



# London's Road Safety Plan

November 2001

**MAYOR OF LONDON**



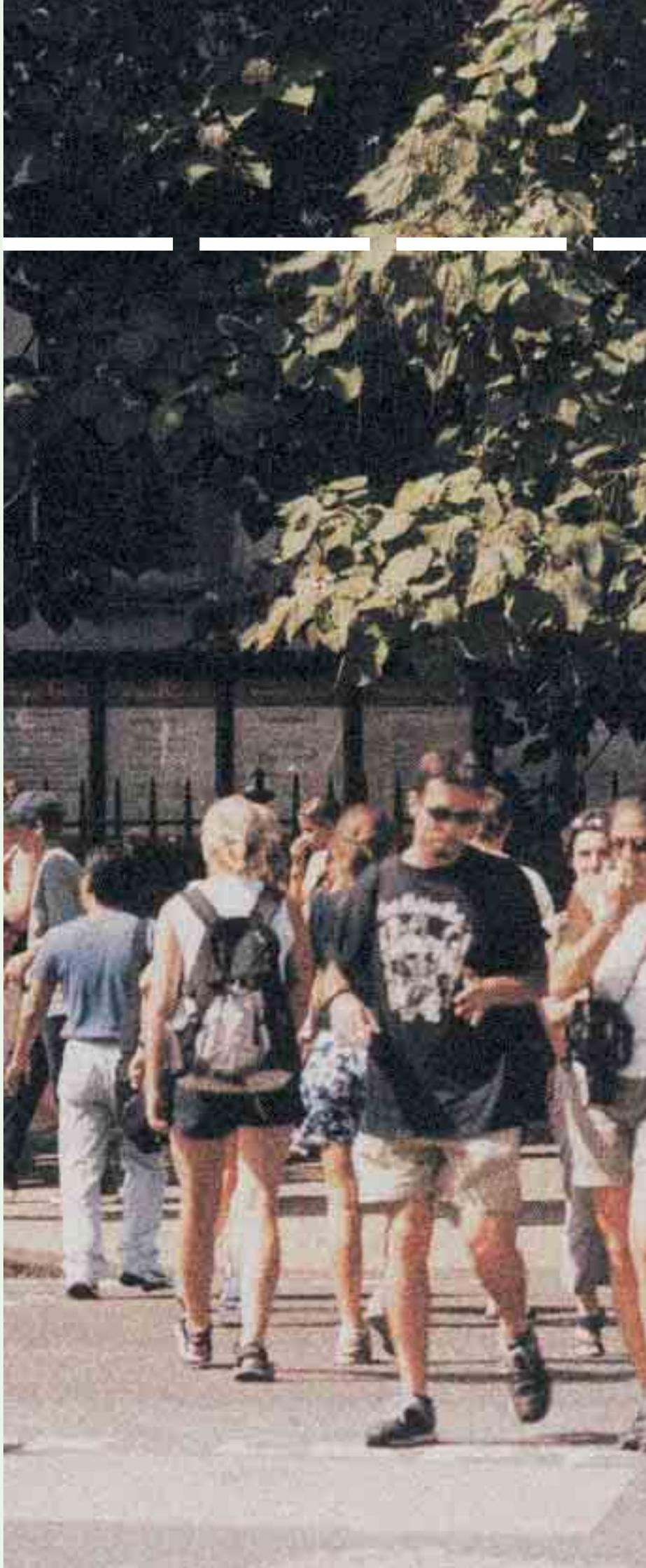
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Last year 284 people were killed on London's roads and 5,833 people were seriously injured. Pedestrians suffered more than most and accounted for almost half of all fatalities.

Although London has seen a reduction in collisions since the 1980s the toll of deaths and injuries is still far too great. Each casualty represents a personal tragedy for someone. This first Road Safety Plan for London sets out what must be done to create safer streets for people.

My Transport Strategy aims to reduce traffic congestion and increase safety by increasing how much we travel by public transport, walk and cycle. A safe environment on London's streets is essential if that strategy is to succeed. Vehicles travelling at inappropriately high speeds cause collisions and intimidate pedestrians and cyclists. I expect to see 20mph speed limits introduced in many areas of the Capital and tackling speeding drivers and riders will be a high priority.

We can only reduce casualties through a partnership between all those whose actions affect road safety. We have consulted the police, London boroughs, schools, health authorities, road user groups, the voluntary and the private sectors, and their comments are reflected in this Plan.

Key themes throughout this Plan to reduce casualties include:

- Safety through partnership working
- Managing speeds - reducing excessive and inappropriate speeds
- Protecting vulnerable road users - children, pedestrians, cyclists and powered two wheelers.

The Plan sets out a framework that is intended to encourage effective joint working but it will only succeed if all the various organisations play their full part in reducing the number of casualties with rigorous determination. All those who live and work in London will have to change the way they use the streets. The Plan includes proposals for campaigns and education, and joint initiatives with London's businesses to raise awareness of the need to create safer streets for people .

