

<b>Committee(s)</b>	<b>Dated:</b>
Audit & Risk Management Planning & Transportation	5 October 2021 5 October 2021
<b>Subject:</b> CR20: Road Safety Risk deep dive	<b>Public</b>
<b>Which outcomes in the City Corporation's Corporate Plan does this proposal aim to impact directly?</b>	1. People are safe and feel safe
<b>Does this proposal require extra revenue and/or capital spending?</b>	N
<b>If so, how much?</b>	N/A
<b>What is the source of Funding?</b>	N/A
<b>Has this Funding Source been agreed with the Chamberlain's Department?</b>	N/A
<b>Report of:</b> Executive Director Environment	<b>For information</b>
<b>Report author:</b> Bruce McVean	

### Summary

The CR20 – Road Safety Risk was revised in 2019 to ensure the Effect better described the true impacts of collisions, including the potential for physical and mental harm for those involved in collisions and their associates. The Cause was updated to reflect the adoption of the City of London Transport Strategy.

The current risk rating is unchanged from 2019. Impact is 8 Extreme. This reflects the potential for death or serious injury from road traffic collisions and associated impacts. Likelihood is 3 Possible. While the City Corporation has adopted a bold approach to delivering Vision Zero it will be several years before the projects and initiatives outlined below are fully delivered.

The City of London Transport Strategy (adopted May 2019) sets out proposals to apply the safe systems approach and the principles of road danger reduction to deliver Vision Zero. The City Corporation has committed to eliminate death and serious injuries on the City's streets by 2040.

Measures to deliver Vision Zero and reduce road danger are being delivered across four themes: Safer streets; Safer speeds; Safer vehicles; and Safer behaviours. An update Road Danger Reduction Plan is currently being developed through the Road Danger Reduction Partnership, which is made up of the City Corporation, City of London Police, London Fire Brigade and London Ambulance Service.

### Recommendation(s)

Members are asked to note the report.

## **Main Report**

### **Background**

1. The CR20 – Road Safety Risk was created in 2015. In 2019 it was revised to ensure the Effect better described the true impacts of collisions, including the potential for physical and mental harm for those involved in collisions and their associates. The Cause was updated to reflect the adoption of the City of London Transport Strategy.
2. The primary mitigation for this risk is delivery of the City of London Transport Strategy (adopted May 2019). The Strategy sets out proposals to apply the safe systems approach and the principles of road danger reduction to deliver Vision Zero.
3. Through the Transport Strategy we have committed to eliminate death and serious injuries on the City's streets by 2040. Interim targets are currently being reviewed as part of a wider review of the Transport Strategy. The Transport Strategy review is due to complete in spring 2023. The updated targets will reflect changes to the way the City of London Police (CoLP) record collisions (as outlined in paragraphs 8 and 9) while maintaining an ambitious trajectory towards achieving Vision Zero.
4. Measures to deliver Vision Zero and reduce road danger are delivered across four themes:
  - Safer streets - redesigning streets to reduce the likelihood and severity of collisions
  - Safer speeds - reducing the speed of vehicles to decreases the likelihood of a collision and the severity of injury in the event of one
  - Safer vehicles – promoting and championing measures to encourage the use of safer motor vehicles
  - Safer behaviours – encouraging all users of the City's streets to travel safely
5. Applying the safe system approach and the principles of road danger reduction means:
  - Being proportional in our efforts to tackle the sources of road danger, focussing on those users of our streets who have the greatest potential to harm others due to the size and speed of their vehicle
  - Recognising that people will always make mistakes and that collisions can never be eliminated. Our streets must therefore be designed, managed and used to cater for an element of human error and unpredictability
  - Reducing vehicle speeds on our streets to minimise the energy involved in collisions and protect people from death or injury
  - Seeking to reduce slight injuries and fear of road danger alongside the principal focus on eliminating death and serious injuries

### *Casualty figures and analysis*

6. Casualty figures for the last five years are set out in Table 1. Prior to 2018, the number of people killed or seriously injured on the City's streets was relatively stable, at approximately 50 people a year. Higher figures for serious injuries were recorded in both 2018 and 2019, alongside reductions in the number of slight injuries. The total number of casualties for these years has remained relatively consistent with previous years.
7. Significantly lower casualty figures for 2020 are likely to be a result of Covid-19 related impacts on traffic levels and the number of people using the City's streets.

