criteria so that at the end of the experiment a decision can be taken as to whether it has achieved its aims. 33. The draft themes for the success criteria for the ETO to allow taxis through Bank at all times are: • Taxi availability • Safety • Pedestrian wait times • Bus journey times 34. Members are asked to consider whether the four proposed themes of criteria are acceptable as the key success criteria for the experiment. Further discussion with TfL regarding the level of tolerance that might be appropriate will continue. The final success criteria wording will be presented for Member decision in January. The following information explains how we can measure these criteria. <u>Taxi availability</u> 35. The decision by the Court of Common Council in June 2024, to pursue a change to the restrictions, was based on the aim of improving taxi availability in the area around Bank

	Junction, particularly for people who rely on licensed taxis for travel. 36. Taxi availability on the approaches to Bank can be assessed through on-street counts. Taxi rank usage in the area can also be measured. This success criteria could be based on an increase on the pre-ETO baseline. <u>Safety</u> 37. Reducing collisions has been a focus of all improvements to Bank junction since the timed traffic restriction was first introduced in 2017. 38. There are difficulties with using safety as a success criteria due to the way data is reported, the delay in data being published and the further time required to access verified data. Depending on the reporting timescales for the ETO we would expect to have access to casualty data for the first 6-9 months of the experiment. This would be provisional and as a result some recorded collisions may be missing or incorrectly classified. Feedback from the City of London Police on any information regarding any attended collisions not captured by the available published data can also be requested. 39. With these limitations in mind, it is suggested that the following criteria could be baselined by using the average number of recorded collisions (all severities) in the existing Bank monitoring area, over the maximum period for which data is available, compared with the equivalent average for the last three years. Severity of casualties and modes involved in collisions should be able to be presented. 40. Collision analysis will be focused on the restricted times, Monday to Friday, 7am to 7pm. <u>Pedestrian wait times</u> 41. Given the dominance of walking and wheeling as a mode of travel through Bank it is proposed that there should be a success criteria based on the waiting time at crossings. This would be measured using the timing of the phases of the traffic signals at Bank. Other locations that require to be changed could be included in the success criteria or monitored. <u>Bus journey time impacts</u> 42. A key consideration of TfL will be the impact this change has on bus journey times. As well as impacting passengers, increased bus journey times can have operational impacts and increase the cost of providing the service. These can be significant if additional vehicles are required to maintain

	frequency. The City Corporation may be required to cover any increases in operational costs. 43. It is unlikely that TfL will accept a negative impact on bus journey times across the junction or in the wider area, such as on Cannon Street, Bishopsgate, London Wall or St Martin Le Grand/New Change. Whether there is any tolerance will be established over the next few months as discussions continue and likely impacts are better understood. 44. Bus journey times are monitored using TfL's iBus system which tracks buses in real time. **Monitoring**. 45. In addition to the success criteria, it is proposed that additional monitoring will be carried out to give a fuller picture of the benefits and disbenefits of the ETO. This monitoring will be included alongside the success criteria to inform the final decision on whether to make the ETO permanent. Both the success criteria and the final monitoring strategy will need to be agreed with TfL as part of the submission for the Traffic Management Approval application (TMAN). TfL are also the owners of some of the data sets required. 46. Additional monitoring could include: • Changes to pedestrian wait times at signalised crossings on the wider approaches to Bank. These may need to be changed to accommodate changes in traffic patterns. • If there are significant changes to signal timings at other junctions, some level of monitoring should be undertaken at these locations for wait times, queues etc. • Taxi numbers and/or availability across the City. It has previously been suggested that the current restrictions at Bank have led to taxi drivers avoiding the City. This would include availability in the evening as well as during restricted hours. • Comparison of journey times on the key traffic corridors that bypass Bank to understand if there has been any change to traffic patterns. • The cycling level of service across the junction and on the approaches to it to see whether the vehicle numbers exceed the recommended maximum for streets without protected cycle facilities. Volumes of people cycling can also be monitored to see if there are any changes. • Perception surveys to understand how people perceive Bank as a place both before and during the experiment.