I challenge Londoners and the organisations involved in road safety to work together to achieve the reductions set out in this Plan.

**Ken Livingstone**  
**Mayor of London**  
**November 2001**

## 2. INTRODUCTION



### THE SCOPE OF THE PLAN

The Greater London Authority Act 1999 gives Transport for London (TfL) the power to prepare and carry out a programme of measures to promote road safety on London's roads, and contribute to measures taken by other authorities. Transport for London also has a duty to carry out and act on road collision studies on roads that it is responsible for. Developing a London-wide Road Safety Plan is one of the proposals in the Mayor's Transport Strategy.

About 28% of road collisions occur on 550km of London's most important roads - the Transport for London Road Network (TLRN). A further 71% of collisions occur on the 12,985km local roads managed by London boroughs. The other 1% of collisions occur on the motorways within the M25 that the Highways Agency manages.

This plan deals with all road collisions in London. It sets out proposals for joint work by TfL and the many agencies that have road safety responsibilities. These include:

- London boroughs that are responsible for roads on which nearly three quarters of road collisions occur
- The police that are involved in many aspects of road safety including enforcement and collecting collision data
- London boroughs' road safety officers and school teachers have key roles in educating children and other road users to avoid collisions
- Health authorities provide information for parents and carers to help protect children below school age from collisions.

The Plan has been prepared in consultation with the key partners. It covers the whole of London and has targets for reducing casualties over the next ten years. It identifies objectives and procedures for achieving the target reductions and proposals for the joint working by the various agencies. There are also specific proposals for developing safety measures on the TLRN.

### KEY TRENDS

In 1987 the Secretary of State for Transport set a target to reduce casualties in Britain by one third by the year 2000. This is compared with the 1981-85 average.

In London the number of fatalities fell by 47% by 2000 exceeding the target significantly. Seriously injured casualties were reduced by 24% and total casualties fell by 15%, well below the target reduction.

Much of the reduction in fatal and serious collisions for car occupants was due to improved vehicle design and greater use of seat belts. For other road users including pedestrians, cyclists and riders of powered two wheelers the position was not as satisfactory. The number of killed and seriously injured casualties for these groups has not reduced in the same way and is a particular cause for concern.

In the two years since 1998, the most significant change has been an 18% increase in pedestrian fatalities. There has also been an increase in collisions for powered two wheelers, with total casualties up 26% and fatalities up 53%.

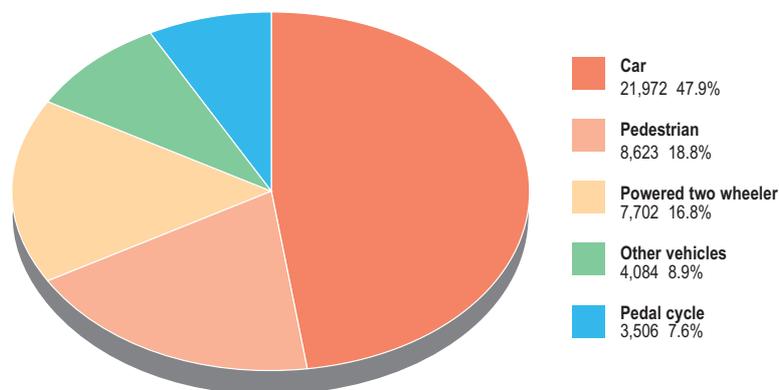
### WHO IS KILLED AND INJURED?

Chart 1 below shows that some modes of travel involve high numbers of casualties.

Nearly 19% of all casualties and half of all fatalities are pedestrians. Cyclists account for over 7% of the total casualties but make only 2% of the total number of trips.

Riders of powered two wheelers make up nearly 17% of all casualties and 19% of all fatalities but make less than 2% of total travel by road.

CHART 1 All casualties in Greater London by mode of travel, 2000



In London certain groups are much more likely to have road collisions. Males are 50% more likely to be injured or killed than females. This is mainly because of their exposure as cyclists and powered two wheeler riders.

Age is an important variable as Table 1 page 4 shows. The 16-24 age group is the most likely to be injured or killed - and these are as pedestrians as well as car drivers and powered two wheeler riders.

Children suffer disproportionately as pedestrians - a quarter of all pedestrian casualties are below 15 years old. The bold numbers in Table 1 below show the highest casualty rates. Children from 5 to 15 years as pedestrians and adults from 16 to 59 years as car occupants have the highest rates of serious and fatal injuries.

Children between 5 and 15 years old have high rates of collisions as pedestrians, and they peak around 11 and 12 years old as the Chart 2 shows. There are particular problems around the time that children change to

secondary school and travel independently before they have developed skills to recognise the risks of road collisions and how to reduce them.

### ROAD SAFETY AS A PRIORITY

Collisions are a significant cause of suffering - a recent study has shown that fear of death or injury to children on the roads is parents' greatest concern. Each casualty represents at the very least pain and inconvenience, and for more serious injuries loss of earnings and, for some, permanent impairment. Fatal collisions have long term or permanent consequences for the bereaved.