Year	Fatal	Serious	Slight	Total
2016	2	49	354	405
2017	2	52	312	366
*2018	1	81	231	313
2019	1	75	267	343
2020	0	41	87	128

**Table 1: City of London casualty data 2016 - 2020**

\*In October 2017 CoLP changed reporting practices, see paragraph 8 for details.

8. Changes to the data recording methodology used by CoLP may explain the increase in serious injuries and corresponding reduction in slight injuries. In October 2017 CoLP changed reporting practices, from using paper Stats19 forms at the scene of the collision that were interpreted into the CRASH injury list later by police back office staff, to using the Pronto mobile application. This change included the reclassification of injuries between slight and serious but should not impact the total number of collisions reported. A similar pattern was observed when the Metropolitan Police changed their approach to recording casualties.
9. We now have two years of full data since the change, which effectively sets a new baseline. The target to reach Vision Zero by 2040 remains unchanged, however we will review the interim targets in consultation with TfL as part of the review of the Transport Strategy.
10. An analysis of the location, pattern and nature of collisions is being commissioned to identify future measures to reduce collisions and casualties.

### **Mitigating actions**

11. Current actions to deliver Vision Zero and mitigate the CR20 risk are summarised below.

### *Road Danger Reduction Partnership and Plan*

12. The Road Danger Reduction Partnership is made up of the City Corporation, City of London Police, London Fire Brigade and London Ambulance Service. The Partnership meets on a quarterly basis. The terms of reference of the partnership

are to ensure effective communication and develop and implement a Road Danger Reduction Plan, including joint campaigns to promote safer behaviours.

13. A senior officer strategic oversight group will review and agree the RDR Plan and review progress of actions, meeting on a biannual basis. This will bring a wider view of funding, priorities and available resources to ensure a deliverable plan that meets priorities.
14. The first Road Danger Reduction Plan was adopted in 2018 and is currently being reviewed with the aim of adopting a revised plan in 2022. The revised plan will reflect and be balanced against the shape and strength of the City's post-Covid-19 recovery. The plan will then be updated on an annual basis and act as a supporting document to the Transport Strategy.

### *Safer streets*

15. Reducing road danger is a consideration in all City Transportation projects. Current projects to deliver safer streets include:
  - All Change at Bank: Proposals to deliver further changes at Bank junction are at an advanced stage of development. These proposals will deliver additional road safety benefits by providing more space for people walking, reducing crossing distances, improving facilities for people cycling and simplifying the junction. Subject to final Committee approvals, these are expected to be delivered by mid-2023.
  - St Paul's Gyratory: This project to transform the streets and public realm on the gyratory between the Museum of London Rotunda and St. Paul's Underground station has been restarted. This is a priority safer streets location in the Transport Strategy.
  - Moorgate: Work is progressing on improvements to the Ropemaker Street/Moorgate junction. Further work, including potential improvements to the London Wall/Moorgate junction, is currently paused while we await clarity on post-Covid-19 traffic levels before proceeding.
  - Pedestrian Priority Programme: A City-wide programme to widen pavements and give more priority to people walking. The first phase is focussed on reviewing and potentially retaining the temporary improvements delivered as part of the Covid-19 transport response.
  - City cycle network: The Transport Strategy includes a proposal to create a network of safe and attractive routes for cycling in and through the City. Feasibility work on the first phases (Aldgate to Blackfriars and Cycle Superhighway 1/Wilson Street to Monument) of the network is underway.
  - Healthy Streets Minor Schemes: A City-wide programme of smaller-scale (typically <£50k each) schemes which will reduce road danger, make streets more accessible and deliver improvements for people walking and cycling.
  - Healthy Streets Plans: A Healthy Streets Plan for the City Cluster has been developed and proposals for Leadenhall and St Mary Axe are progressing. Plans for Fleet Street & Temples and Barbican & Smithfield areas are in development. These plans will identify opportunities to deliver safety and