	Making Bank a place to spend time in rather than pass through was an objective of the overall Bank project. Surveys could also include questions about the ease of hailing a taxi, perceptions of safety, etc. • Gathering information to help update the Equalities Analysis to broaden the understanding of any changes in positive and negative impacts for people with protected characteristics. 47. In addition, we will continue to monitor Air Quality by diffusion tube monitoring which has been in place since 2015 and shows longer term trends of NOx at Bank and in a wider area. 48. All of these data sets would help Members to have a broader view of the possible benefits and disbenefits of introducing taxis between 7am and 7pm, Monday to Friday. They will also help to assess whether this is being achieved at the expense of other street users and whether these impacts are proportionate. This would include informing an updated Equalities Impact Assessment. 49. During the debate on previous reports several members raised the question of the economic impacts of the Bank restrictions. So far it has not been possible to establish a methodology that can disaggregate the economic impact of a change to the restrictions at Bank from wider economic trends and influences. However, we will continue to engage with the business community to gather their views as part of the public consultation process. **Consultation and engagement** 50. There will be a six-month statutory public consultation once the experiment has started. This provides the opportunity for individuals or organisations to formally support or object to the ETO being made permanent. Officers will attempt to resolve any objections but if this is not possible, they will be presented to Members for consideration. 51. Alongside the statutory consultation we will run a wider public facing consultation to gather as wide a range of views as possible. A communication and engagement strategy will be prepared to ensure that people who live, work and visit the city are aware of the consultation. This will also set out any additional activities such as focus groups, perception surveys etc. 52. The outcomes from this consultation will be presented alongside the monitoring and the equalities analysis to inform the final decision on whether to make the experiment

	permanent. The draft communication and engagement strategy will be included in the January report.
5. Recommended option	53. It is recommended that Option B, which is that taxis be permitted to use Poultry and Cornhill in both directions only. 54. This option offers the opportunity to allow access to taxis on an east west route through the junction whilst limiting the impacts of doing this on other street users: • There would be no permitted turning movements for taxis within the junction, reducing the risk of collisions. • It would avoid increasing vehicle numbers on Lombard Street, which is unsuitable for through traffic movement due to the narrowness of both the street and its pavements, and the fact it is very busy with people walking, wheeling and cycling. • It is unlikely to need the overall cycle time of the traffic signals at Bank modified, meaning that wait times for people walking and wheeling are unlikely to be impacted • There is expected to be limited impact to bus journey times through the junction or in the surrounding area. • The traffic model forecast at this stage keeps the number of vehicles across the junction comfortably within the theoretical capacity, and therefore leaves room for higher levels cycling during the spring and summer and for future growth. • There is forecast to be a limited increase in vehicles queuing on the approach to the traffic signals, reducing the risk of people cycling overtaking stationary traffic, and limiting the impact on taxis using the rank on Poultry being blocked by the queue. 55. Early discussions with TfL have indicated that Option B is broadly supported, based on the reasons above, as the option to progress the future traffic modelling work on. 56. It is also recommended that themes for the success criteria for the ETO to allow taxis through Bank at all times are: • Taxi availability • Safety • Pedestrian wait times • Bus journey times 57. Further discussion with TfL regarding the level of tolerance that might be appropriate will continue. The final success criteria wording will be presented for Member decision in January.

6. Risk	Further information available in the Risk Register (Appendix 2) and Options Appraisal. 58. The risks of the options have been described in Section 5 of the matrix below. Risks for the project: <u>Risk to safety.</u> 59. Introducing changes to the volume of vehicles and/or movement increases the risk of collision which is not present in the current scheme. The City has to be minded to ensure it seeks to minimise those risks in determining the way forward at Bank. This risk is mitigated, but not removed, by choosing Option B. <u>TfL Approval Process</u> 60. There is a risk that it will not be possible to start the experiment in the late spring of 2025 as outlined in the June 2024 Court of Common Council paper. The outlined programme relied upon a tight programme for the traffic modelling auditing process between the City and TfL. Following a cyber security incident some systems remain restricted at the time of writing, and this may impact on the overall programme. TfL and the City continue to work closely together to minimise the risk to the programme. <u>Consultation</u> 61. There is a risk that consultation of the experiment is more time consuming and costly than estimated if it becomes a contentious consultation. This is being minimised by seeking external advice on how it would be best to undertake this consultation and plan appropriately given the experience of our previous consultations on Bank. <u>Funding</u> 62. That the cost estimate for delivery of the experiment, its monitoring, consultation and reporting is not sufficient as more things are added such as more monitoring, more stakeholder engagement, more reporting points etc over and above the estimated Costed risk provision.
7. Procurement approach	63. Consultancy support for this phase of work is being undertaken through the Transport and Public Realm framework contract. 64. Works would be undertaken by our term highways contractor FM Conway. 65. If an additional enforcement camera or changes to the software were required to support the ETO this would form part of the existing contract with Parking.