Collisions are a drain on the economy. In 1999 the cost to society of road collisions in London was put at about £2,300m from loss of earnings, cost of medical support and property damage.

Some collisions can be prevented and action by key organisations can lead to fewer and less serious casualties. Road safety will therefore continue to be a high priority for the Greater London Authority, TfL, the London boroughs, the police and other organisations.

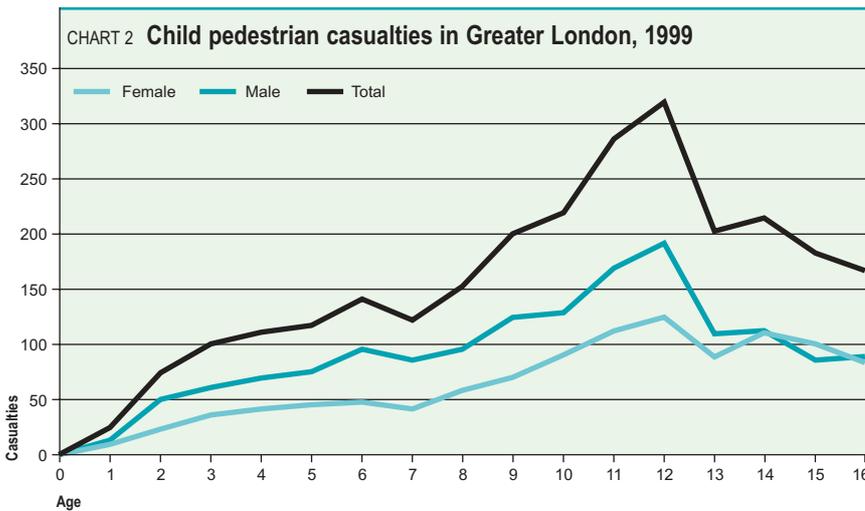


TABLE 1 Killed or seriously injured casualty rates per 100,000 population by age group and mode, London 1999

Mode	Age group						Total*
	0-4	5-9	10-15	16-24	25-59	60+	
Pedestrian	14.8	<b>34.9</b>	<b>50.8</b>	28.4	18.2	29.7	25.6
Pedal cyclist	0.2	3.1	12.5	8.5	7.8	2.1	6.8
Powered two wheeler	0.0	0.0	2.7	28.3	20.0	1.0	14.6
Car	10.6	8.9	9.7	<b>58.9</b>	<b>30.1</b>	20.1	29.2
Other	1.0	0.8	2.5	4.9	4.9	10.2	5.4
<b>Total</b>	<b>26.6</b>	<b>47.8</b>	<b>78.3</b>	<b>129.0</b>	<b>80.9</b>	<b>63.1</b>	<b>81.5</b>

\* including unknown age

### 3. Targets for reducing casualties

#### NATIONAL TARGETS

In 1987 Government set a target to reduce road collision casualties by one third by 2000 compared with the 1981-85 average. This was achieved nationally for road deaths, which fell by 39%, and for serious injuries, which fell by 45%. The reductions in casualties with slight injuries did not meet the target.

In March 2000 Government announced new targets for reducing casualties nationally. The targets are compared with the average of the base years 1994-98. By 2010 there should be:

- a 40% reduction in the total number of people killed or seriously injured
- for children there should be a 50% reduction in those killed or seriously injured
- a 10% reduction in the slight casualty rate based on distance travelled.

These are challenging targets. The previous achievement was helped by the marked change in attitudes to drink driving and legislation on seat belts. Engineering work has been carried out at sites with relatively high numbers of casualties. We have already carried out the easy and obvious remedial measures. Further reductions in casualties will be difficult, but the Government has indicated that with sustained effort the new targets are achievable.

#### TARGETS FOR LONDON

London has particular difficulties with high numbers of pedestrian casualties and casualties from people riding cycles and powered two wheelers. The Transport Strategy is intended to promote and increase walking and cycling. There has been a recent increase in the use of powered two wheelers and further rises are expected. Increased walking, cycling and use of powered two wheelers will make it even more challenging to achieve the national casualty reduction targets.

Despite the additional challenges that London faces in meeting the targets, TfL recognises that they are appropriate and suitable. Their achievement will mean a reduction of 2,673 in the total number of people killed and seriously injured and 467 fewer children killed and seriously injured in London. These are significant and worthwhile reductions and the Mayor's Transport Strategy adopted the national targets for London.

In addition there should be some recognition of the particular circumstances in London. Therefore the 40% reduction target is to be applied to each of the categories of pedestrians, cyclists and powered two wheeler riders to ensure that attention and action is focussed on these groups.

The full set of targets is shown below.

There are problems in applying these numbers to the London boroughs because of the level of casualties. For example there are low numbers of child casualties in some boroughs. It is difficult to identify a pattern amongst such low numbers and random effects can distort casualty reductions. This issue, together with the difficulties in meeting targets for reducing casualties involving pedestrians, cyclists and powered two wheeler users when there is a shift towards these modes, were raised during the consultation period of this Plan.

