



## Streets and Walkways Sub (Planning and Transportation) Committee

**Date:** MONDAY, 15 OCTOBER 2012

**Time:** 11.30am

**Venue:** COMMITTEE ROOMS, 2ND FLOOR, WEST WING, GUILDHALL

**Members:**

Jeremy Simons (Chairman)	Alderman Robert Hall (Ex-Officio Member)
Archie Galloway (Deputy Chairman)	Brian Harris (Ex-Officio Member)
Deputy John Barker	Michael Hudson
Martin Farr (Ex-Officio Member)	Sylvia Moys
Marianne Fredericks	Deputy John Owen-Ward
Alderman Alison Gowman (Ex-Officio Member)	Deputy Michael Welbank (Ex-Officio Member)

**Enquiries:** Katie Odling  
tel. no.: 020 7332 3414  
katie.odling@cityoflondon.gov.uk

Lunch will be served in Guildhall Club at 1pm

John Barradell  
Town Clerk and Chief Executive

# **AGENDA**

## **Part 1 - Public Agenda**

1. **APOLOGIES FOR ABSENCE**

2. **DECLARATIONS BY MEMBERS OF ANY PERSONAL AND PREJUDICIAL INTERESTS IN RESPECT OF ITEMS ON THIS AGENDA**

3. **MINUTES**

To agree the public minutes and summary of the meeting held on 17 September 2012.

**For Decision**  
(Pages 1 - 6)

4. **REPORTS OF THE DIRECTOR OF THE BUILT ENVIRONMENT :-**

- a) Blackfriars Junction - Issues raised by Members and responses (Pages 7 - 26)
- b) Mayor's Road Safety Action Plan for London 2020 (Pages 27 - 38)
- c) Globe View Walkway - Opening up and Enhancing the Riverside Walk (Pages 39 - 40)

5. **QUEEN ELIZABETH II FIELDS**

Report of the Director of Open Spaces.

**For Information**  
(Pages 41 - 46)

6. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**

7. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

8. **EXCLUSION OF THE PUBLIC**

MOTION – That under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Local Government Act.

## **Part 2 - Non-public Agenda**

9. **QUESTIONS ON NON-PUBLIC MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**

10. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE SUB COMMITTEE AGREES SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED**

# Agenda Item 3

## **STREETS AND WALKWAYS SUB (PLANNING AND TRANSPORTATION) COMMITTEE Monday, 17 September 2012**

Minutes of the meeting of the Streets and Walkways Sub (Planning and Transportation) Committee held at Committee Room - 2nd Floor West Wing, Guildhall on Monday, 17 September 2012 at 11.30 a.m.

### **Present**

#### **Members:**

Jeremy Simons (Chairman)  
Archie Galloway (Deputy Chairman)  
Martin Farr (Ex-Officio Member)  
Marianne Fredericks  
Alderman Alison Gowman (Ex-Officio Member)  
Michael Hudson  
Sylvia Moys

#### **Officers:**

Katie Odling	- Town Clerk's Department
Esther Sumner	- Town Clerk's Department
Mark Paddon	- Chamberlain's Department
Rob Oakley	- Department of the Built Environment
Steve Presland	- Department of the Built Environment
Victor Callister	- Department of the Built Environment
Ian Hughes	- Department of the Built Environment
Patrick Hegarty	- Open Spaces Department
Alan Rickwood	- City Police

### **1. APOLOGIES FOR ABSENCE**

Apologies for absence were received from Deputy John Barker, Brian Harris, Deputy John Owen-Ward and Deputy Michael Welbank.

### **2. DECLARATIONS BY MEMBERS OF ANY PERSONAL AND PREJUDICIAL INTERESTS IN RESPECT OF ITEMS ON THIS AGENDA**

Marianne Fredericks declared a personal interest in respect of Item 4e due to being a Member of the Board of Governors of the City of London School.

### **3. MINUTES**

The Minutes of the meeting held on 16 July 2012 were approved as a correct record subject to the following amendment: -

Item 3, paragraph 5 – “Furthermore, a £34k grant had been received from Marathon Trust to use for sport related activity in the City.”

## **MATTERS ARISING : -**

**Millennium Bridge (Item 3)** – The Chairman of the Grand Committee provided an update on the review of the Project Approval Procedure and advised that a report would be submitted in due course around the issue of how schemes funded from for example S106, S278, CIL or TfL funds would be dealt with in future. Further to this, the Chairman suggested that once procedures were agreed, the Projects Approval diagram should be amended to include a further column to explain how these projects were handled.

**London Bridge Planter Boxes (Item 3)** - Members were informed Officers would be initiating discussions with Transport for London (TfL) around options for removal/upgrading/maintenance of the planters on TfL roads in the City and a further update would be provided to a future meeting. Interim maintenance work had been done on the London Bridge planter boxes. It was noted that the planters are owned and maintained by TfL. With regard to the interim maintenance of the planter boxes, the Deputy Chairman agreed to raise this matter at the next London Councils meeting.

## **4. REPORTS OF THE DIRECTOR OF THE BUILT ENVIRONMENT :-**

### **4.1 Riverside Walk Enhancement Strategy: Connecting Spaces Year 2**

Consideration was given to a report of the Director of the Built Environment which was a Combined Options Appraisal to Start Work report as agreed with the Town Clerk's department in respect of Riverside Walk.

The Assistant Director (Environmental Enhancement) provided a brief presentation to the Committee.

During discussion, reference was made to the need for a general upgrade of the area around the platform at the top of the steps from the Riverside Walk to nearby connecting spaces and use of appropriate signage at the junction of the highway and other key locations to deter cycling on the Walkway.

One Member congratulated Officers on their work and commented on the atmosphere of the area during the Olympic and Paralympic period.

### **RESOLVED**

That the project be approved at an estimated cost of £150,000, funded by Transport for London.

### **4.2 Angel Lane Outcome Report**

Consideration was given to a report of the Director of the Built Environment concerning the Angel Lane Environmental Enhancement Scheme which was approved by Members in January 2010.

The Assistant Director (Environmental Enhancement) provided a brief presentation to the Committee.

During discussion, reference was made to the use of granite paving and expressed concern regarding the associated environmental costs from importing this type of material from China. Members were advised that the cost of importing granite from Europe could be up to five times more expensive. Officers did comment that recycled granite was already in use. Officers agreed to consider these concerns as part of a future report.

Reference was also made to the closure of the pedestrian crossing at Swan Lane which the Deputy Chairman agreed to raise at the next London Councils meeting.

Members thanked Officers for the scheme which they were pleased to be informed was delivered under budget.

**RECEIVED.**

#### 4.3 **Silk Street**

*N.B: Jeremy Simons declared a personal interest in respect of this item as a Member of the Barbican Centre Board.*

The Assistant Director (Environmental Enhancement) provided a brief presentation to the Committee.

Consideration was given to a report of the Director of the Built Environment regarding enhancements to Silk Street and the Silk Street and Beech Street Junction, taking forward the delivery of the Barbican Streets and Walkways Enhancement Strategy, in which both projects were ranked as high priorities.

A copy of the Road Safety Audit was requested by one Member. Reference was made to the 153 Bus Stop, and the fact that some Members were concerned about noise made by idling buses. Officers undertook to remind TfL that the City was an idle free zone.

The detailed design and security would be discussed further with the Barbican Centre and the Police would be consulted on security considerations to ensure any necessary measures were addressed now, so that expensive retrofitting would be necessary.

Members were advised that following concerns raised that the consultation processes to date had not resulted in adequate recent resident consultation, the report required an amendment to include a revised recommendation, being that : -

*“Members approved the progression of Option 1 at a cost of £45,000 to be funded from the On Street Parking Reserve; the decision to proceed to*

*Gateway 5 (Authority to Start Works) being subject to Delegated Authority exercised by the Town Clerk, in consultation with the Chairman and Deputy Chairman of the Streets & Walkways Sub-Committee, in light of further consultation with residents and stakeholders”.*

Should the results of the public consultation demonstrate no significant issues, Members agreed that the progression to Gateway 5 under Delegated Authority would be taken as set out above. However should the public consultation highlight any significant issues the scheme would be revised to take those issues into consideration and a revised Gateway 4 report would be put to Members.

It was explained that the public consultation would include an exhibition of the proposals at a location yet to be determined, manned by officers at key times. The results of the consultation would be used to inform the decision to proceed. It was likely that the public consultation would commence approximately 4-6 weeks after approval from this Committee had been granted.

**RESOLVED** : - That the progression of Option 1 at a cost of £45,000 be approved to be funded from the On Street Parking Reserve; the decision to proceed to Gateway 5 (Authority to Start Works) being subject to Delegated Authority exercised by the Town Clerk, in consultation with the Chairman and Deputy Chairman of the Streets & Walkways Sub-Committee, in light of further consultation with residents and stakeholders.

#### **4.4 Resolution from the Policy and Resources Committee (5 July 2012) - Millennium Bridge Area Enhancement Project**

The resolution from the Policy and Resources Committee (5 July 2012) in respect of Millennium Bridge Area Enhancement Project was **RECEIVED**.

#### **4.5 Millennium Bridge**

Consideration was given to a report of the Director of the Built Environment which was a Gateway 3/4 Options appraisal that followed the ‘Streamlined’ process, as agreed with the Town Clerks Department.

The Assistant Director (Environmental Enhancement) provided a brief presentation to the Committee.

