

Report for: Cabinet – 18 April 2023

Title: Road Danger Reduction Investment Plan for 2023-24

Report authorised by: Barry Francis, Director of Environment and Resident Experience

Lead Officer: Ann Cunningham, Head of Highways & Parking
Ann.cunningham@haringey.gov.uk

Ward(s) affected: All

**Report for Key/
Non-Key Decision:** Key Decision

1. Describe the issue under consideration

- 1.1. To consider the proposed investment in the road danger reduction programme for 2023/24 and to note the progress made against the overall Road Danger Reduction Action Plan during 2022/23.

2. Cabinet Member Introduction

- 2.1. Last year, I brought to Cabinet the Road Danger Reduction Action Plan and Investment Plan for 2022/23. This was the first time in my role as Cabinet Member that we approved our own capital budget dedicated to tackling road danger reduction and helping us on the journey to achieve Vision Zero, which is to eliminate all deaths and serious injuries on our roads by 2041.
- 2.2. The Action Plan set out the overarching approach to improve road safety through the “Safe Systems” approach. This means that road safety is looked at holistically through road design, building and maintaining our road network to achieve safe streets, promoting safe speeds, improving vehicle safety, encouraging safe road use and undertaking post-crash assessment to understand the causes of the collision and learn and respond to prevent their reoccurrence.
- 2.3. Looking at the data over the last few years, we have a challenge ahead to meet our Vision Zero aim and it will take a collaborative approach and action between us as the Council, other partners like the Metropolitan Police and road users. Every death on our roads is one too many - we need to do much more to eliminate these.
- 2.4. 2022/23 has been a year of gathering data, undertaking feasibility studies and consulting on a number of speed-reducing measures, as well as new crossing facilities. A number of these will be delivered in the coming months. Three zebra crossings were delivered in 2022/23 as well as other changes to parking, loading, signage and road marking, improved road and footway condition, and street lighting. These - together with enforcement of restrictions (especially involving HGVs) and provision of cycle lanes and crossings, School Streets and area-wide motorised traffic reduction schemes - all contribute to achieving our Vision Zero target.

- 2.5. 2023/24 will see quicker progress made on the Action Plan but, to truly achieve Vision Zero, we will need a substantial investment to be made over the next decade; this will likely need to come through from a number of sources, including Transport for London and the Council's capital budget. I will be lobbying TfL to work with us through collaboration and provide us with the necessary funding to help us deliver the changes identified in our 2022 Action Plan and help us achieve Vision Zero, a shared aim of the Council and the Mayor of London.

3. Recommendations

Cabinet is asked to:

- 3.1. Note the progress on the Road Danger Reduction Action Plan approved by Cabinet on 8th March 2022, as set out in Appendix A;
- 3.2. Approve the Road Danger Reduction Investment Plan for 2023/24, as set out in Appendix B;
- 3.3. Delegate decisions relating to scheme design and implementation to the Head of Highways and Parking subject to decisions being to Cabinet where a key decision;
- 3.4. Authorise the Head of Highways and Parking to carry out any required consultation in accordance with Appendix 3 and to make any necessary traffic orders, having had due regard to any prior consultation, to give effect to those schemes, subject to consultation representations regarding key decisions being considered by Cabinet; and
- 3.5. Authorise the Head of Highways and Parking to consider any objections and representations on road danger reduction schemes and to report back to the Cabinet Member for Tackling Inequality and Resident Services if there are significant or substantial objections or concerns raised not covering two or more wards.

4. Reasons for decision

- 4.1. The Council has a statutory duty under section 39 of the 1988 Road Traffic Act to prepare and carry out a programme of measures designed to promote road safety including "taking measures to prevent accidents". It must also prepare and carry out a programme of measures designed to promote road safety.
- 4.2. This report recommends the investment for 2023/24, as well as setting out the Council's progress against the March 2022 Action Plan.

5. Alternative options considered.

- 5.1. None. The authority has a statutory duty as set out in paragraph 4.1.