other improvements to enhance the experience of walking, cycling and spending time on-street.

16. In addition to delivering change on City Corporation managed streets we work with TfL to support their safer streets projects on the Transport for London Road Network (TLRN). This includes exploring the potential to retain (in current or a modified form) the temporary changes to the Bishopsgate/Gracechurch Street corridor, delivered as part of TfL's Covid-19 response. We are expecting any permanent scheme to also identify improvements to the Bishopsgate/Wormwood Street/Camomile Street junction and to Monument junction. We are also continuing to press for a pedestrian crossing on Upper Thames Street at Puddle Dock, although this seems unlikely to be delivered in the short-term due to funding constraints.

#### *Safer speeds*

17. 15mph speed limit: A request for in principle support for a 15mph speed limit will shortly be submitted to the Secretary of State for Transport. If this is agreed, we will begin work on an experimental traffic order (ETO) to introduce a City-wide 15mph limit, with the aim of having this in place before the end of 2022. The implementation of the ETO will follow revised sign off processes introduced as part of the lessons learnt from the Beech Street zero emission scheme ETO.

#### *Safer vehicles*

18. We are continuing to promote the use of safer vehicles through fleet accreditation schemes, such as the Fleet Operator Recognition Scheme (FORS), and other industry standards, such as Construction Logistics and Community Safety (CLOCS). The City Corporation's own fleet is accredited to FORS Gold standard.
19. We have an award within the Considerate Contractors scheme for safe transport. This includes consideration of all site crane and vehicle movements with regard to passing traffic, including people walking and cycling; and a requirement for all walking routes to be kept safe and easy to use for all.
20. The City Corporation is participating in the London trial of rental e-scooters. This trial will help us to better understand how e-scooters can be used safely in the Square Mile and inform future policy on and management of e-scooters. The trail includes a series of steps to ensure that anyone using a rental e-scooter rides safely and follows the rules of the road as well as guidance from the rental operator.

#### *Safer behaviours*

21. The delivery of campaigns and engagement activities was severely limited during the Covid-19 pandemic and is likely to remain limited for the remainder of the current financial year.
22. In partnership with TfL we have continued to deliver cycle training, including virtual training developed to support people who are new or returning to cycling.

We also deliver an innovative training programme for cargo cycle riders which has been taken up by construction industry firms and some facilities managers.

23. A new programme of education and engagement activities to be launched in March 2022 will be developed by the Road Danger Reduction Partnership and is likely to include:

- A relaunch of the Be Brake Ready campaign, highlighting the crowded nature of the City's streets the need for people driving and riding in the Square Mile to be ready to stop.
- Safer City Rider campaign, encouraging safe riding by motorcycle and moped riders
- Safer cycling campaign, encouraging people to cycle safely and considerately. This will be complemented by cycle training for City residents and workers
- Continuing to use the Active City Network to engage with City businesses and their employees

24. Alongside City Corporation campaigns and engagement, we will continue to support the CoLP's education, engagement and enforcement activities and TfL's engagement and campaigns.

#### *Planning and development*

25. New developments and associated growth in people using the City's streets has the potential to increase the risk of collisions. At a strategic level, the Transport Strategy seeks to support and facilitate development and growth by changing the way streets look, feel and function. This includes measures to provide more space and priority for people walking, to enable more people to cycle and to reduce motor traffic.

