

Committee(s):	Date(s):	
Streets and Walkways	11th December 2012	
Planning and Transportation	15th January 2013	
Subject:	Public	
Road Danger Reduction Plan 2013		
Report of:	For Decision	
Director of the Built Environment		
Ward (if appropriate):		
All wards		

Summary

This report presents a draft version of the City's Road Danger Reduction Plan 2013. Road safety activity over the last decade has made the streets safer for most users but now casualty numbers are rising. The need to make the streets much safer for all means that there is now a need to do something different and significant if the target reduction in casualties is to be met. The key elements of the action plan are:

- Work to improve the safety of 20 junctions, such as Holborn Circus and Bank, and corridors, such as Fleet Street/ Ludgate Hill, during the life of the Plan.
- A programme to improve pedestrian safety by extending the provision of courtesy crossings across the City at points where vehicles turn from major to minor streets.
- A continued programme of enforcement, education, training and publicity with an increased focus on evaluation.
- Utilising a significant % of the Road Safety Team resource to assess the safety of street corridors favoured by cyclists and recommend improvements.
- Better management of the streets, with a clear emphasis on reducing dangers associated with streetworks.
- Investigating the benefits of introducing a 20 MPH limit throughout the City.
- Further data collection and research to assist in targeting future road danger reduction measures where they will be most effective in reducing casualties. This will include commissioning comprehensive pedestrian and cycling movement data.
- Strengthening our current partnership working with the police and establishing a City Road Danger Reduction Partnership
- An annual Member-level meeting to be held jointly with TfL to monitor and drive forward the City's Road Danger Reduction programme and ensure engagement with TfL.

Taken together these measures are intended to deliver the City's agreed casualty reduction targets over the plan period through a combination of delivering safer streets and helping individuals to

become safer users of the streets. Further work is required to develop funding options for implementing the action plan.

Recommendations

I recommend that your Committee agrees to:

1. Approve the Road Danger Reduction Plan in principle;
2. Approve the measures set out for delivery up to December 2014 in Appendix 1; and
3. Receive an annual report setting out future years' delivery plans and reviewing performance.

Main Report

Background

1. The City's previous Road Safety Plan 2007 became obsolete along with its parent plan, the City of London Local Implementation Plan (LIP) 2007, when the new LIP 2011 was approved by the Mayor of London. Although the LIP 2011 sets out high-level policy in relation to road safety, including broad-brush targets around the numbers of road traffic casualties, more needs to be done to set out the City's detailed road safety proposals.
2. The purpose of the Road Danger Reduction Plan (RDRP) is to update the City's road safety proposals and present them in a single document that will fill the policy gap left by the outdated Road Safety Plan 2007. This is supported by the Mayor of London and Transport for London (TfL) who have approved the preparation of the RDRP as a key programme in the City's LIP 2011.
3. The change of title from the previous 'Road Safety Plan' to 'Road Danger Reduction Plan' is intended to reflect the Plan's emphasis on addressing road dangers at source, rather than attempting to keep vulnerable road users out of the way of that road danger through excessive segregation. This change in terminology was an important matter for some of those who made submissions on the draft LIP 2011 and is an important indicator for road safety campaigners and road safety professionals about the City's approach.
4. Too often in the past, attempting to keep vulnerable road users safe has led to inappropriate solutions such as pedestrian guard-railing and "cyclists dismount" signs that blight the streetscape, discourage people from walking and cycling and are often ignored or got around, making them ineffective at reducing danger and improving safety. It is considered that calling the new plan the City's Road Danger Reduction Plan will be appreciated by many as an important indicator of the City's approach to reducing road traffic collisions and casualties.

Current Position

5. Over 300,000 people commute into the Square Mile of the City of London every day, placing a huge demand on the public highways and on public transport. This demand results in congestion for all and contributes to an accident record that needs to be addressed. There has been a huge growth in the number of people cycling within the City. It is predicted that the number of pedestrians and cyclists will continue to grow throughout the life of this Plan.

