

<p>Committees: Planning and Transportation Committee: For decision Projects and Procurement Sub Committee: For Information</p>	<p>Dates: 11 February 2025 19 May 2025</p>
<p>Subject: Bank Junction Improvements: Experimental traffic order to reintroduce taxis</p> <p>Unique Project Identifier: 11401</p>	<p>Gateway 5: Complex Authority to start work</p>
<p>Report of: Executive Director Environment</p> <p>Report Author: Gillian Howard, Policy and Projects, City Operations</p>	<p>For Decision</p>
<p>PUBLIC</p>	

<p>1. Status Update</p>	<p>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 taxis through Bank Junction during restricted hours.</p> <p>This report relates only to the experiment and not the wider programme.</p> <p>Throughout this report ‘taxis’ refers to licensed taxis (black cabs) only. The current restrictions will continue to apply to private hire vehicles (e.g. Uber, Bolt, Addison Lee).</p> <p>RAG Status: Amber (Amber at last report to Committee)</p> <p>Risk Status: Medium (Medium at last report to committee)</p> <p>Total Estimated Cost of Project (excluding risk): £877,000</p> <p>Change in Total Estimated Cost of Project (excluding risk): Increase of £17k since last report to Committee</p> <p>Spend to Date: £316,303 spent and committed (includes spend on the review of approx. £173k).</p> <p>Costed Risk Provision Utilised: £0;</p>
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	<p>Slippage: <i>Programme for implementation of the experiment (should this report be approved) has slipped as explained in section 6.</i></p> <p>The Streets & Walkways Sub Committee approved the routing option for taxis in November 2024. The approved route is for taxis to be allowed to access Bank junction from both Cornhill and Poultry between 7am to 7pm, Monday to Friday. This would include the use of Mansion House Street in both directions. This report can be found in the background papers at the end of this report.</p> <p>This report considers the benefits and impacts of this change to the Bank restrictions and the operational and monitoring requirements for the experimental traffic order. The experiment will run for up to 18 months by which time a decision on whether to retain the change or revert to the previous operation must be taken.</p> <p>The report also outlines an additional funding request for up to £750k to support the cost of installing new signage and enforcement cameras, data collection, monitoring, consultation, and officer time. An increased Costed Risk Provision is also included to minimise any potential delay if additional unplanned spend is required during the experiment. For example, for additional surveys or changes to or replacement of signage.</p>
<p>2. Requested decisions</p>	<p>Next Gateway: <i>Gateway 5 – (a second G5 at the end of the experiment)</i></p> <p>Next Steps:</p> <ul style="list-style-type: none"> • Finalise the monitoring strategy for submission as part of the Traffic Management (TMAN) application to TfL • Finalise the Communications and Engagement Strategy • Complete the traffic modelling auditing work with TfL and obtain the scheme impact assessment report • Present to TfL's Roads Space Performance Group (RSPG) if required • Submit TMAN application to TfL for final approval • Undertake baseline monitoring surveys • Prepare public consultation materials • Issue Experimental Traffic Order (ETO) notices and start the experiment • Implement the engagement and communications strategy to inform people of the change to the restrictions and raise awareness of the statutory and public consultations • Undertake post implementation monitoring strategy

surveys

- Collate all information and report back to RSPG and Members on the outcome of the experiment.

Requested Decisions:

1. Approve, subject to TfL’s TMAN approval and the additional funding being approved, that an Experimental Traffic Order be implemented to allow taxis to travel the full length of Cornhill, Poultry and Mansion House Street in both directions, Monday to Friday, 7am to 7pm. This includes prohibiting taxis from turning into Lombard Street/King William Street from Bank junction.
2. Agree the success criteria for the experimental traffic order in paragraph 34
3. Approve, subject to Policy & Resources Committee approval, an additional budget of £750k to reach the next Gateway (explained in section 3).
4. Note that this would take the revised total Bank junction improvements project budget to £8,057,030 (including risk).
5. Note the total estimated cost of the experimental traffic order project at £877k (excluding risk).
6. Approve, subject to the approval of the bid for an additional £750k, a Costed Risk Provision of £350K (to be drawn down via delegation to Chief Officer).
7. Note the proposed monitoring strategy (Appendix 3)
8. Note the draft outline communications and engagement plan (Appendix 4)
9. Note that the next planned report is a second Gateway 5 report presenting the outcome of the monitoring and considering whether to make the experiment permanent. This will be approximately 14-16 months after the launch of the experiment, depending on how committee dates fall.

3. Budget

Table 1: Resource required to reach the conclusion of the ETO (subject to the approval of the requested £750k)

16100287 - timing

Item	Reason	Funds/ Source of Funding	Cost (£)
P&T Staff costs	Officer time to see the experiment through to	OSPR	50,000

	conclusion		
Fees	Data collection, consultancy support, consultation, traffic orders, equalities analysis, etc	OSPR	350,000
Works	Signage and enforcement changes	OSPR	150,000
Total		OSPR	550,000

The staff cost element will provide officer time to project manage implementation, monitoring, consultation and conclusion of the experiment. The fees element is largely associated with data collection to support the baseline and post implementation monitoring, but also includes provision for public consultation and some consultancy support. This is outlined in more detail in Appendix 3 and 4.

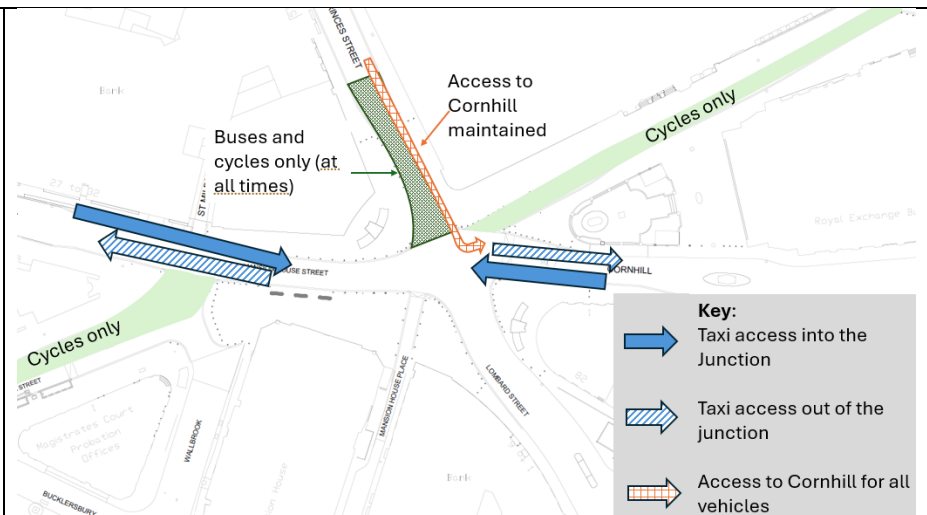
The works value includes an estimate for an additional enforcement camera, signage changes and the addition of two traffic light signals that operate on a timed basis to communicate the banned turns to taxis during the hours of 7am to 7pm, Monday to Friday.

In the summer of 2023, a bid for 650k to complete the review, and if required, to complete the work to get to gateway 5 with an experimental traffic order was agreed. This was on the basis that at the time it was not certain that an experiment would be taken forward, and if it were, what exactly would be required. The £650k was funded from the On Street Parking Reserve and also included a costed risk provision of 150k.

A further funding request for an additional £750K has been prepared to bid for further On Street Parking Reserve. This bid will initially be considered by the Chief Officer Priorities Board in February 2025, and if successful, followed by Resource Allocation Sub Committee and Policy and Resources Committee. This figure includes a bid for a further £200K costed risk provision.