6. Background information

- 6.1. In March 2022, Cabinet approved the road danger reduction action plan element of the Road Danger Reduction Action Plan and Investment Plan¹ (the "Action Plan") which set out how Haringey Council would respond, at a local level, to the

¹ <https://www.minutes.haringey.gov.uk/mgIssueHistoryHome.aspx?IIId=78803>

Mayor of London's 'Vision Zero for London'. The aim of Vision Zero² is to eliminate all deaths and serious injuries on London's transport system by 2041.

- 6.2. The Council's Action Plan sets out an overarching 'Safe Systems' approach to reducing road danger on Haringey's streets.



- 6.3. This system covers four main areas:
1. Safe Speeds – delivering speeds appropriate to the street (encouraging more walking and cycling whilst reducing collisions).
 2. Safe Streets – designing an environment that is forgiving of mistakes and ensuring safety is the forefront of all designs.
 3. Safe Vehicles – vehicles designed to operate as safely as possible.
 4. Safe Behaviours – reducing the likelihood of road users making mistakes or behaving in a way that is risky for them.
- 6.4. In addition, the Council undertakes site visits with the Metropolitan Police Vision Zero Road Safety Engineering Unit following a fatal road traffic collision and, in some instances, a serious road collision. This is to understand the circumstances that led to the collision and review if the road layout or condition may have contributed to the collision and, therefore, identify any actions the Council may need to take. The details of the collision that the police can share with Council officers may be limited at that stage due to ongoing investigation.
- 6.5. Collision data in London is collected by the Metropolitan Police Service (MPS) and the City of London Police (CoLP) or reported to the police by members of the public. This data is provided to Transport for London (TfL) who process the collision data to provide it in the required standard to the Department for Transport (DfT) as a national statistic, known as STATS19.
- 6.6. Despite steps having been made to reduce the number of fatalities and serious injuries on Haringey's roads, the statistics in Figure 1 below indicate there is still much more to do. Figure 1 includes data for the 2021 calendar year which was not available when presenting the March 2022 Cabinet report.

	2017	2018	2019	2020	2021
Fatal	1	2	2	1	5

² <https://tfl.gov.uk/corporate/safety-and-security/road-safety/vision-zero-for-london>

Serious	112	84	77	52	68
Slight	869	699	690	581	652
Total	982	785	769	634	725

Figure 1 – Casualties on Haringey's public highway

- 6.7. The report 'Casualties in Greater London during 2020' notes that *"the period since March 2020 saw reduced travel, especially during lockdown periods, and a corresponding reduction in road casualties. This is likely to be a temporary reduction with a return to the previous pre-pandemic downwards trend in casualties as London recovers from the pandemic. In terms of travel behaviour, the pandemic did result in fewer public transport journeys and an increase in personal transport modes."*
- 6.8. The data for 2020 and, to a lesser degree, for 2021 was affected by the pandemic, hence this needs to be considered when comparing to previous time periods. 2021 saw an increase in the number of fatalities; however, there is no pattern to these as they all occurred on different roads. One of the fatalities occurred on Lordship Lane and one along White Hart Lane. The provision of a zebra crossing has been consulted upon at White Hart Lane at the same location as the fatality to help mitigate against a similar collision occurring again. Plans are also underway to assess the collision data for the Lordship Lane and White Hart Lane corridors to address the collisions that have occurred there.
- 6.9. The majority of roads in Haringey are 20mph now, following the introduction of a borough-wide 20mph speed limit. However, there are still some parts of the road network in the borough which are either 30mph or 40mph.
- 6.10. TfL has reduced the speed limit by 10mph on its network within Haringey along the A10 High Road (30mph), Monument Way (20mph) and Broad Lane (20mph) and more recently launched a 20mph speed limit along A503 Seven Sisters Road. However, the speed limit of some parts of the TfL-managed network remain above 20mph. Haringey Council has committed to make all roads within the borough a 20mph limit - assessment of the roads that are currently over the 20mph limit will commence in 2023/24.
- 6.11. The map provided in Appendix D contains geographic details for where all collisions occurred between 2017 and 2019. This shows that the majority of collisions occur on main roads and at junctions. The 2022 Cabinet report listed the 30 worst junctions (nodes) and corridors (links). These have been provided in Appendix D for ease of reference. This information was used to kickstart the junction and corridor programme in 2022/23 with a number of proposed changes being consulted upon for which decisions are imminent. Any approved changes will commence delivery in the coming months.
- 6.12. Appendix D also provides a map showing where all collisions occurred in 2020, 2021 and up to October 2022. This data shows a similar pattern in terms of geography of where collisions occurred when compared to the 2017-2019 map. This indicates that the top 30 worst junctions and corridors would largely remain the same and therefore working through this list is still appropriate.