	66. Any other commissions that fall outside of these contracts would follow standard procurement guidelines and procedures.

Appendices

Appendix 1	Project Coversheet
Appendix 2	Risk Register (for whole programme)
Appendix 3	Routing Option diagrams

Background Documents

- **Court of Common Council report** September 2018 that made the original Traffic experiment at Bank permanent
- **Planning and Transportation Report** June 2023 that discussed the previous taxi routing options and likely impacts.

Contact

Report Author	Gillian Howard
Email Address	Gillian.howard@cityoflondon.gov.uk
Telephone Number	020 7332 3139

Options Appraisal Matrix

Option Summary	*Option A*	*Option B*	*Option C*	*Option D*	*Option E*
1. Brief description of option	To allow access for licensed taxis across Bank Junction during the existing restricted times of Monday to Friday 7am to 7pm. The following options assess the possible routes that taxis could take through the junction For this matrix, where King William Street is mentioned, it refers to the section of Lombard street that joins with King William Street on the approach to the junction				
	Allow taxi access to Bank from Poultry and Cornhill only. Allow all permitted movements from these arms	Allow taxi access to Bank from Poultry and Cornhill only. Allow all movements between these two streets (This option is recommended)	Allow taxi access from Poultry, Cornhill and King William Street. Allow all permitted movements between these three arms	Allow taxi access to Bank from King William Street and Princes Street only. Allow all permitted movements from these two arms available to buses	Allow taxi access to Bank from all four approach arms (Princes Street, Cornhill, King William Street and Poultry). Allow all permitted movements for buses.
2. Scope and exclusions	The relaxation of the restriction does not include Private Hire vehicles such as uber etc. The restriction times of Monday to Friday 7am to 7pm remain unchanged.				
	Excludes the use of Princes Street northbound by taxis			<u>Includes</u> the use of Princes Street northbound for taxis	
3.	Excludes the use of King William Street Northbound into the junction	Excludes the use of King William Street in either direction	Would provide the same level of movement as allowed after 7pm.	Excludes the use of Poultry or Cornhill to enter the junction.	This would allow all permitted bus movements for taxis.

Option Summary	***Option A***	***Option B***	***Option C***	***Option D***	***Option E***
Project Planning					
4. Programme and key dates	• January 2025: G5 report seeking authority to implement the experiment subject to TfL's final approval through the traffic management process. • Indicative late Spring 2025 launch of experiment • Followed by 6 months of statutory and public consultation • Between 12-14 months after the experiment starts, a monitoring report to be produced • Approximately 15 months after the experiment has started a report for final committee approval to either retain the experiment as a permanent feature or reinstate the previous way of operation.				
5. Risk implications	Overall project option risk*:* Medium • Introduces the option a right turn for taxis into King William Street which is currently only used by the route 133 (every 6 to 11 minutes frequency*).* Turns increase the risk of conflict and collision • Introduces the option for a left turn for taxis from	Overall project option risk*:* low • Provides a very limited routing across Bank which may not result in the desired impact for improving the availability of taxis in the area. • Increased volumes of vehicles still increase the risk factor for a potential collision but this option	Overall project option risk*:* Medium • Introduces the option a right turn for taxis into King William Street (from Poultry/Mansion House Street) which is currently only used by the route 133 (every 6 to 11 minutes frequency*).* • Introduces an opportunity for a left turn from	Overall project option risk*: High* • introduces the option for a left and right turn from Princes Street and King William Street in the junction. Turns increase the risk of conflict and collision • Princes Street has very limited capacity because of its design – this option 'breaks' Princes Street. No	Overall project option risk*: High* • All permitted movements allowed so turning movements allowed from all arms except from Poultry and Cornhill Northbound on Princes Street. Maximising the potential risk for conflict.