In total this would take the total funding for the completion of the review and the life of the proposed experiment to a total of £1.4m including costed risk (£1.05m excluding costed risk

	<p>provision).</p> <p>In the meantime, there is still sufficient funding in the current budget to work towards the implementation of the ETO. The risk of an unsuccessful funding bid is explored in section 7 paragraph 48.</p> <p>Costed Risk Provision requested for this Gateway: £350k (as detailed in the Risk Register – Appendix 2. Subject to the outcome of the bid for a further £750K).</p> <p>It is requested that a further £200k is added to the Costed Risk Provision. This is to cover unplanned costs, for example if more monitoring surveys are required, if additional officer time is needed or if additional enforcement is necessary. The existing £150k is to be kept against the risk associated with legal challenge.</p>
<p>4. Design summary</p>	<ol style="list-style-type: none"> 1. Following the Court of Common Council decision in June 2024, the Streets & Walkways Sub Committee approved the routing option for taxis through Bank junction in November 2024. 2. The approved route is for taxis to be allowed to access the junction from both Cornhill and Poultry between 7am to 7pm, Monday to Friday. This would include the use of Mansion House Street in both directions. 3. A timed banned turn from Mansion House Street to Lombard Street and Cornhill to Lombard Street would be implemented, except for buses and cycles, Monday to Friday, 7am to 7pm. 4. Princes Street southbound remains an access only route to Cornhill, maintaining servicing and deliveries to premises in Cornhill. This includes taxis which require access to Cornhill. 5. After 7pm Monday to Friday all vehicles can enter the junction in the same way that they do now, including taxis. <p>Image 1: Diagram showing routes available to taxis during restricted hours</p>



6. The approved route is expected to meet the aim of increasing the availability to taxis in the Bank area while limiting potential disbenefits for other street users. The benefits of this route over the other options considered by the Streets & Walkways Sub Committee include:

- During restricted hours, there would be no permitted turning movements for taxis within the junction, reducing the risk of collisions.
- No increase in vehicle numbers on Lombard Street, which is unsuitable for through traffic due to the narrowness of the street, narrow pavements and high numbers of 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 increase.
- There is expected to be limited impact to bus journey times through the junction or in the surrounding area. This will be confirmed in the traffic modelling work with TfL.
- The traffic model forecast at this stage keeps the number of vehicles across the junction comfortably within capacity, and therefore leaves room for higher levels of 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 potential for taxis using the rank on Poultry being blocked by the queue.

Traffic modelling audit

7. TfL’s audit of the traffic model for Bank junction has been delayed by ongoing impacts of the cyber security incident in autumn 2024. At this moment in time, it is not possible to

confirm when the audit will be completed, but there will be a delay against the original programme.

8. As a result of this delay, this report does not include audited journey time impacts. Instead, the results of unaudited feasibility modelling are provided to allow Members to make an informed decision on whether to proceed with the experimental traffic order, subject to the final approvals from TfL.
9. If the audited results identify journey time increases for either buses or general traffic that are significantly different to those provided below, then a follow up Issues report will be issued for Members to review the decision to proceed.
10. If the audited journey time impacts do not change significantly then no further approvals will be required, and the experiment will be implemented as quickly as possible following TfL's approval.
11. The below forecast journey time impacts are based on the feasibility modelling and are based on a forecast level of demand for the number of Taxis crossing Bank. As stated in other reports, there is a degree of uncertainty with this demand forecast and in practice this could be higher which would then change the forecast impacts and their spread across the area. This is why an experiment is recommended to undertake this change so that impacts can be monitored.

