

Committee(s):	Date(s):
Planning and Transportation Streets and Walkways	9th October 2012 15th October 2012
Subject: The Mayor's Road Safety Action Plan for London: 2020	Public
Report of: Director of the Built Environment	For Decision
Ward (if appropriate): All wards	
<u>Summary</u>	
<p>TfL has issued 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>Recommendations</p> <ul style="list-style-type: none"> 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. 	

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 The RDRP will supersede the City's previous Road Safety Plan 2007, which is now outdated, and will contain a detailed action plan to supplement the broad brush casualty reduction targets in the Local Implementation Plan 2011 (LIP).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 16th July 2012

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