Members strongly felt that the full paving option should be pursued immediately, and that cleaning and repairs would be insufficient. Members commented on the high quality of the environment around the Cathedral and along the Riverside and felt that the connecting area should be of a similarly high quality and therefore proposed an amendment to recommendation 2 in the report as follows : -

*“Approve an amended Option 1 at a cost of £475,000, including £350,000 for replacement paving on Millennium Bridge Approach AND approve Option 2a (Paul’s Walk) at a cost of £918,805 (excluding the installation of the play/sports equipment), at a combined estimated cost of £1,393,805 to be funded through the 20 Fenchurch Street, Watermark Place and Riverbank House Section 106 contributions (£1,263,805) and the On-Street Parking Reserve (£130,000), subject to approval of the Authority to Start Work report at gateway 5.”*

Members expressed concern regarding recommendation 4 in the report –

*“Approve that additional staff costs of £10,292 incurred to date be funded from the Riverbank House S106 Agreement.”*

Members were informed that the additional staffing costs had been incurred as a result of reports being re-submitted through Gateway 3/4 which required additional work. There was also additional work around flood risk mapping and advice from the Environment Agency. It was estimated that around half of the additional costs had arisen from each of these two reasons. Members questioned whether the additional costs related to the re-submission of the report should be met from Section 106 monies.

Members approved that the decision as to how the additional staff costs of £10,292 incurred to date, and proposed to be funded from the Riverbank House S106 Agreement should be delegated to the Town Clerk in consultation with the Chairman and Deputy Chairman following referral of the issue to the Planning & Transportation Committee.

**RESOLVED** – That,

1. the progression of Options 1 and 2a to Authority to Start Work stage at a cost of £45,000 (staff costs and fees) to be funded from the 20 Fenchurch Street Section 106 contribution;
2. an amended Option 1 at a cost of £475,000, including £350,000 for replacement paving on Millennium Bridge Approach AND approve Option 2a (Paul’s Walk) at a cost of £918,805 (excluding the installation of the play/sports equipment) be approved, at a combined estimated cost of £1,393,805 to be funded through the 20 Fenchurch Street, Watermark Place and Riverbank House Section 106 contributions (£1,263,805) and the On-Street Parking Reserve (£130,000), subject to approval of the Authority to Start Work report at gateway 5;
3. the design and installation of the play/sports equipment on Paul’s Walk in advance of the main works, funded by the London Marathon Charitable Trust (£34,500) be approved; and
4. for the additional staff costs of £10,292 incurred to date, and proposal that these are funded from the Riverbank House S106 Agreement, be delegated to the Town Clerk in consultation with the Chairman and Deputy Chairman following further consideration of the issue at Planning & Transportation Committee.

5. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**  
**Blackfriars Junction** – A query was raised in respect of Blackfriars Junction. Officers advised Members that following the installation by TfL of signs which prohibited vehicles from entering the lanes leading towards the Embankment for traffic from New Bridge Street and Queen Victoria Street, a team of Officers visited the site and observations around safety had been submitted to TfL. Furthermore, accidents were being monitored closely and a report on the matter would be provided to a future meeting which would include information around the potential removal of the signs, a safety audit and the enforceability of the bus lane.
6. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**  
There were no items of urgent business.
7. **EXCLUSION OF THE PUBLIC**  
**RESOLVED** : – That under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Local Government Act.
8. **NON-PUBLIC MINUTES**  
The non-public minutes of the meeting held on 16 July 2012 were received.
9. **QUESTIONS ON NON-PUBLIC MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**  
There were no questions.
10. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE SUB COMMITTEE AGREES SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED**  
There were no items of urgent business.

**The meeting ended at 1.10 p.m.**

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Chairman

**Contact Officer: Katie Odling**  
**tel. no.: 020 7332 3414**  
**katie.odling@cityoflondon.gov.uk**



# Agenda Item 4a

<b>Committee(s):</b>	<b>Date(s):</b>
Streets and Walkway Sub Committee	15 October 2012
<b>Subject:</b> Blackfriars Junction: Issues Raised by Members and Responses	<b>Public</b>
<b>Report of:</b> Director of the Built Environment	<b>For Information</b>
<b>Ward (if appropriate):</b> Castle Baynard, Farringdon Without, Farringdon Within	
<b><u>Summary</u></b>	
<p>City Officers have reviewed the operation of Blackfriars Junction (the Junction) and it is operating as intended. There is no evidence that the Junction is inherently unsafe.</p>	
<b>Recommendations</b>	
<p>I recommend the Streets and Walkway Sub Committee:</p>	
<p>Note that City Officers are working closely with Transport for London (the Highway Authority for Blackfriars Junction) to resolve issues raised as soon as practicable and that currently the Junction is operating safely.</p>	

## **Main Report**

### **Introduction**

1. This report is in response to concerns raised at the Streets and Walkways Sub Committee on 17 September 2012 with regards to the safety of, and the enforceability of signage, at Blackfriars Junction. The issues City Officers have considered include the:
  - (a) Use of incorrect signage;
  - (b) Loss of the U-turn facility to general traffic at Blackfriars Junction;
  - (c) Narrowness of the right-turn pocket in New Bridge Street;
  - (d) Enforceability of the "bus and taxi only" lane; and
  - (e) Review of road safety audits to date.

## Background

2. The Thameslink Programme (originally known as Thameslink 2000) is a £6 billion project to upgrade and expand the Thameslink rail network to provide new and longer trains and associated supporting infrastructure linking a range of stations to the north and to the south of London. Planning permission was granted in 2006 under the Network Rail (Thameslink 2000) Order 2006 in consultation with relevant local authorities.
3. Blackfriars Station (the Station) has been undergoing major redevelopment since 2009 resulting in a new Thameslink station which spans the river with entrances on north and south banks, and a newly built underground station. A planning condition for the Station required the provision of two new at-grade pedestrian crossings at Blackfriars Junction to facilitate the increased pedestrian movements. Transport for London (TfL) is the Highway Authority for New Bridge Street and Victoria Embankment which forms part of Blackfriars Junction. The City of London (the City) is the Highway Authority for Queen Victoria Street, one of the approaches to Blackfriars Junction.
4. The City, working in partnership with TfL and Network Rail, was actively involved in the redesign of Blackfriars Junction to accommodate the two new at-grade pedestrian crossings. Nine options were developed in a process which culminated in a single option considered operationally acceptable to both Highway Authorities. This option was approved by the Planning and Transportation Committee on 18<sup>th</sup> May 2010 as an "In Principle" Permanent Highway Design.
5. There was significant stakeholder interest and response to the proposed scheme. As a result, amendments were made in early 2011, principally the addition of a southbound cycle lane outside the station and a cycle right turn facility from the Embankment to Blackfriars Bridge. However this did not constitute a significant change to the approved design. The highway around the Station, including the intersection at New Bridge Street and Queen Victoria Street, are now substantially completed in accordance with the approved design. This leaves the highway outside the Station at Blackfriars Passage to be completed.

## **Issues Raised at Blackfriars Junction**

Several areas of potential concern have been examined by City Officers:

### Incorrect Signage

6. Three incorrect traffic sign plates were installed at Blackfriars Junction. These should have had blank faces without red rims. (The signs with blank faces are to highlight the presence of the solid central islands to road users.)
7. In response to the City's concerns, TfL acknowledged their error and replaced the signs with correct signage on 17 September 2012.

### Loss of the U-turn facility to general traffic at Blackfriars Junction

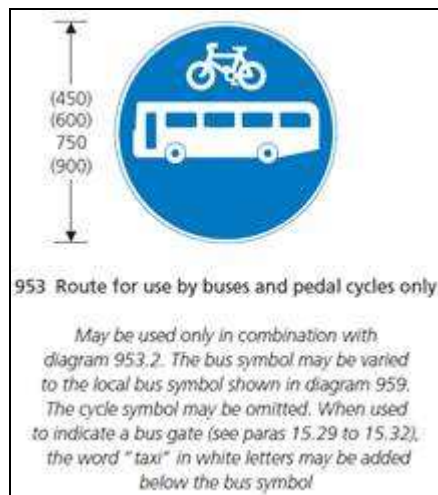
8. There was concern that the removal of the U-turn facility at Blackfriars Junction to general traffic would result in the Temple area being less accessible to southbound traffic from New Bridge Street.
9. This concern has been addressed by the introduction of a right-turn pocket at the junction of New Bridge Street and Tudor Street to enable southbound vehicles along New Bridge Street to access the Temple area without the need to negotiate Blackfriars Junction.

### Right-turn pocket from New Bridge Street (southbound) into Tudor Street

10. Concern was also raised about the narrowness of the right-turn pocket from New Bridge Street (southbound) into Tudor Street.
11. In response to the City's concern, TfL will instruct their safety auditors to consider the narrowness of the right-turn pocket at this location as part of the final Stage 3 safety audit, expected in November 2012.
12. In the mean time, TfL confirms the current arrangement is compliant with the Department for Transport (DfT) guidance on the use of 'ghost islands' as stated in the "Traffic Signs Manual Chapter 5" (page 44), a copy of which is enclosed in Appendix 1. This is a view City Officers agree with.

### "Bus and taxi only" lane at Blackfriars Junction

13. There was concern on the enforceability of the "bus and taxi only" lane as this restriction was only supported by road markings and signage is essential.
14. TfL accept the restriction is currently unenforceable and was a mistake. Additional signage for the "bus and taxi only" U-turn facility is being investigated. The non-standard arrangement of this junction requires careful consideration, however TfL are currently looking at installing TSRGD diagram 953 (slight amendment to the sign shown below) indicating that the route is for buses and taxis only. The proposal is to have a bus symbol with the word "taxi" in white letters below the bus symbol. This proposal is a permitted variant, and will not require DfT approval.