Bus journey time impacts

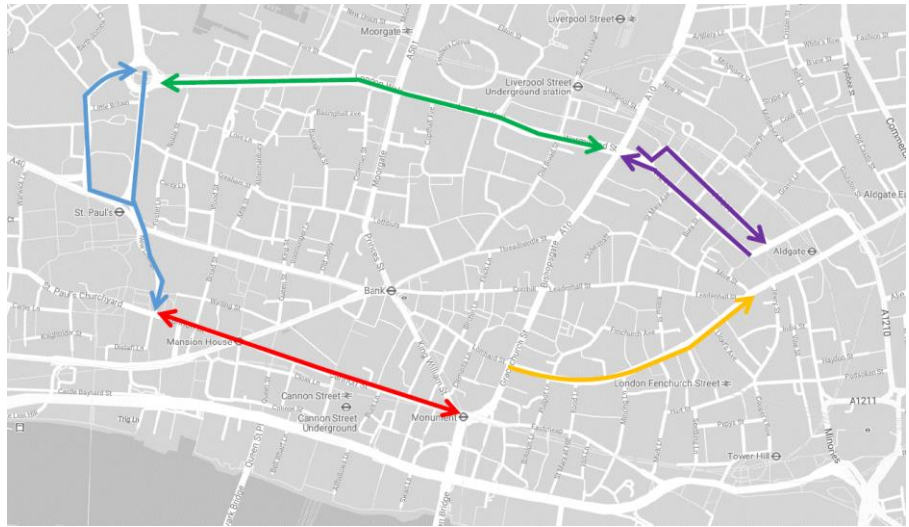
12. The feasibility modelling suggests that the impact of proposed route for taxis will provide some small benefits to some bus journey times within the modelled area, alongside some disbenefits in both the AM and PM peaks. Overall, the average impact on the bus routes through the area is an increase of 0-1min.
13. This is considered to be an acceptable level of impact, although Members should note that it is ultimately TfL's remit to decide what impact to bus journey times is acceptable. Impacts on bus journey times will be considered by TfL alongside other benefits and impacts when considering the TMAN application.

General journey time impacts

14. In both the AM and PM peak hours, all general traffic journey times along the key routes are within +/-1 minute compared to the baseline. This is considered to be an acceptable level of impact.

15. The key routes tested are

- Cannon Street eastbound and westbound (Red)
- London Wall eastbound and westbound (Green)
- New Change/ Newgate Street gyratory northbound and southbound (Blue)
- Fenchurch Street eastbound only. (Yellow)
- Bevis Marks northbound and southbound (Purple)



16. There is generally a slight improvement in journey times due to taxis switching from these routes to pass through Bank junction.

Infrastructure requirements

17. Implementing the experimental traffic order will not require any physical change to the junction.

18. New signage will be required both at Bank junction and on the approaches to Cornhill from the east, and Poultry from the west.

19. It is likely that at least one additional enforcement camera will be required. Work is ongoing to finalise location details and costs. The Costed Risk Provision includes funding in case costs are higher than currently forecast.

20. There is a need for two timed signs on the traffic lights to communicate to taxi drivers that they cannot turn into Lombard Street/King William Street from either Mansion House Street or Cornhill during the restricted hours of Monday to Friday, 7am to 7pm.

21. The signs essentially light up during the restricted hours and turn off to present a blank face at 7pm. This will avoid the need for complicated wording to be added to static

signage, which would also increase the size of the signs. The traffic signals will be designed and implemented by TfL.

Cheapside bus gate

22. On 4 February 2025 the Streets & Walkways Sub Committee will consider whether the experiment to allow taxis to travel through the bus gate on Cheapside should be made permanent.

23. The proposed changes to the restrictions at Bank junction are not dependent on the changes to the Cheapside restriction being made permanent.

24. In combination with the future experiment at Bank, allowing taxis through the Cheapside bus gate would provide a priority route for buses and taxis from New Change to Leadenhall Street in both directions. This has the potential to improve the journey time for those people who need to travel east/west through the area and are reliant on taxis as their main mode of transport.

Equalities analysis

25. The findings of the equalities analysis undertaken for the review and published in May/June 2024 are still valid.

26. This analysis recognised that there are both positive and negative impacts associated with the current restriction; and concluded that:

“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”.