6. The City has a disproportionately high number of cyclists and pedestrians, involved in collisions compared to the Inner London Boroughs. Pedestrians make up around 26% of all of the City's casualties, compared with a 20% average for Inner London. Cyclists make up around 28% of all of the City's casualties, as against 12% for Inner London.
7. The key target, for London and nationally, is the reduction of casualties where people are killed or seriously injured (KSI). Within London, the vulnerable user groups of pedestrians, cyclists and powered two wheel riders comprise 76% of the KSI total; which is high by national standards. Within the City, the percentage is even higher. 98% of those killed or seriously injured in 2011 were vulnerable users. The casualty situation within the City is unique. Activity over the last decade has made the streets safer for most users but the increase in casualties over the last two years demonstrates the need to make the streets much safer for all. There is a need to deliver something very different and significant if the target reduction in casualties is to be met.
8. The nature of the City, with its relatively narrow highways and huge daily flows of commuters, leads to a street environment that provides a recipe for collisions, especially for these vulnerable users. Street users often call for separation or segregation but the historic evolution of the City's streets means that most of the streets are not wide enough to allow segregation, nor of an adequate and sufficiently regular width to permit a consistent design solution.
9. The streets managed by Transport for London are generally wider and could deliver segregation and more consistent infrastructure. TfL is responsible for 10% of the streets within the City. However, these streets carry approximately 50% of the traffic and account for approximately 50% of the casualties. An analysis shows that the number of KSI casualties is shared equally between the City's and TfL's streets. Pedestrian casualties occur more on the City's streets. Cyclist casualties are shared equally. Powered two wheeler casualties occur more on TfL's streets. It is clear that both Highway Authorities have a significant role to play in reducing casualties within the City of London but that the emphasis for each may be slightly different. TfL has a second key role to play in exercising their powers under the Traffic Management Act in such a way that they allow their own organisation and the City to introduce changes to the highway that are able to deliver significant safety benefits.

The Road Danger Reduction Plan

10. The Road Danger Reduction Plan sets out targets and actions to address the City's road safety issues and to meet the requirements under the Mayor's Transport Strategy. Put very simply, by 2020 the annual number of casualties within the City needs to be reduced by 150 and the KSI casualties need to reduce by 25 from the 2011 situation.
11. The Plan has been prepared in the light of accident analysis and best practice. Its purpose is to reduce casualties and to fulfil the statutory duty of the City to promote road safety under the Road Traffic Act 1988.
12. The Plan sets out the current situation in the City with road safety and casualty numbers, and presents the City's approach and performance against the key road casualty reduction targets. It concludes with an action plan which sets out a prioritised series of short, medium and long term measures.

13. A multi-targeted approach is proposed in which tried and tested measures such as engineering solutions, enforcement and education, training and publicity (ETP) are continued. This will be supplemented by changing the focus of the Road Safety Team such that they spend more time actively monitoring safety on City streets and recommending specific improvements. There will also be a renewed effort to ensure our own operations on street (e.g. streetworks) are being well managed to provide a safe environment and to influence and manage, where possible, the safe use of the highway by others.
14. However, it is envisaged that achieving a significant reduction in casualties will require a more fundamental review of the operation and management of City's streets to reduce risks for vulnerable road users. It is fair to say that the easiest changes to the City's highway infrastructure have been delivered over the past 20 years. These further changes are likely to involve sub-regional and City-wide initiatives such as reduced speed limits, out-of-hours deliveries, restructured bus routes and the provision of high quality strategic walking and cycle routes combined with a corridor based approach to secure improvements at the local level.

Engineering solutions

15. The intention is to work to change 20 junctions, such as Holborn Circus and Bank, and corridors, such as Fleet Street/ Ludgate Hill, during the life of the Plan. There are currently a number of active major schemes which seek to improve road safety at key casualty locations, with a particular focus on major junctions, corridors and gyratories because of concerns about cyclist safety:
 - Strategy consultation is on-going for Bank Junction.
 - Holborn Circus is being prepared for implementation in 2012/13
 - A strategy is being prepared to deal with the key corridor of Fleet Street and Ludgate Hill.
 - TfL officers are reviewing their whole highway network and every Cycle Super Highway to ensure that they are as safe for cyclists as they can be. The programme will encompass some 500 junctions throughout London; including the City
 - TfL and the City are working on a project for Bishopsgate, which accounts for 10% of all casualties in the City.
 - The removal of Aldgate gyratory is a key element of the Aldgate Area Strategy.
 - A study into the feasibility of removing the Newgate Street gyratory will be undertaken in 2013/14.

To give a feel for the scale of this investment it is estimated that the cost of delivery of all these physical measures will be in the region of £40-60 million over the period of the Plan.

16. One further change that appears to have potential to significantly reduce the number of casualties, and their severity, in the short term is the application of 20

MPH to all streets within the City. An important recommendation of the plan is therefore to undertake a full assessment of the costs and benefits of introducing a 20 MPH limit. This could be complemented by finishing the courtesy crossing programme quickly to provide a consistent design approach across the City that reinforces considerate behaviour and reduces speed. Evidence from within London indicates that significant reduction in casualties is delivered when courtesy crossings are introduced.