15. Corresponding white road markings reading “buses and taxis only” will be added to the carriageway (currently this reads “buses only”). The new signage and road markings are expected to be completed before the Stage 3 road safety audit.
16. TfL also explored the possibility of installing “box” signals displaying a smaller version of the sign above next to the traffic signals. However, DfT have now advised that this is not permitted and therefore this will not be pursued.
17. TfL has committed to monitoring compliance of the bus and taxi only turning facility to review the need for an enforcement camera at this location. Site observations over the next six months will inform this decision along with feedback from City Officers and the City of London Police.

### **Review of Road Safety Audits To Date**

18. The overall highway design for Blackfriars Junction was safety-audited by TfL (in their capacity as Highway Authority) as follows:
  - Stage 1 (concept design) in August 2010
  - Stage 2 (detailed design) in May 2011
  - Interim Stage 3 (post implementation) in June 2012
19. The final Stage 3 road safety audit and corresponding designer’s response is expected to be undertaken once all snagging works are completed. It is noted that safety issues raised in Stages 1 and 2 have been addressed through the designer’s response, and accepted recommendations have been reflected in subsequent design revisions. A copy of the interim Stage 3 report is attached in Appendix 2 for reference.
20. The City’s Road Safety Officers have reviewed the above audits and the designer’s response. City Officers have also undertaken an inspection of Blackfriars Junction and report as follows:
  - There is broad agreement on problems identified in the safety audits to date. All significant safety issues appear to have been raised and the reports are considered thorough.

- If similar audits were undertaken by the City, these would not materially differ from that already produced by TfL.
  - A further road safety audit by the City would therefore not add any further value, especially in light of TfL's agreement to remedy and/or review issues raised by the City.
  - The designer's response to issues raised appears meaningful and robust. Accepted recommendations are suitably reflected in subsequent design changes.
21. TfL has committed to completing the final Stage 3 road safety audit and designer's response by the end of November 2012.

### **Conclusion**

22. TfL still have to make minor changes to the signage and conduct the final Stage 3 safety audit. The review of documentation and inspection of the Junction by City Officers indicates that the safety of the Junction is adequate. The City of London Policy is not aware of any accidents at the Junction since it was remodelled.
23. City Officers will continue to work with TfL to address issues raised at Blackfriars Junction including those highlighted in this report and any that may arise in the forthcoming final Stage 3 road safety audit.

**Contact:**

*Christine Wong, Project Manager (Contract)*  
*christine.wong@cityoflondon.gov.uk | 020 7332 1511*

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## 7 MAJOR / MINOR JUNCTIONS

### SIMPLE JUNCTIONS

7.1 Figure 7-1 illustrates the layout of simple T-junctions. Guidance on the use of Give Way lines (diagram 1003) can be found in paras 3.14 to 3.23, on warning lines (diagrams 1004/1004.1) in paras 4.12 to 4.26 and on edge lines (diagrams 1009 and 1010) in paras 4.28 to 4.30. Table 7-1 gives details of the warning line, road studs and the minimum number of marks to be used where practicable. This number may not always be achievable on the minor road if this is narrow.

### GHOST ISLAND JUNCTIONS

7.2 Ghost island junctions are usually provided to afford right-turning vehicles some protection and assist free flow of major road through traffic.

7.3 The use of ghost islands on unrestricted rural single carriageway roads can sometimes pose safety problems. Where overtaking opportunities on the major road are limited, the presence of a widened carriageway, albeit with hatched markings, might result in overtaking manoeuvres which conflict with right turns into and out of the minor road. Where this proves to be a problem, consideration should be given to the use of kerbed islands to prevent overtaking and to guide traffic through the junction. Alternatively, double white lines as described in paras 7.11 and 7.12 may be used.

7.4 The through lane in each direction ((c) in figure 7-2) should not be more than 3.65 m wide, exclusive of hard strips, nor less than 3 m. The desirable width of the turning lane (d) is 3.5 m, although this may be reduced to 3 m (but see para 7.5). At urban junctions it can sometimes be advantageous to use a wider turning lane, not exceeding 5 m. This provides some degree of shelter in the centre of the road, helping vehicles turning right from the minor road to make the turn in two separate stages. On rural roads, with speeds above 85 kph (50 mph), or where hard strips are present, widths greater than 3.65 m are inadvisable because wide ghost islands in these situations create a sense of space which could encourage overtaking at hazardous locations. Where space is very limited, a reduced width may be unavoidable. In such cases the width of ghost islands should not be less than 2.5 m, except as described in para 7.5.

7.5 On narrow urban roads it might not be possible to provide full width right-turning lanes. It might still be worth offsetting the main road centre line towards the minor road and using hatched markings to diagram 1040, even if the hatched width is less than 2.5 m. This can create space to help ahead traffic pass right-turning vehicles and make the junction more conspicuous. However, this technique is not appropriate where the speed limit is more than 30 mph, or the carriageway is less than 7.3 m wide. No through lane should be narrower than 3 m.

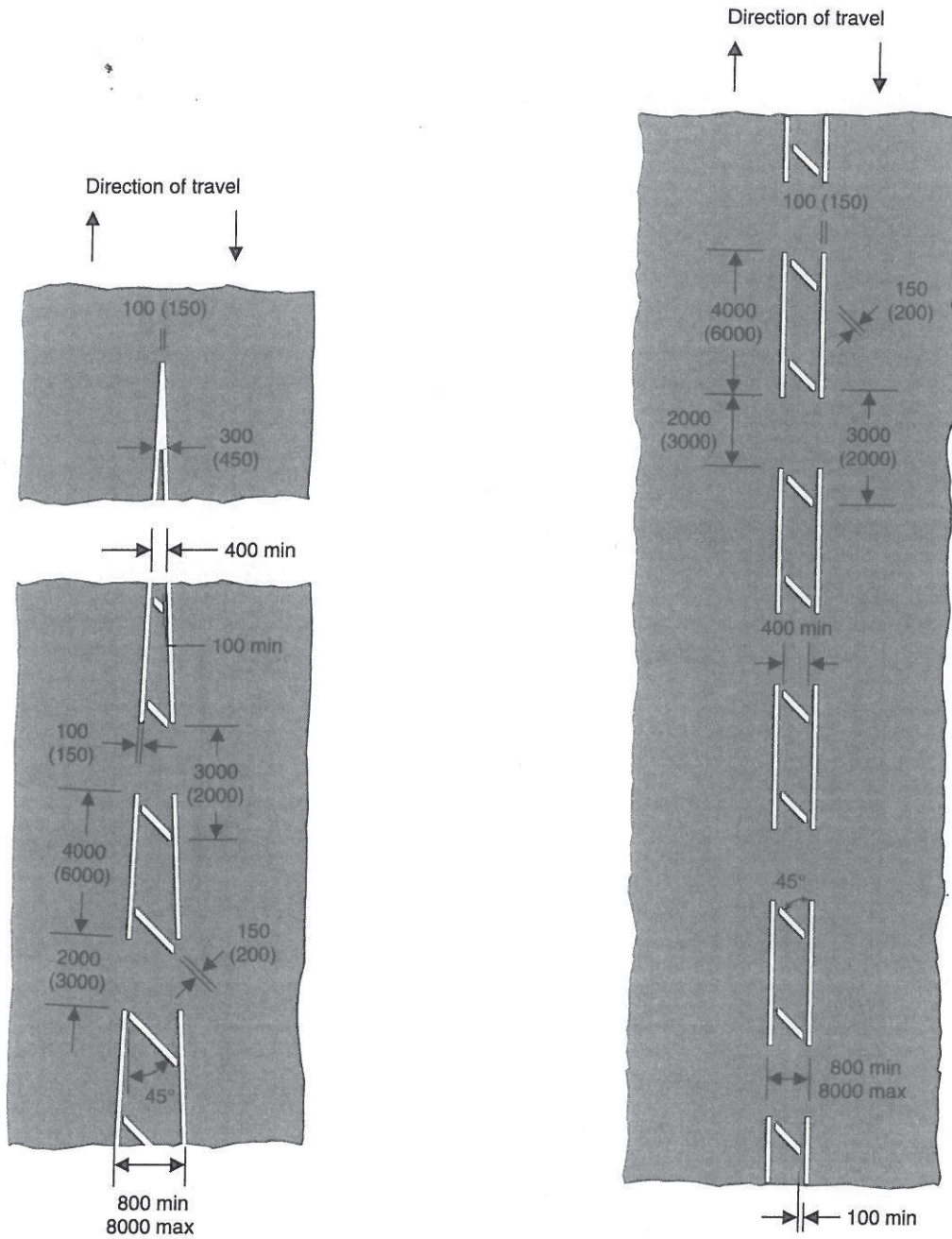
Table 7-1 Warning lines at major/minor junctions on single carriageway roads

Diag No.	Speed limit (mph)	Mark (m)	Gap (m)	Width (mm)	Spacing of studs if used (m)	Minimum number of marks on each approach		
						Speed limit (mph)		
						Over 40	40	30
1004	40 or less	4	2	100 (see note)	6	-	7	5
1004.1	Over 40	6	3	100 (see note)	9	7	-	-

NOTE: The width should be increased to 150 mm if the road is 10 m or more in width with no ghost island.



SCHEDULE 6 ROAD MARKINGS (contd.)