There is evidence from other European countries that setting challenging targets is an important factor in achieving significant reductions in casualties. Whilst recognising the difficulties involved in meeting the targets they are retained in this Plan. As part of the monitoring process further work will be done by TfL to establish the volume of travel in London by the different modes, and these indicators will be used to calculate changes in the accident rates for the vulnerable modes.

TABLE 2 Target Reduction in Casualties				
Category	1994-8 Base	1999	Reduction by 2010	Reduction by 2010
Killed and seriously injured casualties	Casualties	Casualties	%	Casualties
Total	6,684	6,117	40	4,010
Pedestrians	2,137	1,870	40	1,283
Pedal cyclists	567	422	40	340
Powered two wheelers	933	1,195	40	560
Children	935	728	50	467
Slight casualties *				
Total	38,997	39,770	10	35,097

Note \* The national target is for a reduction in slight casualties per 100,000 vehicle kilometres travelled. The method of measuring the level of travel has not yet been established and the figures given above show casualties without adjustment for the volume of travel.

## 4. Partnerships

We are committed to close partnership working with all other agencies involved in road safety to achieve the target reduction and building quality partnerships is a key part of this plan. These include:

- **London Boroughs.** Most collisions in London and 79% of pedestrian collisions are on borough roads. Therefore, boroughs have a key role in reducing collisions locally, co-ordinated with work taking place on the Transport for London Road Network. For example, educating school children can only be done at a local level through schools and education authorities.
- **Police.** The police play a key role in enforcing speed controls, and other traffic management regulations. They are directly involved in dealing with the after effects of collisions. Data collected by the police is vital in analysing collisions and this needs to be timely and accurate.
- **DTLR.** The Department for Transport, Local Government and the Regions set national standards for driver training and vehicle standards and promote national campaigns.

We will also work with a range of other agencies including the Association of London Government, the Royal Society for the Prevention of Accidents, the Health and Safety Executive, user groups and the voluntary sector, as well as the bus operators.

### A NEW ROLE FOR THE MAYOR

This is the first Road Safety Plan under the new governance arrangements for London. These give the Mayor responsibility for developing and implementing safe transport facilities throughout London. The duties extend beyond the Transport for London Road Network. Boroughs will continue to be responsible for traffic management and safety issues on their roads.

As the Metropolitan Police have links to the GLA there may be greater scope to develop their role in road safety and particularly in enforcement.

The Mayor's Transport Strategy sets out his priorities including road safety and this allows the promotion of road safety in ways not possible before. This includes better publicity for safety issues; lobbying organisations such as the car industry and making representations to Government about driver training and vehicle standards. There is scope through TfL and the boroughs for the Mayor to develop and share best practice on road safety issues. The Mayor can also encourage the bus operators to provide bus driver training to reduce collisions for bus passengers inside the bus and to make journeys smoother.

The Mayor is in a good position to provide a framework for the contributing agencies to work together through partnerships.

## 5. Excessive and inappropriate speeds

### PROBLEMS WITH INAPPROPRIATE SPEEDS

Excessive and inappropriate speed is a direct factor in about a fifth of all collisions and is a major contributory factor in a third of all road deaths. High speeds lead to more severe injuries. In collision with a vehicle travelling at 20mph most pedestrians survive, with the vehicle travelling at 40mph most do not.

Research has shown that average speed is important - a 1mph reduction in average speeds leads to a reduction of 6% in the number of collisions. The speed of the fastest drivers is also significant - if the faster drivers increase their speeds by 1mph collisions go up by 19%. Drivers who travel 15% - 20% above average speeds are much more likely to be involved in collisions.

Fast and aggressive driving is intimidating to pedestrians and cyclists. It deters people from these sustainable modes and encourages parents to drive their children to school and for other journeys.

### MEASURES TO REDUCE SPEEDS

Speed cameras have been introduced at 312 sites in London and these have been effective. Speed cameras can reduce average speeds by around 4 to 5 mph and reduce the number of collisions by around 28%. They also reduce the number of severe and fatal casualties.

These benefits arise only on roads with speed limits of 30mph or above where the cameras have been installed. Speed cameras have not yet been installed on roads with lower limits. On local roads boroughs have introduced traffic calming to control speeds and are beginning to introduce 20mph limits and 'Home Zones'.



## 6. Vulnerable road users

Vulnerable users are identified as those who have relatively high numbers of collisions and are more likely to suffer severe and fatal injuries.

These are pedestrians, especially children, cyclists and powered two wheeler riders. Reducing all casualties is important but the Plan focuses on these categories for specific reasons.

Walking is the basic method of travel in London and all residents should be able to walk in safety. Children should be able to walk and cycle in safety for their social development, health and general fitness. Cycling could make a major contribution to London's transport with health benefits and no environmental damage. Many people find roads too threatening to cycle and improving safety could assist in promoting this mode.