Behaviour change

17. The overall approach is predicated on reducing road danger through encouraging a positive shift in road users' behaviour – i.e. making the City a more civilised and tolerant place for all users. This will be achieved by a combination of enforcement and ETP initiatives together with physical changes to the street environment to encourage driving, riding and walking behaviours that are appropriate for the City's busy streets. Behavioural factors, such as inappropriate speed, lack of concentration, impairment, intolerance of other road users and bad judgement, are the most common cause of collisions. Therefore, a key aim of the Plan is to reduce the incidence of these behaviours and, where they continue to occur, to reduce their adverse consequences.

The role of the Road Safety Team

18. The activity set out in the previous Road Safety Plan had a heavy slant on enforcement and education, training and publicity (ETP) and a focus on improving major junctions, in the expectation that this would enable the casualty reduction targets to be met. This has not proven to be the case and it is therefore proposed to reduce the ETP programme by 20% and to redeploy the saved resources on safety audits of key cycle corridors and junctions with high levels of casualties. Successful training and enforcement programmes would continue but would be more sharply focussed on high casualty users and locations. We will also be increasingly focussing upon the evaluation of programmes wherever possible to better demonstrate the cost effectiveness of actions taken.

Research and modelling

19. More research will be required to fully understand the reasons behind the conflicts, particularly for cyclists, and make sound recommendations as to the best interventions required to reduce collisions and casualties. There is also a need to improve understanding of the level of existing and likely future pedestrian activity in the City as significantly increased footway congestion is a real possibility with potentially significant safety implications.
20. There is also a need to better understand the primary function of each street so that steps can be taken to manage safety for the primary users. For example, widened footways may be appropriate where pedestrians are the predominant users and it may be possible to move motor vehicles away from key cycle routes at peak times.
21. The action plan therefore includes the following as high priority areas for further investigation:
 - Improved causation data collection and analysis.

- Engagement with TfL's junction review programme.
- Examination of the road safety benefits of a City-wide 20 mph zone
- Examination of the road safety benefits of peak time priority routes for pedestrians and cyclists
- Development of a pedestrian database and model to allow forecasting of future pedestrian activity and the testing of potential improvement measures such as pedestrianisation schemes and wider footways.

Partnering

22. In order to drive forward the desired reduction in casualties, it is recommended that an annual Member-level City Road Danger Reduction meeting be held that would include representatives from the City (Planning & Transportation and Police Committees) and TfL. The role of the meeting would be to monitor and challenge progress, foster partnership working and to keep the RDRP under review and updated as necessary. It is anticipated that officers from the City, the City Police and TfL would report on activity and outcomes for the preceding 12 months and submit a programme of action for the next 12 months. Close engagement with TfL is important because the TLRN accounts for approximately 50% of casualties within the City and because TfL is the primary source of funding for highway and transport schemes within the City. As such the City and TfL have a shared responsibility for devising and implementing appropriate measures to meet the Mayor's casualty reduction targets.
23. Close cooperation with the City Police is also very important given the overlapping responsibilities for enforcement and ETP activity. It is therefore proposed to also establish an officer led Road Danger Reduction Partnership to meet on a quarterly basis and include the City Police, TfL and other interested parties (e.g. the London Fire and Civil Defence Authority) and be chaired by the City Corporation. This proposal is under current discussion with the City of London Police management.

The Action Plan

24. The action plan focuses on a limited number of key initiatives for implementation in the short term (to December 2014) and for which funding is available either from local risk budgets or externally such as from TfL. It also includes the medium term (to December 2017), and the longer term (up to 2020 and beyond). The Plan concentrates on 'big ticket' actions which have the potential to deliver significant change. It will be reviewed on an annual basis and updated as necessary to take account of progress and any changed circumstances that may arise during the Plan period.

25. The action plan is summarised in the table below.

	Action	Expected outcome	Timeframe
	Short term (to December 2014)		
1.	Refocus Road Safety team to conduct safety monitoring of streets within the City to identify danger hotspots and possible remedial measures.	Safer streets	2013
2.	Investigate 20 mph speed limit/zone	Safer streets and people	2013
3.	Implement 20 mph speed limit/zone (depends upon the outcome of 2 above)	Safer streets and people	2014
4.	More focussed and evidence based enforcement/ETP activity, with a strong emphasis on cyclists, those on foot and motorcyclists. To include a cost benefit analysis based upon the promotion of safer cycling in Cheapside.	Safer people	ongoing
5.	Investigation and development of measures for implementation in the medium and longer term, including better data collection and analysis, development of a pedestrian model and commencement of a programme of street auditing looking first at junctions with high casualty rates and at least one key cycle route across the City.	Safer streets	2013
6.	Implement approved engineering measures; both large and small – e.g. Holborn Circus, 2-way cycling, advance cycle stop lines.	Safer streets	2014
7.	Review management of road works, temporary reinstatements and construction sites, including road safety elements of the Considerate Contractors scheme; to deliver better safety outcomes.	Safer streets	2013
8.	Review the safety aspects of the operations and contracts undertaken using vehicles within the City, ensuring that all drivers are trained in relation to cycle safety and the fleet is fitted with appropriate safety measures such as reverse cameras, audible warning, and 'fresnel' mirrors.	Safer people	2013
9.	Engagement with TfL to secure improvements on the TLRN and to lobby for the optimisation of signal timings to improve road safety	Safer streets	2013
10.	Hold annual Member-level City Road Danger Reduction meeting with TfL.		2013
11.	Strengthen work with the City Police at an operational and strategic management level.		2013
	Medium term (up to December 2017)		
12.	Continued enforcement and ETP activity	Safer people	ongoing
13.	Continue investigation and development of measures for implementation in the longer term, including continued review of major junctions, gyratories and key cycling corridors	Safer streets	
14.	Implement measures from TfL junctions review	Safer streets	2016
15.	Implement measures from Area Strategies and the review of dangerous junctions and streets. e.g. Aldgate and Bank junction improvements and the Fleet Street to St Paul's corridor. Seek to remove all gyratories within the City.	Safer streets	2017
16.	Complete the universal courtesy crossing programme.	Safer	2015