1040

Part of the carriageway which vehicular traffic should not enter unless it is seen by the driver to be safe to do so

1040.2

Length of road along which drivers should not overtake by passing through the marking unless it is seen by the driver to be safe to do so

Item	
1	Regulations: 4, 12(4), 31
2	Directions: None
3	Diagrams: 1014
4	Permitted variants: One of the boundary lines shall be omitted when the marking is placed alongside diagram 1049 denoting a bus lane or cycle lane
5	Illumination requirements: Schedule 17, item 12

Item	
1	Regulations: 4, 12(4), 31
2	Directions: None
3	Diagrams: None
4	Permitted variants: Same as diagram 1040
5	Illumination requirements: Schedule 17, item 12



Transport for London

## **A201 Blackfriars Station Redevelopment**

### **Permanent Highway Layout**

### **Road Safety Audit Interim Stage 3**

**Ref: 1639/000/A201/TLRN/2012**

Prepared for:

**TfL, Traffic**

By:

**Road Safety Audit  
TfL Roads Directorate**

Report Date: **June 2012**

Issue Version: **Interim A**



## Safety Audit Document Control Sheet

Audit Title: A201 Blackfriars Station Redevelopment  
Permanent Highway Layout

Audit Stage: 3

Audit Reference: 1639/000/A201/TLRN/2012

Prepared by: Shane Martin

Checked by: Andrew Coventry

Approved by: David Condon

Version	Status	Date
Interim A	Audit report issued to Client	20/06/2012
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## 1.0 INTRODUCTION

### 1.1 Commission

- 1.1.1 This report results from a Interim Stage 3 Road Safety Audit carried out on the A210 Blackfriars Station Redevelopment, Permanent Highway Layout.
- 1.1.2 The Audit was undertaken by TfL Roads Directorate in accordance with the Audit Brief issued by the Client Organisation on 11<sup>th</sup> June 2012. It took place at the Palestra offices of TfL on 19<sup>th</sup> June 2012 and comprised an examination of the documents provided as listed in Appendix A, plus a visit to the site of the proposed scheme.
- 1.1.3 The visit to the site of the proposed scheme was made on 19<sup>th</sup> June 2012. During the site visit the weather was overcast and the existing road surface was dry.
- 1.1.4 Due to various time constraints and the size of this scheme this Audit has been agreed to be completed as an interim Audit. A police representative and night time visit will be included as part of the full Stage 3 Road Safety Audit, when final works have been completed.

### 1.2 Terms of Reference

- 1.2.1 The Terms of Reference of this Audit are as described in TfL Procedure SQA-0170. The Audit Team has examined and reported only on the road safety implications of the scheme as presented and has not examined or verified the compliance of the designs to any other criteria. However, to clearly explain a safety problem or the recommendation to resolve a problem the Audit Team may, on occasion, have referred to a design standard without touching on technical audit.
- 1.2.2 Safety issues identified during the Audit and site visit that are considered to be outside the Terms of Reference, but which the Audit Team wishes to draw to the attention of the Client Organisation, are set out in section 4 of this report.
- 1.2.3 Unless general to the scheme, all comments and recommendations are referenced to the detailed design drawings and the locations have been indicated on the A3 plan located in Appendix B.

### 1.3 Main Parties to the Audit

#### 1.3.1 Client Organisation

Client Officer: Edward Preedy, TfL – Capital Development Team  
[Edward.Preedy@tfl.gov.uk](mailto:Edward.Preedy@tfl.gov.uk)

Senior Client Officer: Glynn Barton, TfL - Traffic

#### 1.3.2 Design Organisation

Designer: Glynn Barton, TfL - Traffic

#### 1.3.3 Audit Team

Audit Team Leader: Shane Martin, TfL Roads Directorate

Audit Team Member: Andrew Coventry, TfL Roads Directorate

### 1.4 Purpose of the Scheme

- 1.4.1 After the recent completion of Blackfriars Station, the adjacent road layout has been altered to facilitate new pedestrian crossings. The new layout also provided enhanced cycle facilities and urban realm.



## 2.0 ITEMS RAISED IN PREVIOUS ROAD SAFETY AUDITS

Due to time constraints as a consequence of the current Olympics work and the turnaround time required to provide comments before works are finalised, this section has not been completed at this interim stage. It will be completed as part of either further interim audits or the final Stage 3 Audit.

DRAFT



## 3.0 ITEMS RAISED AT THIS INTERIM STAGE 3 ROAD SAFETY AUDIT

### 3.1 CYCLE FACILITIES

#### 3.1.1 PROBLEM

**Location:** A – Approach layouts for cyclists to travel ahead to Queen Victoria Street.

**Summary:** Provision requires cyclists to keep left without a clear route to transition to Queen Victoria Street.

The Audit Team are concerned that the mandatory cycle lanes guide cyclists to the left of the carriageway without any clear route towards Queen Victoria Street. This results in users performing various manoeuvres including crossing three lanes of traffic within a very short section in which other traffic is often changing lanes, increasing the risk of side-swipe type collisions between cyclists and other traffic. Cyclists performing this manoeuvre also ignored the stop lines and crossing facilities in order to 'beat traffic'.

The potential for conflict between cyclists and other traffic is perceived to be significant due to the various manoeuvres that general traffic perform at this location and the short length in which cyclists cross these three busy lanes.

This issue is exacerbated further by the issue raised in 3.3.2 below.

Failure to provide cycle guidance information may increase the potential for confusion and therefore hesitation, increasing the potential for conflict.

#### **RECOMMENDATION**

Provide additional facilities to enable cyclists to access Queen Victoria Street safely.

#### 3.1.2 PROBLEM

**Location:** B – Approach layouts for cyclists to right turn to Victoria Embankment.

**Summary:** Provision requires cyclists to keep left without a clear route to enable the right turn.

Similarly to the above issue (although not witnessed as a significant movement during the site visit) The Audit Team are concerned that the mandatory cycle lanes guide cyclists to the left of the carriageway without any clear route towards Victoria Embankment. The potential for conflict between cyclists and other traffic is increased due to the various manoeuvres that general traffic perform at this location and the short length in which cyclists cross up to three busy lanes.

Failure to provide cycle guidance information may increase the potential for confusion and therefore hesitation, increasing the potential for conflict.

#### **RECOMMENDATION**

Provide additional facilities to enable cyclists to access Victoria Embankment safely.



## 3.2 PEDESTRIAN FACILITIES

### 3.2.1 PROBLEM

**Location:** C – New Bridge Street between Queen Victoria Street and Watergate.

**Summary:** Pedestrian desire line not catered for with controlled crossing facilities.

The Audit Team are concerned that a high number of pedestrians were witnessed crossing at this location without the assistance / protection of a crossing facility. The lack of pedestrian crossing facility at what appears to be a significant desire line increases the risk of conflict as users cross between traffic with an increased risk of being obscured.

The potential for conflict is exacerbated by the busy nature of this area (both pedestrians and vehicles) and the various approaches which vehicles may approach from, sometimes at speed.

#### RECOMMENDATION

Ensure that provision of pedestrian facilities encourages users to safely cross the carriageway. This may include provision of a controlled crossing facility at this desire line.

### 3.2.2 PROBLEM

**Location:** D – Western crossing point between Victoria Embankment and Queen Victoria Street

**Summary:** Pedestrians may not anticipate flowing traffic in lanes 1 & 2 whilst lane 3 is stationary.

The Audit Team are concerned that pedestrians start to cross as they notice lane 3 (ahead for Queen Victoria Street) is held. Although a 'green-man' is not shown, users of the crossing facility anticipate that any approaching vehicles in lanes 1 & 2 will also be held and so attempt to cross. This may lead to an increased potential for conflict as users have a false sense of security and do not anticipate the approaching vehicles not stopping.

It was also noted at this location that the louvres applied to the pedestrian aspects of the signals mean that the green man cannot be seen at mid-points of the eastern tactile paving.

#### RECOMMENDATION

It is recommended that additional measures / alterations are undertaken to clarify when it is safe to cross. This may include the re-phasing of the traffic signals.



### 3.3 JUNCTIONS

#### 3.3.1 PROBLEM

**Location:** E – Queen Victoria Street junction with Blackfriars Bridge

**Summary:** Potential for head on type collisions.

The Audit Team are concerned that the alignment between the ahead lane into Queen Victoria Street and lane 2 exiting Queen Victoria Street are aligned in a way that they could be perceived as leading towards one another. During the site visit various users were hesitant at this location and one user inadvertently travelled the wrong side of the traffic island towards approaching traffic. An increased potential for 'head on' type conflicts may occur as a result.

#### RECOMMENDATION

It is recommended that the layout is clarified to ensure that users do not inadvertently enter the opposing traffic lane. This may include alignment alterations, additional signs and road markings to clarify the intended route.

#### 3.3.2 PROBLEM

**Location:** F – Blackfriars Bridge approach to Queen Victoria Street

**Summary:** Poor lane discipline may increase potential for conflict

The Audit Team are concerned that various vehicles were witnessed during the site visit entering Queen Victoria Street from lane 2 of Blackfriars Bridge which is meant for users continuing left to New Bridge Street. An increased potential for shunt and / or 'side-swipe' type collisions may occur as vehicles performing this manoeuvre have to stop at an unexpected location and then attempt to merge with vehicles in lane 3 entering Queen Victoria Street.

#### RECOMMENDATION

Provide additional lane allocation guidance / information to users approaching Queen Victoria Street from the south.

**End of list of Problems identified and Recommendations offered in this Interim Stage 3 Audit**



#### 4.0 ISSUES IDENTIFIED DURING THE INTERIM STAGE 3 ROAD SAFETY AUDIT THAT ARE OUTSIDE THE TERMS OF REFERENCE

Safety issues identified during the audit and site inspection that are considered to be outside the Terms of Reference, but which the Audit Team wishes to draw to the attention of the Client Organisation, are set out in this section. These issues could include maintenance items, operational issues or existing poor provision. It is to be understood that, in raising these issues, the Audit Team in no way warrant that a full review of the highway environment has been undertaken beyond that necessary to undertake the Audit as commissioned.