Motorcycle and moped use has increased recently as riders seek to avoid traffic congestion and parking charges. They are involved in a large proportion of road collisions with a high incidence of serious and fatal injuries. Improving safety for these users through training, awareness campaigns and engineering measures could bring significant benefits in reduced casualties.

Reducing the number and severity of these casualties will require specific programmes tailored to each category of vulnerable road user. In addition incidents for vulnerable road users normally involve another vehicle. Therefore, effective driver training will make a significant contribution to reducing the risk and deterrents to walking and cycling. The Plan sets out how we will achieve this.

## 7. Safer routes to schools

Safer Routes to Schools schemes are packages of simple practical measures to tackle safety concerns and reduce dependence on travelling to school by car. Their main aim is to encourage sustainable methods of travel to school as part of a Green Travel Plan or other initiative by boroughs. They are included in this Safety Plan because they can promote safer use of the roads and build up travel habits that may have longer term benefits. However, child casualties are diverse and are not restricted to the journey to school.

Safer Routes to Schools schemes involve a comprehensive review of areas around schools and the introduction of measures that make walking and cycling safer and more convenient. They involve close working with schools to identify the measures required and integrating training within the educational programme.

Measures can include:

- Traffic management
- Better facilities for walking and cycling such as controlled crossings and cycle paths
- 'Walking buses' that provide adult supervision to groups of children on their way to and from primary schools and other escort services

- Revised school start and finish times
- Improved and more convenient bus services
- Training programmes in schools.

A successful scheme can increase the number of children who walk, cycle or use public transport to get to school rather than travel in cars. This has the benefits of promoting sustainable transport and supporting good travel habits at an early age.

Schemes have been introduced in most boroughs and proposals have been received for more schemes for 2002/03.

## 8. THE ROAD SAFETY STRATEGY



This section sets out how the Mayor intends to achieve the targets for the reductions in road casualties. The Mayor's Transport Strategy calls on TfL to develop the first London-wide Road Safety Plan. The Transport Strategy encourages people to use public transport and this is expected to lead to a reduction in collisions and casualties.

The Plan builds upon and continues the extensive work that has already been done in London. This includes work by the boroughs, the police and others to reduce casualties directly and through schemes such as traffic calming, street lighting and other engineering measures that have reduced casualties indirectly. The Association of London Government (ALG) set up the Pan-London Forum for Road Safety and this is being developed to co-ordinate road safety work. The appendix to this Plan provides a guide to road safety work in London. The Transport Strategy calls on boroughs to adopt the casualty reduction targets set out in this plan and incorporate them in their own road safety plans.

The Road Safety Plan is intended to cover the period 2001/02 to 2004/05, and it will be reviewed and re-issued in 2004/05.

TfL will carry out the following on an annual basis:

- Monitor progress towards achieving the target reductions in casualties
- Monitor progress in implementing the proposals set out below
- Produce an action plan for specific road safety work on the TLRN
- Review and re-issue guidance to the boroughs for their Borough Spending Plans and road safety plans.

## 9. Quality partnerships

Reducing casualties will require concerted action by a range of organisations in London. The Road Safety Forum has been set up to exchange information and views and to oversee the work. Joint working will be promoted; best practice will be developed and disseminated. Guidance and funding approvals will be geared towards the casualty target reductions.

Specific proposals are to:

- Support the London-wide Road Safety Forum. This builds upon the steps taken by the Association of London Government and is described in the appendix to this Plan
- Gain a commitment from the police for specific resources for road safety to deal with enforcement of speeding, vehicle defects, seatbelts and other issues
- Investigate the prospect of decriminalising non-safety issues to free up police resources for road safety work
- Encourage boroughs to include road safety in their crime and disorder priorities.

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## 10. Speed management

Speed management and a reduction in the number of vehicles travelling at inappropriate speeds will directly assist in reducing the number and severity of casualties. It will also help reduce the intimidation that many pedestrians and cyclists feel when using London's streets.

The Plan will involve increasing the use of measures such as speed cameras, 20mph zones and 'Home Zones'. These measures have already proved their worth and their expansion to other parts of London is considered essential in creating safer streets for people. New initiatives could include area-wide 20mph speed limit experiments potentially using safety cameras rather than physical measures. There is scope to develop a speed limit enforcement action plan along the lines of the one developed recently by TfL aimed at

enforcing regulations to assist bus movement.

For the first time in London a concerted high profile publicity and awareness campaign is proposed to change the public's perception of inappropriate speeds. This is intended to change attitudes in the same way that the anti drink-driving campaigns achieved. All these initiatives must be brought together in order to create safer streets.