- 6.13. A more detailed analysis of the collisions along these corridors and junctions is planned to be undertaken in 2023/24 and these will help identify potential safety issues and to determine interventions to help mitigate them.

7. Progress made on the March 2022 Road Danger Reduction Action Plan

- 7.1. Gathering data on speed and traffic volume is vital to understanding potential safety issues, especially when considering this alongside the road traffic collision data. This helps inform what potential interventions would help address the road danger posed. 2022/23 saw 26 Vivacity camera sites being set up on main roads across the borough which continuously monitor speed and volume of traffic (including cycling) and some also capturing pedestrian traffic. This is a really useful way to understand any changing patterns in traffic volumes and speed over time for different parts of the borough, especially when comparing before and after data following a substantial intervention being delivered. In addition, traffic and speed data was captured for numerous roads across the borough, the aim being to review the adherence to the 20mph speed limit imposed since 2015 and to review the speeds along streets that have a higher speed limit.

- 7.2. The 2022/23 year was focused on gathering this vital data and to start undertaking detailed analysis of some of the streets where speeds were exceeding the set limit. This has led to a number of proposals to reduce motor vehicle speeds undergoing public consultation, the outcome of which is currently being analysed with decisions expected shortly. Alongside this, three zebra crossings were delivered, together with other smaller scale road crossing measures.

- 7.3. The resurfacing of 30 carriageways in 2022/23 helped improve road conditions for cyclists and powered-two wheelers. Other programmes such as provision of cycle lanes, School Streets and the creation of three low traffic neighbourhoods in Haringey all contribute to achieving Vision Zero.

7.4. Progress made in 2022/23 is summarised below:

Safe Speeds -

- Boroughwide speed data captured, to be analysed in 2023/24, to understand where speeds are higher in roads where a 20mph limit already applies and capture speeds driven at for roads that are 30 and 40mph. Progress to be made in 2023/24 on measures to make all roads 20mph and measures to reduce speeds for roads where they exceed the current 20mph speed limit.
- Speed reducing measures consulted upon at Dunsford Road, Shepherd's Hill, Cranley Gardens and Shelbourne Road; decisions to be taken in early 2023/24.

Safe Streets –

- Protecting junctions through introduction of waiting and some loading restrictions – assessment completed for junctions within 5 wards (Stroud Green, Highgate, Muswell Hill, Fortis Green, Alexandra Park), all to be consulted in early 2023/24.
- Engagement and feasibility undertaken for Ferme Park Road corridor and the Ferme Park Road/Tottenham Lane junction; further engagement to commence shortly and proposals to improve safety to be consulted upon in 2023/24.

- Assessment of collisions along Lordship Lane commenced; proposals to improve safety to be designed and consulted upon in 2023/24.
- Zebra crossings delivered along Wakefield Road, Colney Hatch Lane and Alexandra Park Road. New zebra crossings consulted upon at Alexandra Park Road, Park Road and White Hart Lane; decisions to be taken in early 2023/24.

Safe Behaviours –

- A powered-two-wheeler study was undertaken in January/February 2023 whereby views of various stakeholders were gathered. The findings of this will be considered in 2023/24 and this may lead to potential changes to address collisions involving powered-two-wheelers and decisions around whether to allow powered-two-wheelers in all of Haringey's bus lanes.