Not completed at this interim stage due to time constraints. Will be completed as part of further interim audits and / or the final Stage 3 Audit.

DRAFT





## 5.0 AUDIT TEAM STATEMENT

We certify that we have examined the drawings and documents listed in Appendix A. to this Safety Audit Report. The Road Safety Audit has been carried out with the sole purpose of identifying any feature that could be removed or modified in order to improve the safety of the measures. The problems identified have been noted in this report together with associated suggestions for safety improvements that we recommend should be studied for implementation.

No one on the Audit Team has been involved with the design of the measures.

### AUDIT TEAM LEADER:

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### AUDIT TEAM MEMBER:

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## APPENDIX A

### Documents Forming the Audit Brief

#### DRAWINGS

- Dwg. Y4S00098A/OPTION\_2 Rev.8      Alignment Option 2

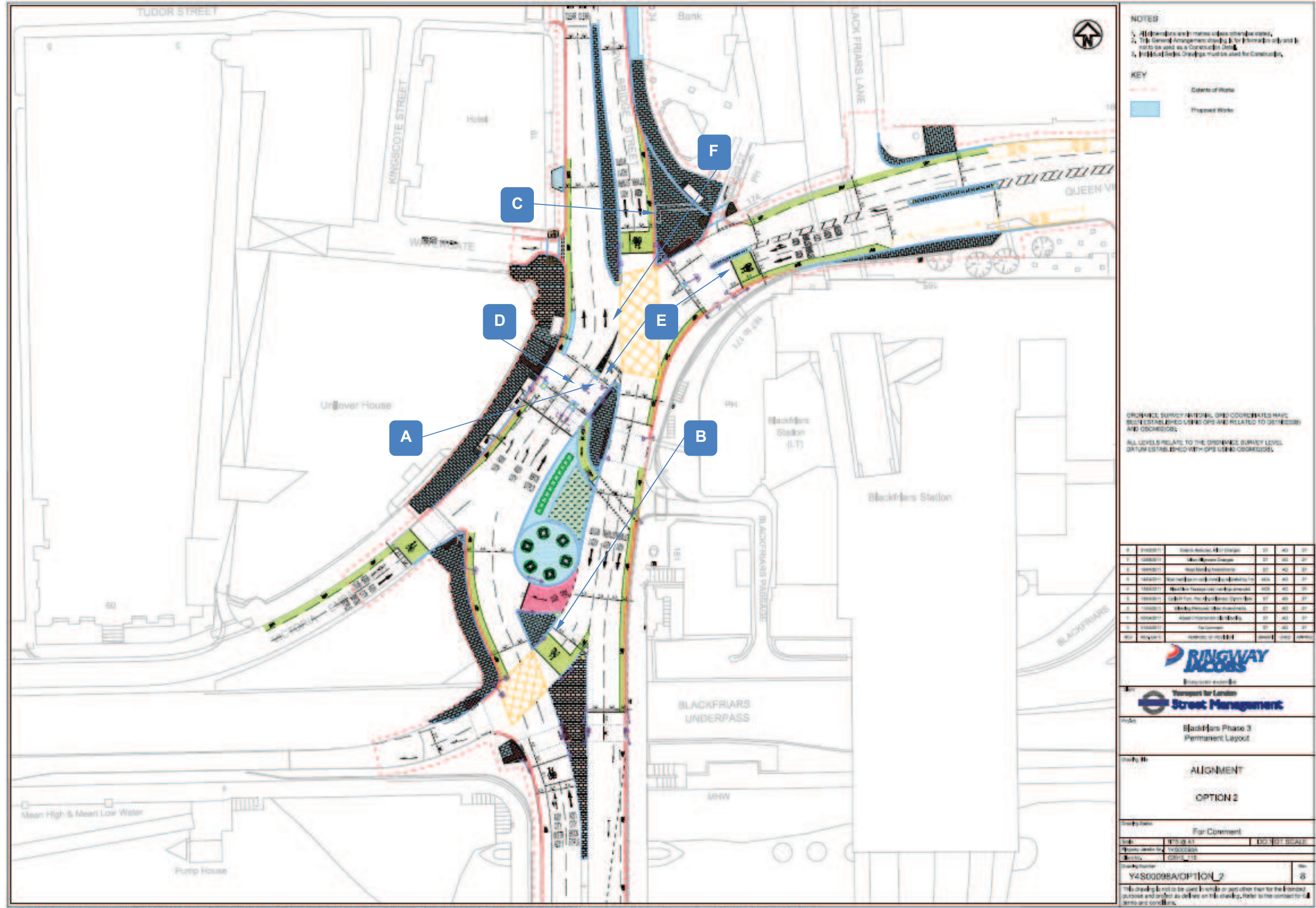
#### DOCUMENTS

- Safety Audit Brief Checklist
- Stage 1/2 Safety Audit Report (1436/000/A201/TLRN/2011) Rev A June 2011
- Stage 1/2 Safety Audit Response Report (1436/000/A201/TLRN/2011) Rev A June 2011



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## APPENDIX B Problem Locations



<b>Committee(s):</b>	<b>Date(s):</b>
Planning and Transportation Streets and Walkways	9th October 2012 15th October 2012
<b>Subject:</b> The Mayor's Road Safety Action Plan for London: 2020	<b>Public</b>
<b>Report of:</b> Director of the Built Environment	<b>For Decision</b>
<b>Ward (if appropriate):</b> All wards	
<p><b><u>Summary</u></b></p> <p>TfL has issued a draft of 'The Mayor's Road Safety Action Plan: 2020' for consultation. Stakeholders are being asked to provide input on specific aspects of the Plan and to submit views and suggestions for improvements.</p> <p>This report summarises the content of the draft Plan and puts forward a suggested consultation response.</p> <p><b>Recommendations</b></p> <ul style="list-style-type: none"> <li>I recommend that you authorise the Director of the Built Environment to respond to the consultation on the draft Road Safety Action Plan for London in accordance with the comments set out in paragraphs 39 to 62 of this report.</li> </ul>	

## **Main Report**

### **Background**

1. TfL has issued a draft of 'The Mayor's Road Safety Action Plan: 2020' for consultation. Stakeholders are being asked to provide input on specific aspects of the Plan and to submit views and suggestions for improvements.
2. This Plan will set the overall London-wide context for the City's own Road Danger Reduction Plan (RDRP) which is in the course of preparation. The RDRP will supersede the City's previous Road Safety Plan 2007, which is now outdated, and will contain a detailed action plan to supplement the broad brush casualty reduction targets in the Local Implementation Plan 2011 (LIP).

### **The Draft Plan**

3. This section summarises the main features of the draft Road Safety Action Plan for London.
4. London has achieved substantial reductions in casualties and collisions over the last decade, including great success in reducing the numbers killed and seriously injured (KSI) and the numbers of reported slight injuries.
5. Relative to the rest of Great Britain, London's road safety record is a good one. The previous casualty reduction targets had an end date of 2010. By this date, the number of people killed or seriously injured in road traffic collisions in the



Capital had fallen by 57 per cent, the number of reported slight injuries by 33 per cent, and the number of children killed or seriously injured fell by 73 per cent compared to the 1994-8 baseline. In addition, London has made strides in reducing fatal collisions.

6. However, the draft Plan acknowledges that this is not a reason for complacency and there are emerging challenges. These include the continuing disproportionate number of pedestrian powered two-wheeler (P2W) and pedal cycle casualties. During 2011, pedal cycle killed and seriously injured casualties increased from 2010 by 22 per cent to 571 (against the background of a significant increase in cycling) and pedestrian killed and seriously injured casualties increased by 7 per cent to 980. Slight casualties have also increased in recent years.

### Approach and outcomes

7. The consultation document has been issued to seek views on the proposed approach for road safety in London to 2020. The approach builds upon the firm foundations of proven interventions, forges new partnerships and, crucially, identifies the need to adopt new and innovative measures. It also recognises the need to target risk by focusing on and tackling the specific road users and behaviours that are over-represented in the casualty data.
8. Looking to the future, the document proposes a new target to reduce the number of people killed or seriously injured in London by 40 per cent by 2020. The Plan considers that this is challenging but achievable, and will help to focus action for TfL and other stakeholders. The proposed new target for London will be based on the aim of reducing killed and seriously injured casualties from a baseline of the 2005-09 average. Achieving this casualty reduction target would result in the number of killed and seriously injured casualties falling from 3,627 to 2,176 by 2020.
9. Road safety efforts rightly focus on the human cost and the personal tragedy of death and injury on our roads, but collisions also have a significant economic cost. Investment in road safety, and its consequent reduction in collisions and casualties, can deliver substantial economic value. In economic terms, the value of preventing the casualties brought about from achieving the KSI casualty reduction target across the period of the Plan is estimated to be more than £1 billion. Over and above this, collisions are also a significant cause of congestion. For all of these reasons, there is a need to continue to drive down the number of people killed and injured on London's roads.
10. To deliver the target reductions, particular attention will need to be paid to the road users who are overrepresented in the casualty figures, in order to focus actions.
  - Walking accounted for 21 per cent of daily journeys, but 35 per cent of KSI casualties in London in 2011.
  - Powered two-wheelers accounted for 1 per cent of daily journeys, but 21 per cent of KSI casualties in London in 2011.
  - Pedal cycles accounted for 2 per cent of daily journeys, but 20 per cent of KSI casualties in London in 2011.