Specific proposals include to:

- Lead and contribute financially to a series of educational/attitudinal campaigns to reduce the incidence of driving at inappropriate speeds and to promote better driving and riding standards. This campaign would identify speeding as unsocial behaviour and promote disapproval amongst key groups

such as the under 25 years of age. This will complement national campaigns (DTLR), such as 'Speed Kills', and 'Think', etc. wherever possible

- Support the recently formed London Safety Camera Partnership. This will install and operate safety and red light enforcement cameras on the TLRN and borough roads where they can be expected to contribute to reducing casualties
- Develop a speed limit enforcement action plan in conjunction with the police and the boroughs through the Enforcement Task Force
- Support the continued introduction of 20mph zones and home zones mainly on borough roads. However, in certain

circumstances TfL will consider 20mph zones that include parts of the TLRN where the lower speed limit is appropriate

- Support area wide 20mph limit experiments without physical measures
- Use collision data and speed surveys in treating sites where there may be a speeding problem. This information will be used to focus remedial action and police enforcement effort
- Explore the issue of voluntarily fitting 'black box' speed monitoring devices to buses, police vehicles, taxis, TfL fleet, and to commercial fleets. The aim of these measures is to identify patterns of speeding amongst drivers and to identify the causes of collisions.

## 11. Protecting vulnerable road users

### PEDESTRIANS

A key aim of the Mayor's Transport Strategy is to encourage people to walk, safe from road collisions. To do this the approach is to make it easier and safer to walk and cross roads, to improve driving and riding standards and to encourage pedestrians to take greater care.

Footbridges and subways have not proven satisfactory for pedestrians. Safe crossings are required at surface level. Guardrails can take pedestrians away from their direct routes and although they provide protection they can lead to higher vehicle speeds. The provision of guardrails needs to be reviewed.

Local action is the key to improving conditions for walkers. A walking plan for London and guidance will be issued

to the boroughs for their spending plans. Effective measures include:

- Well planned and maintained pedestrian routes
- Pedestrianisation schemes for town centres
- Adequate lighting and security measures such as closed circuit television
- Safe and convenient street crossings
- Traffic calming and home zones for residential areas.

Specific measures are proposed for the TLRN. TfL will initiate these but will work closely with boroughs. Proposals include to:

- Review the layout of TLRN junctions and road links to identify shortcomings for pedestrians that could lead to additional collisions. A programme of remedial work

will be introduced to improve conditions for pedestrians without encouraging more traffic onto borough roads

- Consult Living Streets (formerly the Pedestrians Association), boroughs and local community groups to identify locations where crossing roads on the TLRN is difficult. Safer and more convenient crossings will then be identified. This will include the continued conversion of pelican to puffin crossings that reduce the amount of time pedestrians have to wait to cross the road and extend the vehicle ‘red time’ whilst pedestrians are still on the crossing
- Develop guidance for the use of pedestrian guardrails on the TLRN to promote road safety whilst not providing barriers that encourage speeding and degrade the street scene
- Review pedestrian facilities at all signal controlled junctions on the TLRN and introduce a programme of improvements based on the numbers and severity of collisions. TfL will make available this service for traffic signalled junctions on the borough roads
- Develop a plan for measuring pedestrian flows.

## POWERED TWO WHEELERS

Further work is required to establish how best to tackle this type of collision. Some of the casualties, and in particular serious injuries and deaths, are young males travelling at inappropriate speeds. Others involve car and lorry drivers turning into the path of motor cycles or scooters they had not noticed. Measures such as the compulsory use of dipped headlights even in good daylight have been used successfully in other countries to improve the visibility of motorcyclists.

There are national initiatives involving training, helmets and vehicle construction. Part of the solution for London may

involve engineering work on the road. Emphasis will also have to be put on education and awareness campaigns for riders and other road users.

The London Congestion Charging Scheme (referred to in section 15 below) may lead to an increase in the use of powered two wheelers if it is introduced. This is being assessed as part of the current analysis of the scheme.

Innovative measures will be explored to tackle the problem of powered two wheeler casualties. Specific proposals are to:

- Commission research into the causes and possible preventative measures for collisions for powered two wheelers
- Use collision data to identify locations and conditions with high incidence of collisions involving powered two wheelers, and conflicts with pedestrians and cyclists, for remedial work
- Introduce a programme of remedial measures on the TLRN where they are identified from collision analysis
- Advise London boroughs of locations and conditions on borough roads that generate high numbers of collisions involving powered two wheelers
- Examine innovative measures to reduce powered two wheeler casualties, including the scope for allowing powered two wheelers to use some existing or widened bus lanes on an experimental basis
- Research and introduce educational and attitudinal campaigns for riders and other road users, in consultation with motorcycle users groups.

## CHILD PEDESTRIANS

Analysis has shown the main risks to children:

- There is a sharp peak of casualties at age 12

- Boys are involved in more collisions than girls
- Children from the lowest socio-economic groups are more likely to have collisions
- Children from ethnic minority backgrounds are more likely to have collisions.