27. An updated equalities analysis will be presented with the next report to inform the decision on whether to make the experiment permanent. This will be informed by the results of the monitoring, consultation and engagement.

Legal

28. 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.

29. 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.

30. 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.

31. 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.

Proposed success criteria and wider monitoring

32. The themes for the success criteria for the experimental traffic order were discussed by the Streets & Walkways Sub Committee in November 2024. These were also discussed with TfL who were in broad support of these four areas of focus. Further discussion with TfL officers has taken place to develop these criteria in more detail.

33. Members are asked to agree the key indicators below to be used to assess the success of the experiment and inform the decision on whether to make it permanent.

34. These indicators will apply between 7am and 7pm, Monday to Friday. The order of listing does not imply any weighting or priority.

The number of taxis available in the Bank junction area

- The key indicator will be whether and to what extent the number of taxis available to hire has increased compared to the baseline.

The number and severity of collisions within the Bank junction area

- The key indicator will be whether and to what extent the number of collisions has increased compared to the baseline.
- Note that collision data is likely to be limited to the first six to nine months of the experiment and will be unverified/provisional data and subject to change once verification has taken place.

How long people need to wait at crossings within the Bank area

- The key indicator will be whether and to what extent wait times have increased compared to the baseline.

Average bus journey times within the monitoring area

- The key indicator will be whether and to what extent journey times have increased compared to the baseline.
- Note that TfL's threshold for acceptable variance is within one standard deviation of baseline journey times and/or a breach of bus performance indicators

35. Further details on the approach to data collection for these indicators is provided in the draft Monitoring Strategy (Appendix 4). TfL will formally consider this strategy as part of their approval process.

36. In addition to the key success criteria, it is proposed to monitor other factors to gain an understanding of potential wider impacts. This will consider:

	<ul style="list-style-type: none"> • Whether and to what extent the number of collisions within the wider Bank area has changed compared to the baseline. • Whether and to what extent waiting time at crossings in the wider Bank area have increased compared to the baseline values. • Traffic levels on Poultry and Cornhill and whether, between 7am and 7pm, Monday to Friday these meet the basic requirements of the London Cycling Levels of Service (200 – 500 vehicles per hour). • Whether and to what extent taxi availability in the wider Bank area has changed compared to pre-implementation figures. • An observation of whether and to what extent journey times on main traffic corridors in the wider Bank area change during the experiment. • Feedback from different user groups, the public, and businesses will be assessed to understand whether there is any decline in perceived safety or sense of place, as established by baseline measurements. • Air quality - The proposed changes to vehicle restrictions at Bank junction are not anticipated to have a significant impact on air quality. This is due to the relatively low volumes of taxis forecast to use the junction, as well as the fact that a proportion of taxis will be electric vehicles (zero emission). Therefore, the project will track the ongoing monitoring of air quality as part of the All Change at Bank project. The ETO should not show a significantly detrimental change in air quality. <p><u>Communication and Engagement</u></p> <p>37. In Appendix 4 there is a draft outline plan setting out the different external audiences and proposed means of communicating and engaging with them. It also sets out an approach for targeted local communication for those people most likely to be impacted or benefit from the changes. This workstream will be developed in more detail over the coming weeks.</p>
<p>5. Delivery team</p>	<ul style="list-style-type: none"> • Transport and Public Realm Projects– Project management and stakeholder engagement • Highways – detailed design and construction pack • FM Conway – term contractor, signage changes and any other physical measures required. • TfL – Traffic signal infrastructure changes