11. A significant focus for road safety activity in London is, therefore, on providing targeted road safety interventions for pedestrians, motorcyclists and cyclists to address their disproportionate casualty rates.

#### Key policy proposals

12. The Plan seeks to improve road safety for these groups and others through 70 actions, designed to reduce road casualties and to improve perceptions of road safety in London. In the document they are described in three broad groups: actions protecting specific road users; actions that reduce risk, and actions that support delivery.
13. The proposed actions draw together to focus on a number of key policy proposals, described below.

#### ***Invest in London's roads to make them safer***

14. Through the work of TfL, the boroughs and other partners, London has sought to lead the way in promoting innovative engineering measures that have, among their many benefits, the potential to reduce casualties.
15. High risk locations will continue to be identified across the road network on the Transport for London Road Network and on borough roads. TfL will work alongside the boroughs to improve their safety by supporting the installation of 20mph zones and speed limits on borough roads where appropriate, and in keeping with the wider functions of the local road network.
16. One key element of TfL's current activity to make London's roads safer is a review of junctions on the existing Barclays Cycle Superhighways and major junctions on the TLRN – the Better Junctions Review. This is considering the safety and wellbeing of vulnerable road users at those locations, and is being steered by a stakeholder group representing the interests of a wide range of road users. TfL intends to deliver the Better Junctions Review, including the implementation of improvements at 50 junctions by the end of 2013 and more thereafter, and learn lessons from it.

#### ***Commit to and improve London's safety camera network***

17. TfL analysis of casualties over a three year period before and after the installation of speed cameras shows that KSIs fell by more than 50% on the roads with cameras. On this basis, London's cameras are estimated to help prevent about 500 deaths and serious injuries each year, targeting locations where speed related casualties occur. TfL is delivering a circa £40 million programme to upgrade wet-film to digital safety cameras on London's roads, ensuring a modern and effective safety infrastructure is in place for the future.
18. TfL will continue to fund the maintenance and enforcement of the safety camera network, including cameras on borough roads, working with stakeholders to ensure this policy remains appropriate. Going forward, TfL will continue to work in partnership with the boroughs and the police to ensure maximum safety benefit is achieved from the safety camera network.

#### ***Actively lobby for improvements in vehicle design and greater innovation to deliver better safety***

19. Improvements to vehicle design and new technology have played a key role in reducing casualties and will continue to do so. TfL will seek to work alongside manufacturers and the EU to influence future vehicle design to continue delivering safety improvements for big cities such as London. This is likely to include London working with manufacturers and the EU to trial innovative new technologies.
20. TfL will also trial and roll out new technologies with the potential to improve the safety of London's roads including the provision of a new digital speed limit map, rolling out blind spot mirrors and promoting the development and widespread take up of detection systems for vulnerable road users.
21. To inform fleet and freight road safety, a report reviewing the construction logistic sector's transport activities in relation to its interaction with cyclists will be published and its recommendations taken forward. TfL will also push for full adoption of Directives 2009/113/EC and 2006/126/EC regarding eyesight requirements for Group 1 and Group 2 drivers (to reduce risks associated with driving for work by improving driver fitness) and lobby the European Commission for safety devices including side guards, proximity sensors and visual aids to be included in 'Whole vehicle type approval' for all new tippers and skip lorries.
22. The Mayor and Commissioner will write to boroughs, developers, and construction companies in London asking them to adopt the TfL / Crossrail safety standards for their operations and suppliers.

***Lobby Government for changes to national regulations to allow the trial of innovative new approaches***

23. Tried and tested approaches still deliver improvements and are central to TfL's approach. Going forward, however, we will need to continue to try new approaches. This is imperative if London is to continue to see a trend of falling casualty numbers.
24. TfL will work with the boroughs to make optimum use of new engineering and traffic management approaches to manage speeds in line with the new, more flexible guidance from the Department for Transport.
25. To innovate, TfL will lobby the Department for Transport on the Traffic Signs Regulations and General Direction (TSRGD) forthcoming revisions encouraging allowances for, and promoting trials of, innovative solutions or the allowance to trial innovative solutions. TfL will push for early publication of the TSRGD revisions.

***Run an ongoing programme of communications campaigns***

26. A programme of road safety campaigns will be developed to address road user groups with a higher likelihood of being involved in a collision. The programme will target vulnerable road users with road safety campaigns and information to increase awareness of the main causes of collisions and to provide advice on travelling safely. Campaigns will be informed by new data sources to enhance campaign design and implementation.
27. Campaigns, such as the London-wide 'Don't let your friendship die on the road' campaign aimed at all 11 to 16 year olds, will be targeted at key audiences.



Road safety curriculum resources for every age group in schools will drive the messages home for younger people.

28. Reviews will be conducted of the campaigns that are run to ensure the thinking is refreshed and is also in line with the research into root causes. TfL will also ensure the road safety marketing materials are made freely available to London boroughs and that boroughs are briefed on forthcoming road safety campaigns.

***Conduct an ongoing research programme to enable the right policies to be developed***

29. New research will be initiated to better understand the factors that increase road user risk on London's roads seeking to design interventions targeting specific risks. Focus areas will cover groups with a disproportionately high number of casualties including pedestrians, cyclists and powered two-wheeler user as well as risks associated with black, Asian and minority ethnic groups, deprivation and work-related road safety.
30. Light will be shed on the causes of collisions resulting in fatal injuries to pedestrians and powered two-wheeler users in London by publishing new research which will be used to guide road safety improvements for those road users.
31. Based on research insights, improved information and analysis best practice will be shared through a programme of continuous professional development to improve the skill of practitioners across London and mobilise their capability.

***Ensure good quality, detailed data is provided to the public and stakeholders on a regular basis***

32. A Road Safety Annual Report will be published to account for progress in casualty and collision changes in London to include pedestrian, pedal cycle, powered two-wheeler and child collision and casualty data. This will be augmented by other research publications on specific topics of relevance to boroughs and other stakeholders.
33. This will ensure Londoners and key stakeholders feel they can understand developments, on an ongoing basis, in London's road safety performance.

***Actively promote understanding of developments and knowledge in road safety with partner organisations***

34. With continuing pressures on financial resources, it is vital that TfL's road safety programmes deliver value for money and that we work even more closely with partners who share the same objective. TfL will also seek opportunities to ensure best practice is highlighted and shared, for example through regular exchange of information and approaches to be held with the boroughs on a sub-regional basis.
35. TfL will also drive forward best practice and knowledge sharing through, amongst other approaches, an annual London road safety conference for boroughs, TfL and other stakeholders.

***Work more closely with partner organisations such as the police, health sector, academia, NGOs, London Ambulance Service, and insurance companies***

36. The consultation document sets out an ambitious programme for which the road safety community can jointly take responsibility and work together to implement. In order to improve knowledge to support delivery of the programme, TfL proposes to share and use data more effectively to both understand and tackle collisions.
37. By working with other public agencies involved with road safety (e.g. London Ambulance Service, London Fire Brigade, Metropolitan Police Service) to develop common best practice in the use of data and the deployment of resources, TfL will seek to maximise harm reduction on the roads.
38. The preparation of the consultation document has been supported by engagement with key stakeholders. This engagement approach needs to continue, and a key proposal to achieve this is the establishment of a new Road Safety Reference Board.

**Suggested response**

General comments

39. The City of London welcomes the draft Road Safety Action Plan (RSAP) as a framework to help coordinate action to reduce casualties on London's roads and believes that it is right that the RSAP focuses on the most vulnerable road users – i.e. those that are over-represented in the casualty data.
40. The draft RSAP outlines 70 key actions but it is disappointing that the vast majority of these are either existing initiatives or areas for further research and development. Neither is it possible to identify which of the 70 actions are expected to have the greatest impact on casualty reduction. It would give the Plan more focus if TfL was able to highlight priority initiatives and any 'big-ticket' ideas which could be pursued jointly with the boroughs to bring about significant improvements.
41. Whilst existing tried and tested measures still have a part to play, it will become increasingly difficult to achieve further significant casualty reductions unless new approaches and solutions are developed. The City had hoped that much of the research which is proposed in the plan would have been undertaken in the course of its preparation, allowing updated research findings and recommendations for innovative measures to be included.
42. The focus of the plan is also diluted because many of the actions are not SMART. In many cases the timescales are vague, there is no indication of relative priority and, critically, there is no indication of how much the actions will cost or where funding will come from.
43. The City acknowledges the need for close liaison with TfL, the police and other stakeholders in order to maximise road safety advancements. Areas where liaison needs to be enhanced include revising the London Cycle Design Standards, if they are needed for any LIP funded schemes, and the Better Junctions Review. It is particularly crucial that any improvements arising from the Better Junctions Review should be designed in close collaboration with the City and other relevant stakeholders to ensure the design adequately meets the

needs of pedestrians, cyclists and other users. The City has yet to see the outputs from the review for junctions within its area. The City is pleased that the Mayor has committed to the London Cycling Campaign's "Go Dutch" standards, including at three flagship sites, and like many other stakeholders will be following with interest what is implemented in practice.