7.5. The expectation is that improvements will be progressed and delivered at a faster pace in 2023/24, now that some of the assessment work has concluded.

7.6. More details on the progress made in 22/23 can be found in Appendix A.

7.7. As highlighted in last year's report, significant additional funding will be required beyond the scope of the current Medium Term Financial Strategy (MTFS) as well as greater certainty over TfL funding. Without this, the Council will not be able to meet the Vision Zero target. Should the Council not be successful in generating the external funding 'in full or in part' then, as is the normal practice, the service will bid for the capital funds as part of next year's MTFS process.

8. Investment Plan 2023/24

8.1. Appendix B of this report sets out the recommended funding allocation to 2023/24 Road Danger Reduction projects. As work on the Road Danger Reduction Action Plan commenced from scratch in April 2022, this meant levels of in-year expenditure on projects would be relatively low. So, Appendix B reflects the slippage of capital funding from 2022/23 to 2023/24, in conjunction with the capital allocation from the MTFS agreed by Cabinet in February 2023.

8.2. Highlights of the year's proposed investment include £465,695k for Safe Speeds projects, £2.53m for Safe Street projects, £50k for Safe Vehicles projects and £531k for Safe Behaviour projects.

8.3. The total value of funding within this programme is £3.53m and is funded by Council Strategic CIL (£1.065m) Transport for London (£632k), and Council capital (£1.83m). The total TfL funding includes £26k carry forward £606k for road danger reduction projects (See Appendix B). In addition, developer-funded schemes will be delivered in 2023/24 through monies secured through S278 and S106 agreements and for bus priority schemes through the LIP allocation from TfL for £200k. All of these will help contribute towards Vision Zero.

9. Design, Consultation and Engagement

9.1. The Council is committed to ensuring that local communities are informed of road danger reduction projects in their neighbourhoods. This will involve engaging with local residents, businesses and other key stakeholders – drawing

upon their local knowledge and experiences, as well as providing data-led evidence to deliver the most appropriate solutions to achieve Vision Zero.

- 9.2. The proposals identified within this report will be developed in accordance with national, regional, local standards and best practise.
- 9.3. The level of engagement/ consultation / notification for projects is set out in Appendix C.
- 9.4. The Council will continue to improve the quality of information available to residents and other interested parties on Vision Zero and other highways and transport projects planned for their areas. This will involve information being made readily available on the Council's website, as well as through signing and advance warning to minimise disruption and inconvenience associated with works.

10. Contribution to the Corporate Delivery Plan 2022-2024 High-Level Strategic Outcomes

- 10.1. Road danger reduction supports the following high-level strategic priority outcomes contained within the Corporate Delivery Plan:

Theme 1: Resident experience, participation and collaboration

- Positive Resident Experience
- Inclusive Public Participation

Theme 2: Responding to the Climate Emergency

- A Greener and Climate Resilient Haringey
- A Just Transition
- A Low Carbon Place

Theme 8: Placemaking and Economy

- Placemaking

11. Statutory Officers' comments

11.1 Finance

- 11.1.1 This report sets out the proposed expenditure for the Road Danger Reduction Investment Plan for the forthcoming year. The approved capital programme agreed by Council at its budget setting meeting of the 1st March 2021 allocated £5.1m of strategic community infrastructure levy to the Streetspace Plan. This report proposes utilising £1.065m of that funding.

- 11.1.2 Council, at its budget setting meeting of the 2nd March 2023, agreed the overall General Fund capital programme for 2023/24. The proposed capital programme included a budget proposal of £1.0m for Road Casualty Reduction which is proposed to be used to support the investment in the Road Danger Reduction Action Plan. It was assumed that £0.8m would be funded through Council borrowing and £0.2m through LIP funding. Future years' funding for this budget beyond 2023/24 is subject to the successful generation of external funding.