	<ul style="list-style-type: none"> • TfL – assistance on monitoring data collection (such as I-bus data) • Yunex – enforcement camera installation if required (existing City contract)
<p>6. Programme and key dates</p>	<p>38. The timetable for implementation is not yet confirmed and is reliant on the forthcoming approvals by TfL.</p> <p>39. Traffic modelling auditing must be completed, and a Scheme Impact Report produce before a TMAN application can be submitted to TfL. This work is behind schedule following the cyber incident last autumn.</p> <p>40. Assuming TfL grant approval to proceed with the experiment, there will be a period of time required to change/install signage (including the TfL traffic signal sign). The traffic signal signage installation is within the control of TfL. During this time any baseline data that is outstanding will be collected and engagement with stakeholders about the changes will be undertaken.</p> <p>41. Once the go live date is actioned, the statutory consultation starts for 6 months, and the wider public consultation will shortly follow, allowing the scheme to settle down first. The various monitoring strands of work will start with an aim to be wrapping up monitoring around month 12 of the experiment.</p> <p>42. A consultation summary and monitoring findings report will be presented with recommendations to Planning and Transportation Committee as to whether the experiment should be kept and made permanent, or not, around month 15 of the experiment.</p> <p>43. This decision needs to be actioned within the 18-month experimental timeline.</p>
<p>7. Risks</p>	<p>Costed Risk Provision Utilised at Last Gateway: £0 Change in Costed Risk: + £200k</p> <p>44. The additional £200k request is explained in the budget section and shown against risks 21 and 22 in the risk register in Appendix 2. The total costed Risk request for the ETO project is £350k.</p> <p><u>Programme</u></p> <p>45. The TfL cyber security incident has led to the traffic modelling audit being delayed and a new programme for completing the audit has not yet been confirmed. It is</p>

	<p>therefore not possible to confirm the implementation date for the experimental traffic order, but it is very unlikely to go live in May as originally planned.</p> <p>46. To mitigate the impact of any delays on the programme, some tasks will be undertaken ahead of receiving TfL TMAN approval. This will ensure the experiment can be initiated as soon as possible following approval. Tasks to be undertaken now include preparation of the communication and engagement materials, some of the baseline monitoring and potentially purchasing of signs, enforcement cameras, traffic signal signage etc ahead of the final sign off to proceed.</p> <p>47. There is a risk that this will result in abortive spend if TfL do not approve the scheme, but the likelihood of this is low.</p> <p><u>Funding</u></p> <p>48. There is a risk that the request for the additional £550k to fully implement and monitor the experiment as set out in this report, with the additional £200k costed risk, is not approved or not approved in full. This would mean that the ability to monitor the impacts and benefits of the experiment would be severely limited, and the scale of engagement, consultation, and ability to enforce would be compromised.</p> <p><u>Risk to safety.</u></p> <p>49. Increasing the volume of vehicles and/or movements within the junction increases the risk of a collision. The City Corporation has to be minded to minimise this risk in determining the way forward. This risk is mitigated, but not removed, by the routing option proposed. If necessary, further mitigation, such as enhanced enforcement, can be implemented if it becomes evident that there are issues, such as non-compliance, that increase the volume of vehicles using the junction during restricted hours.</p>
<p>8. Success criteria</p>	<p>50. See paragraphs 32-36</p>
<p>9. Progress reporting</p>	<p>51. It is proposed that once the experiment is operational, a further G5 report would be submitted towards the end of the experimental period (within 15 months of the start of the experiment) detailing the monitoring of the scheme and seeking a decision on either making the experiment permanent or reverting to the previous restrictions.</p> <p>52. If there are any issues that arise in the meantime, an issues report will be presented for consideration.</p>

Background paper

Bank Junction Improvements: Experimental traffic order to reintroduce taxis (Gateway 3/4 Options appraisal), Streets & Walkways Sub Committee, 19 November 2024 <https://democracy.cityoflondon.gov.uk/mgAi.aspx?ID=157476>

Equalities analysis : [All Change at Bank – April 2024 Equality Impact Assessment \(EqlA\) Update](#)

Appendices

Appendix 1	Project Coversheet
Appendix 2	Risk Register
Appendix 3	Draft monitoring strategy
Appendix 4	Draft outline communication and engagement plan

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