		streets	
17.	Prepare streets for major transport projects such as Crossrail and Bank Station upgrade ensuring street design mitigates risks associated with pedestrian congestion.	Safer streets	2017
	Long term (up to 2020 and beyond)		
18.	Continued enforcement and ETP activity	Safer people	ongoing
19.	Continued implementation of safety related measures identified in Area Strategies and LIP programmes	Safer streets	2020
20.	Change the streets to provide increased priority and safety for pedestrians and cyclists, once Crossrail has opened.	Safer streets	2020

Consultation

26. The Plan has been developed taking account of the expressed views of a wide range of range of stakeholders. The Road Danger Reduction Plan is a non-Statutory document and, as such, officers propose that the Plan be adopted in principle now; so that resources can be targeted immediately towards achieving the desired outcome of reducing casualties.
27. The City of London Police have been consulted in the preparation of the Plan and this report.

Corporate & Strategic Implications

28. 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.
29. 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'.
30. 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'.
31. The Road Danger Reduction Plan is key to one of the seven programmes in the approved LIP 2011. 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".
32. There is no significant negative impact on any of the City's equality target groups.

Implications

33. Preparation of the Road Danger Reduction Plan and the delivery of the schedule of short term actions (with the exception of implementing a 20mph zone) can be met within existing budgetary and staff resources (Local and

Strategic Transport Planning) although the extent of the programme under each action heading will vary dependant upon the resources available .Therefore the detail of each years proposed programme will be reported annually to Committee for agreement.

34. The action plan is relatively high level and many of the medium and long term proposed work streams, in particular, have not been fully costed. Some of the actions will be funded from existing budgets but it is clear that additional funding will be required to fully implement these measures and further work will be undertaken to provide cost estimates and identify potential funding sources. These might include S106 contributions, the Community Infrastructure Levy (CIL), EU funding, private sponsorship or most likely utilise the City's On-Street Parking Reserve; which can be used to change the highway and traffic infrastructure and, deliver the Mayor's Transport Strategy.
35. Much of the funding from TfL for 2013/14 (circa £1M) will deliver on the safety agenda. However, additional sources of funding may need to be sought to undertake surveys, produce publicity and guidance materials, and, not least, to implement any road danger reduction schemes or initiatives that may be developed. Funding for the junctions and corridors activity is likely to total some £40M to £60M over the life of the Plan. It is expected that most of this will be funded from external sources; such as contributions from developments and from Transport for London. Full implementation will necessarily be subject to the funding constraints and priorities, both within the City of London Corporation and of other funding partners, such as Transport for London and each proposal contained within the Plan will need to be evaluated in the normal way, according to the City's project management arrangements, Standing Orders and Financial Regulations.
36. Subject to Members approving the Road Danger Reduction Plan in principle a further more detailed report would be prepared setting out the detailed delivery plan for 2013/14.

Background Papers:

- Towards a Road Safety Action Plan for London: 2020 (TfL consultation document)
- The Mayor's Road Safety Action Plan for London: 2020 – report to Planning and Transportation Committee (9/10/12); Streets and Walkways Committee (15/10/12)
- Road Traffic Casualties in the City – report to Streets and Walkways Committee 16th July 2012
- Transport for London Funding 2013/14 – report to Planning and Transportation Committee (September 2012)
- Effect of Side Raised Entry Treatments on Road Safety in London, London Road Safety Unit, Research Summary No 9 - June 2007

Appendices

- Draft Road Danger Reduction Plan 2013
- The supporting technical document will be available in the Members' reading room or on request from the contact below.

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