Option Summary	***Option A***	***Option B***	***Option C***	***Option D***	***Option E***
	Cornhill to King William Street. • Access from Poultry and Cornhill only is likely to regulate the number of taxis finding this route attractive with a stronger approach from Poultry expected • Risk of queuing traffic at the traffic lights on Poultry into Bank junction. increasing the likelihood of people cycling in the oncoming lane to get to the front of the queue for the lights • Queue may extend back and block the taxi rank exit on Poultry	appears to limit this risk substantially	Cornhill into King William Street • Introduces the need for a left or right turn from King William Street at the junction. • Turns increase the risk of conflict and collision • Increases number of vehicles on Lombard Street heading towards Fenchurch Street. This street has narrow pavements and carriageway and is not suitable for large volumes of traffic. • Risk that the forecasting for the number of taxis for this option is lower than it would be due to small streets which taxis might 'wriggle through'	mitigation available to address the size of problem without the probable redesign of the Princes Street approach to the junction. • Increases number of vehicles on Lombard Street heading towards Fenchurch Street. This street has narrow pavements and carriageway and is not suitable for large volumes of traffic. • Risk that the forecasting for the number of taxis for this option is lower than it would be due to small streets which taxis might 'wriggle through' are not coded in	• Princes Street has very limited capacity because of its design – this option 'breaks' Princes Street. No mitigation available to address the size of problem without the probable redesign of the Princes Street approach to the junction. • Increases number of vehicles on Lombard Street heading towards Fenchurch Street. This street has narrow pavements and carriageway and is not suitable for large volumes of traffic. • Risk that the forecasting for the number of taxis for this option is lower than it would be

Option Summary	*Option A*	*Option B*	*Option C*	*Option D*	*Option E*
	• Risk of delay to bus routes 8, 25 and 26 particularly in the PM peak. • Increases number of vehicles on Lombard Street heading towards Fenchurch Street. This street has narrow pavements and carriageway and is not suitable for large volumes of traffic.		are not coded in the model. • Small delay to buses on route 8, 25, and 26 in the region of 1-2 minutes forecast after initial mitigation. • May require an increase in the overall signal times • If the volume of taxis northbound on King William Street is higher, then probable delay to bus routes 21, 43, 141 and 133.	the model (such as Finch Lane). • Likely to cause significant delays to bus routes 21,43 and 141 (southbound on Princes Street) • If the volume of taxis northbound on King William Street is higher, then probable delay to bus routes 21, 43, 141 and 133.	due to small streets which taxis might 'wriggle through' are not coded in the model (such as Finch Lane). • Likely to cause significant delays to bus routes 21,43 and 141 (southbound on Princes Street) • If the volume of taxis northbound on King William Street is higher, then probable delay to bus routes 21, 43, 141 and 133.
6. Stakeholders and consultees	*Developed assessment of the key people who will need to be consulted during the evolution of the project (internal and external)* On the lead up to Gateway 5 approval in January 2025 and the subsequent TfL TMAN approvals, the following stakeholders will be involved and engaged: • Transport for London – various teams within TfL with an interest in this proposal • Streets and Walkways and Planning and Transportation Committee Members • Taxi trade				