44. The City would like to see within the RSAP more clarity around research outcomes – i.e. what has been shown to work - and for this to be better reflected within the actions. Within the RSAP there is commitment to carry out further research [for example, conducting an ongoing research programme to support the right policies, and running and reviewing an ongoing programme of communications campaigns] and some of the actions do focus on taking this forward. One example is the proposed investigation into pedestrian collision causation factors, although it is suggested that all KSI incidents should be included plus analysis of types of incidents concerning different types of road user together with analysis of contributory factors on both sides. However, the City feels that further conclusive research is needed in some areas. For example, further monitoring of bus lanes for powered two-wheeler (P2W) casualties and collisions with pedal cycles, examining options for re-routing buses away from key cycle routes, assessing the effectiveness of 20 mph zones, and greater understanding of which measures and designs are most effective in improving road-user behaviour. More clarity is needed on what is best practice to support policies, which links to the points made below in relation to vulnerable users.
45. The City welcomes the commitment within the RSAP to support the deployment of new technology and innovation, although this must be rolled out where it is most appropriate and where supported by evidence, linked to the point about research above. Indeed the RSAP and TfL should go further in embracing and implementing new technologies. Specific initiatives supported by the City include introducing intelligent speed adaptation systems – for example, trialling this in TfL and City fleets; rolling out average speed technology in speed cameras; converting speed cameras to enforce 20 mph speed limits; pedestrian countdown technology provided it is targeted at appropriate junctions; and rolling out Trixi mirrors to parts of the City road network where evidence shows there would be a safety benefit.
46. The usefulness of the RSAP could also be enhanced through the inclusion of case studies highlighting good practice and the identification of 'Beacon' authorities where significant improvements in road safety have been achieved.

#### Responses to specific questions

##### ***To what extent do you think this consultation document reflects the road safety challenges currently experienced in London?***

47. The metrics used throughout the consultation document are crucial to setting and understanding the challenge. Casualty rates in Section 3 of the document ("Understanding the Challenge"), are analysed and presented as casualties per 100,000 population in each road user group. However, understanding the risks per kilometre travelled per group might better help to assess where the greatest risks lie. For example, conclusions about which age groups are exposed to the highest risks may be affected by disproportionately high use of particular transport modes by those groups. Recasting the figures in the way suggested

would help to better illustrate the true challenges that need to be addressed by the RSAP.

***How well does this consultation document set the balance between the needs of all of London's road users?***

48. Overall, the RSAP strikes a reasonable balance between the needs of all road users, although please note the comments made below in relation to the problems facing vulnerable road users and relating to groups and stakeholders that should be given stronger recognition.
49. The RSAP focuses on high risk groups and what can be done to change their behaviour to lower the risks they are exposed to, which is positive. However, it is suggested that TfL should make greater use of its red light cameras to tackle red-light running. In addition, there is a need for greater emphasis within the RSAP on campaigns to change the behaviour of drivers and riders of motor vehicles to reduce the number of collisions they have with cyclists and pedestrians. The RSAP's actions should address all dangerous/illegal activities, not just those associated with the commitment within the RSAP to enhance the London safety camera network (i.e. speeding and red-light running). Consideration should also be given to how those travelling from outside London by car or P2W will be targeted with road safety campaigns and messages.

***Are the problems facing vulnerable road users (pedestrians, pedal cyclists and powered two-wheeler riders) addressed sufficiently?***

50. The City considers that more-robust and new measures, over and above what is set out in the RSAP, are needed to reduce casualties to vulnerable users, particularly cyclists and P2Ws. Specifically it is questioned whether there are sufficient new actions – as opposed to continuation of existing actions – to protect cyclists, such as measures to physically separate cycle traffic from motor traffic on busy roads and/or the removal of motor vehicles (or certain classes of vehicle such as lorries or buses) from key cycle routes at busy times.
51. It is acknowledged that the Cycle Safety Action Plan (CSAP) [produced by TfL in 2010] is the place where more detailed actions to take this forward should be set out but, although the CSAP actions are generally wide-ranging and worthwhile the lack of timescales to make them happen is a concern. It is also suggested that the CSAP needs updating because the upward trend in KSI casualties came after the CSAP was written. The City would like to see the RSAP better support local cycling routes, including better integration with the Cycle Superhighways, to create a safer network of useful routes. Local routes such as the London Cycle Network and the London Greenways network are often on quieter roads or are traffic-free and are likely to be more suitable for less confident and inexperienced cyclists, which would support the Mayor's target of a 400% increase in cycling by 2026.
52. One area where improvements for P2Ws can be made is through the Better Junctions Review.
53. The City would wish to see within the RSAP a greater commitment of resources and interventions to reduce pedestrian casualties. For example, there is a need for greater support for training for pedestrian training in schools, as well as cycle training. More specifically greater focus is needed within the RSAP and its actions on reducing pedestrian casualties among the elderly. The forthcoming

Pedestrian Safety Action Plan (PSAP) is welcomed, but it is felt that the overarching Road Safety Action Plan does not contain sufficient pedestrian-specific actions. The City would like to see the PSAP focus on removing barriers to walking and designing better streets where the needs of pedestrians are better recognised.

***What is your view on a London-wide casualty reduction target?***

54. The problem with a generic, London-wide target to reduce the number of killed and seriously injured (KSI) casualties is that – on its own – this single target could mask increased problems among particular road-user groups or in particular geographic areas. The City would therefore support additional targets focused on the most vulnerable road users.
55. The City is concerned at the challenging nature of meeting the 40% target given the significant reductions already achieved and the sense that many of the “easier” gains have already been made, and the limited influence the City has on the TLRN where a high proportion of KSI casualties occur. A continuation of existing approaches is unlikely to bring about the necessary road safety improvements and radical approaches are needed – for example fundamentally rebalancing London’s roads towards more vulnerable users and taking a broader view of transport in London. It is also noted that the baseline of 2005-09 used for the target in the RSAP is at odds with the 2004-08 baseline used by boroughs for road safety targets in LIPs and by DfT.
56. The consultation document acknowledges that boroughs have already set road safety targets focused on more-specific geographic areas in their second round Local Implementation Plans (LIPs). Therefore the City would not support additional sub-London targets. But the key point is that separate pan-London targets to reduce casualties among the most vulnerable road users are needed – pedestrians, cyclists, P2Ws. For example, the way in which progress on casualty reduction among these groups – a key focus of the RSAP and its proposed reporting arrangements – can be adequately assessed needs to be addressed. There is a possibility that the target for a 40% reduction in KSI casualties could be achieved through improvements to transport modes that are already much safer. The RSAP is a key opportunity to embed specific targets and way of thinking for these vulnerable users. The City would also support a London-wide casualty-reduction target for children and, given the current upward trend, a target to reduce slight casualties.

***Are there any road safety issues which you feel are not adequately addressed in this consultation document? What are they and how should TfL address them?***

57. There is little assessment, nor even mention, in the RSAP of Mayoral/ TfL policies that may potentially conflict with protecting the safety of vulnerable groups on the road network. One such example is the “smoothing traffic flow” policy which has the objective of making journey improvements for motorists but may be adding complexity and danger to journeys made by more vulnerable road users. Without full consideration of the road safety implications of broader transport policies, although individual policies and actions in the RSAP may reduce the risks for the most vulnerable users, it is extremely difficult, if not impossible, to weigh up the net effect.

58. The City supports the Fleet Operator Recognition Scheme (FORS) and the planned extension of the work with other operators of goods vehicles to sign up to at least the bronze level of FORS. However, given that approximately one third of road collisions involve vehicles being driven for work, it is suggested that TfL should widen the scheme to encompass work-related driving more generally. An emphasis on promoting “eco-driving” among professional drivers – as well as motor vehicle drivers more generally – would be useful in helping to save money during the recession and protect the environment as well as reduce road danger.
59. There is a need for work to be undertaken to ensure the data relating to collisions recorded by the police is consistent and comprehensive to aid a deeper understanding of why accidents occur and how we can prevent them. It is suggested that the RSAP should include an action covering how the process can be improved. At present the identification of the contributory factors/ categories is subjective. The system was last updated in 2005 and there would be value in TfL working with the police and central government to identify what improvements could be made – for example recording additional factors that may give insight into some of the new challenges we face such as walking or cycling whilst listening to music through headphones. Also the current definition of “serious” casualty covers a broad range of injury severity.
60. Another area which would warrant further research is the interaction between streetworks and road accidents. It would be helpful to establish whether there is a correlation between such works and increased accident rates particularly where changes to road layouts and temporary reinstatements are involved.

***Are there any groups / stakeholders who should be given stronger recognition in this consultation document?***

61. There is also a need for TfL to ensure that it properly involves road user groups in the implementation of the RSAP and its actions. For example, organisations representing vulnerable road users should be included on the proposed Road Safety Reference Board. In addition, representatives from these organisations should be involved in designing communication and educational campaigns, and specific network improvements.
62. In addition to the points made above in relation to the problems facing vulnerable road users, the City would also welcome a stronger focus on mitigating risks for groups exposed to higher risks and/ or interested in taking up walking and cycling than is currently evident within the RSAP. The RSAP’s section on children should also consider specific measures for children most at risk – those at the transition age from primary to secondary schools.

**Corporate & Strategic Implications**

63. The City has a statutory duty, the Road Traffic Act 1988, to promote road safety and ensure that changes to the highway infrastructure are as safe as possible. This duty is achieved through the programme of Education, Training and Publicity and, through the process of design and safety auditing.

64. The City Together Strategy: The Heart of a World Class City 2008 - 2014 sets out a priority to 'encourage walking and cycling safely'. It highlights that there are 'competing interests in road usage' and that 'the number of cyclists is likely to continue to grow, which is to be encouraged'. It also states that the City should 'encourage improvements to transport safety, especially road safety'.
65. The Corporate Plan 2009 - 12 states that we provide excellent services for our community by 'working to ensure the City residents and businesses enjoy an environment which is safe and, as far as possible, free from risks to health and welfare'.
66. The forthcoming Road Danger Reduction Plan will be a key to one of the seven programmes in the approved City of London Local Implementation Plan 2011 ("the LIP"). It will serve, along with the other six programmes, to deliver on LIP objective LIP 2011.3, which is "To reduce road traffic dangers and casualties in the City, particularly fatal and serious casualties and casualties among vulnerable road users".
67. There is no significant negative impact on any of the City's equality target groups.