26. The planning process provides the opportunity to reduce road danger by improving and relieving pressure on the public realm. In new developments, more space is delivered for walking and cycling, including the provision of new routes, new crossings and the removal of pinch points as part of s278 agreements. These measures relieve pressure on the existing pavement, in line with draft City Plan 2036 Policy AT1 and SA2. Major referable schemes are required to do an Active Travel Zone (ATZ) assessment as part of their Transport Assessment. The ATZ assessment should summarise the key walking and cycling routes to the site, and identify any unpleasant or potentially unsafe locations, which is used to inform the scope of the s278 works or s106 obligations.

27. In line with draft City Plan 2036 Policy VT2, we require new developments to service outside of peak times. In line with draft City Plan 2036 Policy VT2 and London Plan Policy T1, we require new developments to use off-site consolidation centres to reduce the number of delivery vehicles. For example, 22 Bishopsgate has recently issued a press release to show their consolidation centre has reduced predicted deliveries from 1,300 to just 50 per week. Management plans are also negotiated for developments to avoid congestion on pavements, for example outside pubs or viewing galleries.

28. In addition, the City's world leading Wind Microclimate Guidelines introduces guidance to address safety for people cycling. Tall buildings are required to submit wind assessments, to ensure developments do not increase wind levels on walking and cycling routes, particularly sudden speed up ratios of wind, especially around junctions.

## **Resourcing**

29. Major safer streets investment is largely funded through the City Corporation's capital programme, with additional funding from TfL programmes (such as cycling or Liveable Neighbourhoods) and developer contributions (s106 and s278). Capital bids have been submitted for funding from 2022/23 for St Paul's Gyratory, for delivery of projects identified in the Barbican & Golden Lane Healthy Streets Plan and for Beech Street. The Gateway 1-2 for the Barbican & Golden Lane Healthy Streets Plan is on the agenda for the next Streets & Walkways Sub-Committee (12 October 2021).

30. Healthy Streets Minor Schemes and campaigns and engagement activities are primarily funded through TfL Local Implementation Plan (LIP) grant funding. These funds have largely not been available in 2020/21 and 2021/22 due to Covid-19 impacts on TfL's finances. We expect to receive at least a portion of our usual LIP funding in future years and this will be prioritised for road danger reduction projects and activities. A capital bid has been submitted for a contingency fund to deliver minor schemes in the event of TfL funding not being available.

## **Current and target ratings**

31. The current risk rating is unchanged from 2019. Impact is 8 Extreme. This reflects the potential for death or serious injury from road traffic collisions and associated impacts.

32. Likelihood is 3 Possible. This reflects the probability that a fatality is possible while mitigation measures are being implemented and as the number of people travelling on the City's streets increases with the post-Covid-19 return of workers and visitors. The City Corporation has adopted a bold approach to delivering Vision Zero, but it will be several years before the projects and initiatives outlined above are fully delivered. The pace of delivery of these and future actions may also be impacted by resource constraints.

33. The target risk rating is currently 8 and 2, with the target date extended from 31 March 2022 to 31 March 2023. This target date aligns with the timetable for the review of the interim Vision Zero targets as part of the wider Transport Strategy review. It will be assessed again once that review is completed. A lower rating is not considered achievable in the medium term. This reflects the very significant change required to completely avoid the risk of a fatality occurring on the City's streets and the length of time required to deliver that change.

## **Conclusion**

34. The City Corporation is committed to delivering Vision Zero and eliminating death and serious injury on the City's streets by 2040. Interim targets are currently being reviewed as part of a wider review of the City of London's Transport Strategy. This is due to complete in spring 2023. A comprehensive programme of projects and activities to deliver Vision Zero is currently being implemented, this includes working with TfL to deliver improvements on the Transport for London Road Network.

## **Appendices**

- Appendix 1: CR20: Road Safety Risk

## **Background Papers**

- [City of London Transport Strategy](#)

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