The approach for training and educating children depends on their age. For pre-school age children the main requirement is to provide information for parents and carers. This should raise awareness of the risks of collisions and provide suitable techniques to teach basic road safety skills together with guidance on the use of child seats and restraints. A national Children's Traffic Club initiative provides guidance and support for pre-school age children when they develop walking skills around the age of three and beyond. Action includes to:

- Encourage health authorities to provide information about child pedestrian safety to parents of pre-school age, in consultation with the boroughs' Road Safety Officers (RSOs)
- Encourage health authorities and London boroughs to participate in the Children's Traffic Club and other initiatives to promote road safety amongst pre-school age children, including the National Pilot Network of Child Pedestrian Training Schemes, currently being undertaken by the DTLR
- Commission research into the relationship between ethnicity, socio-economic background and road collisions and ways of reducing casualties for children from these groups.

For older children school is important for teaching road safety. Considerable work is being done locally through boroughs' RSOs, in schools by teachers and by the police. This work needs to be supported

and developed to achieve the target reductions. Action includes to:

- Develop and disseminate London-wide best practice on education and training for school age children to improve their behaviour on the road, building upon the work already being done by the boroughs' RSOs
- Promote and support London-wide working, involving all the RSOs.

## CHILD CYCLISTS

Cycling can play a positive role for travel by children and in the journey to school, but only if it is safe. For cycling on public roads there are actions that can be taken through the schools and boroughs. In preparing their road safety plans the boroughs may consider the following:

- Extend the provision of cycle training and proficiency testing to school-age children, targeting children aged 10-14 years
- Set up low cost cycle helmet schemes and other combined packages
- Allowing children to cycle to school only if they have been trained and have appropriate clothing and equipment.

## CYCLISTS

Levels of cycling are low in London compared with other cities in the UK and Europe. The Mayor's Transport Strategy seeks to increase cycling and improving safety will be necessary to achieve this.

The London Cycle Network is an important resource for improving cycling safety and convenience. To date about 1,200 km of the 2,900km network is complete and the London boroughs are working to complete the rest. There are proposals for Transport for London to allocate technical and management resources and play a more active role in

the project management for implementing the London Cycle Network. Work will continue to be done in partnership with the boroughs.

However, most cycling occurs off the London Cycle Network and there needs to be improvements to the rest of the road network. These changes would involve TfL and boroughs taking cyclists into account when monitoring and introducing changes on the street network.

Proposed actions to improve cycle safety include to:

- Continue to support implementation of the London Cycle Network
- Carry out an audit of TLRN to ensure that protection is provided for cyclists and compile and implement a programme of remedial measures
- Contribute to educational and attitudinal campaigns to improve awareness of cyclists by other roads users, and improved driving and riding standards
- Build upon the existing London Cycle Network Design Guide to include monitoring & safety enhancements. Develop and disseminate best practice for highway design to assist cyclists on borough roads including cycle safety audits.

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## 12. Safer routes to schools

We support the extension of these schemes that have been developed by most boroughs. TfL will work with the boroughs to maximise the number of children who travel to school independently and safely. This will be done by developing and promoting best practice, and by recognising these types of schemes in guidance for Borough Spending Plans. Specific measures are to:

- Support boroughs that wish to introduce safer routes to schools schemes, through the Borough Spending Plan system
- Develop and disseminate a London-wide best practice approach on safer routes to schools
- Carry out works on the TLRN to accommodate the safer routes to schools initiatives.

## 13. Supporting the boroughs

Joint working by TfL and the boroughs is essential to achieve the targets. The majority of casualties, and in particular pedestrian casualties, are on borough roads. Therefore, engineering work and education work with schools and others will be required at local level. TfL and boroughs will work jointly to develop and provide guidance and technical support. The Borough Spending Plan mechanism will be used to allocate funding to the boroughs based on bids and estimates of the likely achievement of casualty reduction targets by the proposed projects. Specific proposals for TfL are to:

- Ask all boroughs to prepare an annual Road Safety Plan setting out how they will achieve the target reductions in casualties
- Annually draw up guidance in consultation with the boroughs for the preparation of Borough Spending Plans and Road Safety Plans

- Allocate funding through the Borough Spending Plan system for local safety schemes based on the expected reduction in casualties
- Monitor spending by the boroughs on road safety measures and their implementation
- Extend the collision analysis service and offer it to the boroughs to indicate the locations and conditions that are generating unexpectedly high numbers of collisions. The remedial measures design service will be developed and offered to the boroughs
- Work through the London Road Safety Forum to develop and disseminate best practice in road safety engineering and education across the boroughs
- Consult boroughs at an early stage on all engineering proposals for the TLRN that have significant implications for the borough roads.

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## 14. Managing the Transport for London Road Network

Reducing casualties will continue to be a high priority for the management of the TLRN. Proposals for the TLRN are contained in several of the safety initiatives described above. Other specific proposals for the TLRN are to:

- Safety audit all modifications to the TLRN. The safety audit processes will be reviewed to ensure that they reflect the categories of road users that have been identified for casualty reductions
- Use the accident analysis system to monitor collisions on the TLRN and

identify locations, stretches of road and types of collisions that are generating high and unexpected numbers of casualties

- Devise and implement a programme of local safety schemes for the TLRN, based on the output from the accident analysis system geared towards achieving the casualty reduction targets
- Carry out an informal preliminary safety audit on all major development proposals and their associated transport changes on the TLRN as part of the planning process.