Option Summary	*Option A*	*Option B*	*Option C*	*Option D*	*Option E*
	• Cycling groups • Walking groups • Emergency services including City of London Police • Disability groups After Gateway 5 and the decision to proceed has been confirmed there will be wide engagement and awareness before the change happens, and for the public consultation exercise to include residents, workers, visitors, City businesses. This engagement and consultation strategy will be presented to Streets and Walkways in draft at the G5 stage.				
7. Benefits of option	May improve the journey time for some people travelling by taxi through the junction depending on origin and destination May help increase the accessibility and inclusivity of the Bank area Changes to traffic signals at the junction are forecast to remain within the existing cycle time. Therefore, not increasing the amount of time for people waiting to cross	May improve the journey time for some people travelling by taxi through the junction depending on origin and destination May help increase the accessibility and inclusivity of the Bank area The lower-level forecast of taxis in this option limits the associated risks of introducing higher volumes of traffic into the junction	May improve the journey time for some people travelling by taxi through the junction depending on origin and destination May help increase the accessibility and inclusivity of the Bank area Likely to offer a greater improvement than options A and B regarding improved journey times for some people travelling by taxi through the	Likely to encourage a higher number of taxis as the routes for travelling North/South are limited in the area. May help increase the accessibility and inclusivity of the Bank area May improve the journey time for some people travelling by taxi through the junction depending on origin and destination – but this is less likely than option A and B due to the forecast	Likely to attract a higher volume of taxis as all arms available are open to taxi movement. May help increase the accessibility and inclusivity of the Bank area May improve the journey time for some people travelling by taxi through the junction depending on origin and destination – but this is less likely than option A and B due to the forecast

Option Summary	*Option A*	*Option B*	*Option C*	*Option D*	*Option E*
	(assuming volumes of taxis are not significantly higher in practice.	It is thought that this option (assuming volumes are not significantly higher in practice) will not require an increase in the overall signal time at Bank. This means no increase in time for people waiting to cross the junction	junction as more arms are 'opened'	queues and need to increase the traffic signal times.	queues and need to increase the traffic signal times.
	To Note that the benefits and the Disbenefits can only really be determined by undertaking the experiment and monitoring it in this case.				
8. Disbenefits of option	noting the risks in Section 5 of this matrix: In addition, this option may require signal time changes at other locations such as: • Bishopsgate/Cornhill/Leadenhall Street • Cheapside/King Street/Queen Street • Lombard Street/Gracechurch	noting the risks in Section 5 in section 5 of this matrix: In addition, this option may require signal time changes at other locations such as: • Bishopsgate/Cornhill/Leadenhall Street • Cheapside/King Street/Queen Street These may be required to be increased to accommodate the	noting the risks in Section 5 of this matrix: In addition, this option may require signal time changes at other locations such as: • Bishopsgate/Cornhill/Leadenhall Street • Cheapside/King Street/Queen Street • Lombard Street/Gracechurch	noting the risks in Section 5 of this matrix: This option is not really achievable without significant redesign of the junction – which is not in scope. This option is also most likely to require changes at other locations • Moorgate/Lothbury/ Princes Street	noting the risks in Section 5 of this matrix: This option is not achievable without significant redesign of the junction – which is not in scope. This option is also most likely to require changes at other locations • Moorgate/Lothbury/ Princes Street

Option Summary	***Option A***	***Option B***	***Option C***	***Option D***	***Option E***
	Street/Fenchurch Street. These may be required to be increased to accommodate the additional flow of vehicles towards those junctions and may cause further delays to other bus routes. This option does not assist with improving journey times for people travelling in a north/south direction wishing to gain local access.	additional flow of vehicles towards those junctions and may cause further delays to other bus routes. However, the risk of this is lower than option A This option does not assist with improving journey times for people travelling in a north/south direction wishing to gain local access.	Street/Fenchurch Street. • Monument These may be required to be increased to accommodate the additional flow of vehicles towards those junctions and may cause further delays to other bus routes.	• Lombard Street/Gracechurch Street/Fenchurch Street. • Monument These may be required to be increased to accommodate the additional flow of vehicles towards those junctions and may cause further delays to other bus routes.	• Lombard Street/Gracechurch Street/Fenchurch Street. • Monument These may be required to be increased to accommodate the additional flow of vehicles towards those junctions and may cause further delays to other bus routes.
				If redesign of Princes Street were to happen there would be considerable disbenefit to the large volumes of people who exit Bank station at the two exits on the corner of Princes Street and the people who cross this section of street.	
Resource Implications					
9. Total estimated cost	The traffic mix and timing review cost approximately £265,000, leading to the COCO decision in June 2024 to proceed with developing an ETO to reintroduce access to taxis to Bank.				