**Background Papers:**

- Towards a Road Safety Action Plan for London: 2020 (TfL consultation document)
- Road Traffic Casualties in the City – report to Streets and Walkways Committee 16<sup>th</sup> July 2012

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<b>Committees:</b>	<b>Dates:</b>
Streets & Walkways Projects Sub Committee	15 October 2012 16 October 2012
<b>Subject:</b> Globe View Walkway - Opening Up and Enhancing the Riverside Walk	Public
<b>Report of:</b> Director of the Built Environment	For Decision

### Summary

Officers have been exploring options for the Riverside Walkway at Globe View which has been closed since 2003. Due to the need to progress this project, but also to undertake some further internal consultation it is recommended that approval of the Outline Options Appraisal is delegated to the Town Clerk in consultation with the Chairman and Deputy Chairman of Streets & Walkways and Projects Sub Committee. A Gateway 4 – Detailed Options Appraisal will then be submitted to both Committees for consideration.

#### **Recommendations**

It is recommended that approval of the outline options appraisal be delegated to the Town Clerk in consultation with the Chairman and Deputy Chairman of Streets & Walkways and Projects Sub Committee.

### Main Report

#### **Background**

1. The Riverside Walkway at Globe View has remained closed since 2003 due to problems with rough sleeping and fire lighting. These problems are a result of the layout and disconnected nature of the walkway. The enclosed space is unwelcoming due to the enclosed nature and blind corners, and the river is not visible. The walkway currently follows a lengthy diversion via High Timber Street.
2. In 2011, it was agreed that options be developed enable the walkway to be reopened.

#### **Current Position**

3. Officers have been developing options and consultants have been commissioned to address the concerns. As part of this process, officers have consulted local occupiers, residents and Ward Members. Funding to prepare a detailed options appraisal has been identified from TfL, under “Streets as Places”.
4. The TfL funding for project needs to be spent this financial year, and it is therefore important that the project continues to progress. Additionally some further internal consultation needs to take place. It is therefore recommended that approval of the outline options appraisal be delegated to the Town Clerk in consultation with the Chairman and Deputy Chairman of Streets & Walkways and Projects Sub Committee. This would allow the project to continue to progress, and a detailed options appraisal (Gateway 4) then presented to Committee.

### **Corporate & Strategic Implications**

5. The completion of the Riverside Walkway has been identified as a corporate priority. Now that neighbouring sections of walkway are either complete or planned, opening up this section of walkway is of increased importance.

### **Conclusion**

6. Opening up the Riverside Walkway is a corporate priority. The proposed delegation of the outline options will allow the project to continue to progress as required. Detailed options to be reported to Committee in due course.

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# Agenda Item 5

Committee(s):	Date(s):
Open Spaces, City Gardens & West Ham Park Committee	8 October 2012
Streets & Walkways Sub-Committee	15 October 2012
Subject: Queen Elizabeth II Fields	Public
Report of: Director of Open Spaces	For Information
Ward (if appropriate): Castle Baynard	

## Summary

This report provides an update to an earlier report agreed by your Committee on 6 February 2012. In response to the Queen Elizabeth II Fields Challenge, the current flagship project of Fields in Trust, the City Corporation has dedicated two gardens, Tower Hill and the new green space on the former coach park of St Paul's Cathedral, as Queen Elizabeth II Fields. The latter has been named The Queen's Diamond Jubilee Garden in recognition of Her Majesty's Jubilee year celebrations. Tower Hill Garden has attracted grant funding of £10,000 from the London Legacy Fund toward site improvements.

In order to formally celebrate the naming of The Queen's Diamond Jubilee Garden, it is proposed that officers continue to seek ways of funding an unveiling ceremony, either by identifying a specific budget or by linking with another formal event in the immediate area.

## **Recommendations**

### **It is recommended that:**

- the new garden on the site of St Paul's Cathedral coach park is recognised as The Queen's Diamond Jubilee Garden;
- it is noted that The Queen's Diamond Jubilee Garden and Tower Hill Garden have been dedicated as Queen Elizabeth II Fields;
- you agree that officers should continue to pursue opportunities for recognising The Queen's Diamond Jubilee Garden through an unveiling ceremony (or similar) and potential sources of funding identified in conjunction with the Chamberlain.

## Main Report

### **Background**

1. At a meeting of your Committee on 6 February 2012, it was agreed that the new garden at St Paul's Cathedral coach park and the existing, but newly refurbished, garden space at Tower Hill should be dedicated as part of the Queen Elizabeth II Fields Challenge, a scheme that seeks to safeguard recreational spaces across the country as a legacy to celebrate the Queen's Diamond Jubilee and the London 2012 Olympic and Paralympic Games. The Challenge is the current flagship project of Fields in Trust (FiT), one of the charities benefiting from the Lord Mayor's Appeal.

2. Following your agreement at the 6 February meeting, the Deeds of Dedication for both sites were completed and the appropriate forms were returned to the Land Registry, ensuring that these two gardens will be protected in perpetuity.
3. Following consultation with Buckingham Palace, the Cabinet Office and Mansion House, it was agreed that the most fitting name for the new garden south of St Paul's Cathedral was The Queen's Diamond Jubilee Garden.
4. There is a statutory process for the naming and numbering of City streets and spaces, a process which is administered by the Planning team. The necessary consultation was undertaken with the emergency services and a public notice was placed on site for 4 weeks. No objections were received.
5. Enquiries were made to see whether it was possible for the new garden to be officially opened by Her Majesty the Queen, as part of Her Jubilee Year celebrations. Unfortunately Buckingham Palace advised that, due to existing diary commitments, this was not possible.

### **Current Position**

6. Two metal plaques are being provided by FiT in recognition of their Queen Elizabeth II Fields Challenge. An image of what these will look like is attached at Appendix 1. The cost of installing these will be met from your City Gardens local risk budget.
7. A grant was applied for under the London Legacy Fund (available as part of the Queen Elizabeth II Fields Challenge) for improvements to Tower Hill Garden. Notification was received in September confirming that our bid had been successful, and that FiT will provide a grant award of £10,000 to the City Corporation for the thickening of the boundary hedge, lawn reinforcement and natural play equipment at Tower Hill Garden. These improvements will be implemented by the City Gardens Team working with local community volunteers. The grant will be spent in conjunction with Local Area Agreement funding of £5,900 for bulb planting at the same site. All work will be completed by the end of March 2013.
8. An approach has been made through the City Arts Initiative and The Culture, Heritage and Libraries Committee, to place the Hooke Bell - a temporary art installation - immediately adjacent to The Queen's Diamond Jubilee Garden for 6 months. The background to this project is covered in a separate report on your agenda. The art installation is part of a much larger project that has attracted high-profile fund-raising.

### **Proposals**

9. Officers have been investigating alternative ways of recognising the establishment and naming of the new Queen's Diamond Jubilee Garden. The traditional way to recognise this would be through an opening or unveiling ceremony, once the new plaques have been installed. However, unless separate funding can be identified, the only way to achieve this would be by linking the opening ceremony with another event.
10. Should the proposal for the Hooke Bell installation be successful, there may be an opportunity to attract a senior member of the Royal family to the site. It may then be possible to link the opening ceremony of the garden with the launch of this project, subject to negotiation.

11. Should this not be possible, an alternative would be to ask the Lord Mayor to unveil the plaque at this year's Christmas tree lighting ceremony (scheduled for 3 December).

### **Corporate & Strategic Implications**

12. Protecting the City Corporation's recreational spaces for the benefit of residents, visitors and workers, maximising the benefits of the Olympics and supporting a national campaign to safeguard open spaces is in keeping with the Corporate Plan and Open Spaces Business Plan. Increasing the amount of publicly-accessible open space is a key objective of the City of London Open Space Strategy.

### **Financial Implications**

13. If the option of recognising the garden with an official opening ceremony is thought to be beneficial, then any necessary financial provision will need to be identified and sought in consultation with the Chamberlain.
14. The cost of erecting plaques at The Queen's Diamond Jubilee Garden and Tower Hill Garden will be approximately £75 and £50 respectively (the difference reflects the additional work needed to accommodate a plaque at the former). These costs would be met from City Gardens local risk budgets.

### **Legal Implications**

15. The Deeds of Dedication were completed on 8 August 2012 and are in the process of being registered with the Land Registry. They restrict the use of the sites to the purposes specified. They also restrict the disposal of a site, other than as part of an exchange of land that is acceptable to FiT.

### **Conclusion**

16. In response to a national campaign by Fields in Trust, the City Corporation has dedicated two public spaces as Queen Elizabeth II Fields in celebration of Her Majesty's Diamond Jubilee and the London 2012 Olympic and Paralympic Games, ensuring that these two gardens will be protected in perpetuity.
17. One of these sites, formerly the coach park for St Paul's Cathedral, has been named The Queen's Diamond Jubilee Garden. Whilst it would be desirable to recognise this with a formal unveiling ceremony, a way of delivering this has yet to be identified.

### **Background Papers:**

Open Spaces, City Gardens & West Ham Park Committee report: Queen Elizabeth II Fields Challenge dated 6 February 2012

### **Appendices**

Appendix 1 – Queen Elizabeth II Fields Challenge commemorative plaque (image)

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QUEEN ELIZABETH II



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