11.1.3 Should the Council not be successful in generating the external funding 'in full or in part' then the service will bid for the capital funds as part of next year's MTFS process.

11.1.4 The proposed investment plan assumes a carry forward of resources from 2022/23 into 2023/24. The carry forward is the subject of a further Cabinet decision. The report also identifies TfL funding of £632k towards the road danger reduction schemes. Should the carry forward not be agreed then a review of the overall programme will be undertaken to reprioritise schemes within the overall budget of £3.53m.

SCIL	TFL LIP Carry Forward	TFL LIP FUNDING 23/24	COUNCIL CAPITAL CARRY FORWARD (TBC)	Approved Capital Programme	Total
£m	£m	£m	£m	£m	£m
1.065	0.026	0.606	1.036	0.8	3.533

11.1.5 The report does not identify any revenue consequence of this investment. Should a revenue requirement arise this will need to be contained within existing resources.

11.2 Procurement

Not applicable

11.3 Legal

11.3.1 The Head of Legal & Governance has been consulted on the preparation of this report and comments as follows.

11.3.2 The Council, as the traffic authority for the borough, has a statutory duty under section 39 of the Road Traffic Act 1988 to "prepare and carry out a programme of measures designed to promote road safety".

11.3.3 This report seeks approval of the Road Danger Reduction Action Plan and Investment Plan for 2023/24 financial year to ensure it complies with its statutory duties under the Road Traffic Act 1988 which is a decision that Cabinet can take in accordance with the Council's Constitution.

11.4 Equality

11.4.1 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advance equality of opportunity between people who share those protected characteristics and people who do not
- Foster good relations between people who share those characteristics and people who do not.

11.4.2 The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and

sexual orientation. Marriage and civil partnership status applies to the first part of the duty.

11.4.3 An Equalities Impact Assessment (EqIA) formed part of the statutory consultation process in 2018/19 which informed the development of the Local Implementation Plan 3 (LIP). The LIP sets out the objectives, delivery plans and monitoring arrangements for all transport scheme proposals including that of road safety works.

11.4.4 The EqIA identified several disproportionate impacts that may occur on equalities groups because of the implementation of highways works associated with the LIP and the Council's transport schemes.

11.4.5 The key beneficial impacts relate to:

- Improved access to facilities will benefit all Haringey residents and visitors, but some protected groups such as older people and children will benefit disproportionately.
- Safer roads, less congestion and reduced levels of pollution are likely to benefit people in some of the protected groups, such as older and/or disabled people with respiratory illnesses more than for the general population.

11.4.6 Furthermore, people from more deprived areas, some ethnic minorities, disabled people, children and older people experience the worst impacts of road danger, noise and air pollution.

11.4.7 People walking in the most deprived areas of London are more than twice as likely to be injured as those in the least deprived areas.

11.4.8 Measures that increase active travel through improved safety and awareness aim to improve the health and wellbeing of groups with protected characteristics who are known to experience health inequalities. This may include some people with disabilities.

11.4.9 The communication and engagement measures for works in the Action Plan will increase awareness of works and minimise disruption caused. This will allow residents adequate time to make alternative arrangements, and any necessary adjustments will be made on a scheme-by-scheme basis.

11.4.10 Groups who may have greater reliance on travel by car (e.g., some people with disabilities) may be affected adversely in comparison to other groups who are better able to use public transport or travel actively. Schemes will be individually planned and delivered in such a way as to minimise any negative impacts that may arise. Detailed equalities analyses will be carried out and a full EqIA will be prepared on individual schemes as appropriate.

12 Use of Appendices

Appendix A – Road Danger Reduction Progress Report

Appendix B – Investment Plan 2023/24

Appendix C – Consultation methods

Appendix D – Collision data

13 Local Government (Access to Information) Act 1985

March 2022 Cabinet - Road Danger Reduction Action Plan and Investment Plan
for 2022/23

Walking and Cycling Action Plan

Corporate Delivery Plan