Option Summary	*Option A*	*Option B*	*Option C*	*Option D*	*Option E*
	We have spent/committed £136k to date on developing the experiment. In order to implement the experiment and see it through the monitoring stages, further funding will be required. It is estimated that the total project budget will be between £1.01m and £1.11m including costed risk provision to the end of the experiment. This is likely to require a bid for further funding as explained in section 3 of the main report. Once the option is chosen, monitoring document scoped and feedback on the expectation of the communications strategy is understood, these costs will be firmed up. The level of confidence in these estimates is currently low as there are many variables.				
10. Funding strategy	Funding for the ETO as a project is currently funded from the On Street Parking Reserve. Either a further Bid for OSPR to cover costs will be required once they are better understood at G5, or depending upon the outcome of the final settlement of the All Change at Bank project, there may be some OSPR funds that could be diverted to help towards the cost of this experiment. However, at the time of writing we are still awaiting the settlement of accounts of the main build and confirmation of costs for the additional work that had been agreed to proceed to understand if this is an option.				
11. Investment appraisal	N/A				
12. Estimated capital value/return	N/A				
13. Ongoing revenue implications	There are likely to be minimal implications for maintenance from any of these options other than potentially a number of additional signs. If any of the options significantly increased the number of taxis in the city this may contribute to greater wear and tear on the road surfaces.				
14. Affordability	Dependent upon the funding to carry on past Gateway 5 being agreed			If the redesign of the Princes Street arm and its integration with the junction were needed, this would be a costly exercise and significantly	

Option Summary	*Option A*	*Option B*	*Option C*	*Option D*	*Option E*
				delay the implementation of introducing taxis to Bank.	
15. Legal implications	In exercising the City Corporation's functions as traffic authority, 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 on the amenities of any locality affected. (bb) national air quality strategy. (c) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles. (d) any other relevant matters. Under Section 16 of the Traffic Management Act 2004 the City Corporation as the local traffic authority has a duty to manage its road network with a view to achieving, so far as may be reasonably practicable having regard to its other obligations, policies and objectives, the objectives of (a) securing the expeditious movement of traffic on the authority's road network and (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority. 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				

Option Summary	*Option A*	*Option B*	*Option C*	*Option D*	*Option E*
	• 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. 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.				
16. Corporate property implications	Is not expected to impact on Corporate Property.				
17. Traffic implications	In addition to the risks, the disbenefits and the benefits already discussed in this matrix Changing the current mix of traffic at Bank will mean that several considerations, particularly for options A, C, D and E. Consideration to the suitability of streets such as Lombard Street and potentially King William Street (which is currently in construction to have wider pavements) to increased flows of traffic during the day and the impact of this on the Cycling level of service, and safety. Increasing the number of available taxis in the area around and through Bank, may improve the accessibility and inclusivity of the space Increasing the number of vehicles through bank during 7am to 7pm Monday to Friday may encourage some people to choose different cycling routes or choose not to cycle anymore.				
18. Sustainability and energy implications	There is not expected to be any sustainability and energy implications. Licensed Taxis are in the process of switching to Electric engines reducing NOx at the point of use. Air quality in terms of NOx will continue to be monitored as part of the wider Bank Project monitoring strategy.				

Option Summary	*Option A*	*Option B*	*Option C*	*Option D*	*Option E*
19. IS implications	A further enforcement camera may be required, but these form part of an existing contract.				
20. Equality Impact Assessment	The EQIA for the traffic mix and timing review concluded: "The additional research undertaken on taxi availability, journey times, and journey costs suggests that, as a whole, the restriction of taxi access through Bank junction between the hours of 7am to 7pm has not led to any extensive negative impacts on equality, and the impacts of the restrictions outside of these hours is deemed to be negligible. "However, it is important to acknowledge that there have been some negative impacts for certain individuals, particularly those that are most reliant on taxis as an essential mobility aid, such as some disabled people, older people with age-related mobility impairments, and pregnant women". Updates to the EQIA will be undertaken for the ETO.				
21. Data Protection Impact Assessment	N/A				
22. Recommendation	Not recommended	**Recommended**	Not recommended	Not recommended	Not recommended