## 15. The London congestion charging scheme

A key aspect of the Transport Strategy is the proposed introduction of the Central London Congestion Charging Scheme. This scheme, if it goes ahead, will result in a reduction in traffic flows in the charging area and on the radial routes approaching the charging area during the period of operation - 7am to 7pm Monday to Friday. Preliminary analysis has shown that this reduction in traffic flows is likely to lead to a reduction in the total number of accidents and casualties. This is after allowing for the expected transfer of some car drivers to motorcycles, scooters, cycling and walking following the imposition of charging. More detailed analysis of the safety impact of the scheme is being undertaken.

If a scheme is introduced, there will be some transfer of traffic to the ring around the central area and work is required to ensure that this does not lead to more casualties. The following is being undertaken:

- The change in traffic flows is being forecast and roads and junctions likely to experience increases or changes in traffic movements will be identified. Any remedial measures will be funded from separate budgets and this will not reduce funding for road safety work
- A programme of remedial measures to address the changes in traffic patterns will be identified in 2001/02 and largely implemented before any scheme becomes operational
- The effects of the congestion charge on traffic levels and the number and severity of casualties to different groups of road users will be monitored both within the area and in the surrounding area.

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## 16. Safer use of buses

The Transport Strategy aims to bring about an increase in public transport usage and measures are required to make the buses more attractive and safer to use. There are concerns about the numbers of collisions that are experienced by passengers, especially the elderly and infirm, whilst on the bus. Rapid braking or accelerating can make the bus journey less attractive. Working with the bus companies TfL will develop proposals for better training and monitoring of driver performance as well as looking at motivational factors. The proposal is:

- Introduce proposals to improve driver training and management through TfL's contractual arrangements with the bus operating companies, including an investigation into the use of 'black box' technology. This will aim to improve driving standards and reduce the incidence of passengers being injured within the bus or when getting on or off.

## 17. Occupational road risks

Research outside London has shown that 30% of all serious and fatal road traffic incidents involve at least one person 'at work' (i.e. travelling as part of their work). The Government has set up an independent work-related Road Safety Task Group to make recommendations on preventing at-work road traffic incidents. Issues such as excessively tight schedules for delivery drivers leading to speeding, inadequate training and staff development and treating road collisions as less serious than incidents in the work place are contributory factors.

The Task Group have produced a report '*Preventing "at work" road traffic incidents*' that argues that effective measures could significantly reduce at-work road collisions. Guidance procedures for employers are to be produced, covering training for employees and other matters. A key

proposal is to ensure that the Health and Safety Executive become more involved in road collisions that involve people at work. There is scope to make a significant impact on road collisions in London with this approach but the detail has not yet been worked out. The proposal is:

- TfL to support the initiative from the Work-related Road Safety Task Force and the proposal that collisions involving work vehicles (or employees 'at work') come within the remit of the Health and Safety Executive
- TfL through the Road Safety Forum to develop a strategy for encouraging significant employers within London to adopt best practice with regard to work-related road safety.

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## 18. Parking and safety

Effective enforcement of well designed parking controls can help reduce road collisions and casualties. Problems arise where vehicles are parked so as to impair visibility or obstruct movement. The introduction of the Red Route approach to controlling parking, loading and waiting has led to a reduction in casualties and the Mayor's Transport Strategy proposes extending this approach. The boroughs' parking control systems can improve road safety, particularly where the enforcement effort is targeted to preventing parking offences that create hazards. The Transport Strategy calls for the boroughs

to produce parking plans and this issue could be addressed through this process. The proposals are:

- Develop guidance for the borough parking plans to ensure that parking controls and enforcement activities have road safety as a priority.

## 19. National standards with implications for London

Many factors, which impact on road collisions and casualties, are determined nationally. Several of these have particular implications for London. The new governance arrangements will enable London to have a clearer voice in making representations so that measures to reduce road collision casualties in London can be promoted. Issues that may fall into this category include:

- Decriminalise certain offences such as some speeding, banned turns and yellow box offences to allow traffic authorities to prosecute (but not to stop moving traffic)
- Developing vehicle standards with DTLR and the European Union that could reduce the severity of injuries to pedestrians
- Change time zones to increase daylight during the evenings to reduce collisions for child pedestrians
- Investigate the use of daytime running lights to improve visibility and reduce casualties.



## 20. Finance

Funding for road safety work in London is complex, with a range of sources and different agencies for commissioning work. Table 3 below shows the funding that is provided or managed by Transport for London for the current financial year.

The funding shown below excludes funding by the boroughs from their own sources on road safety engineering and education, or from national sources for safety campaigns and other initiatives.

The target reductions in casualties are challenging and will require additional funds for road safety work if they are to be achieved. Estimates have been made based on information from the DTLR and other sources of the impact of funding on casualty reductions. An increase in funding over current year levels is likely to be required over the period up to 2010 to achieve the targets. The increases that are likely to be required are:

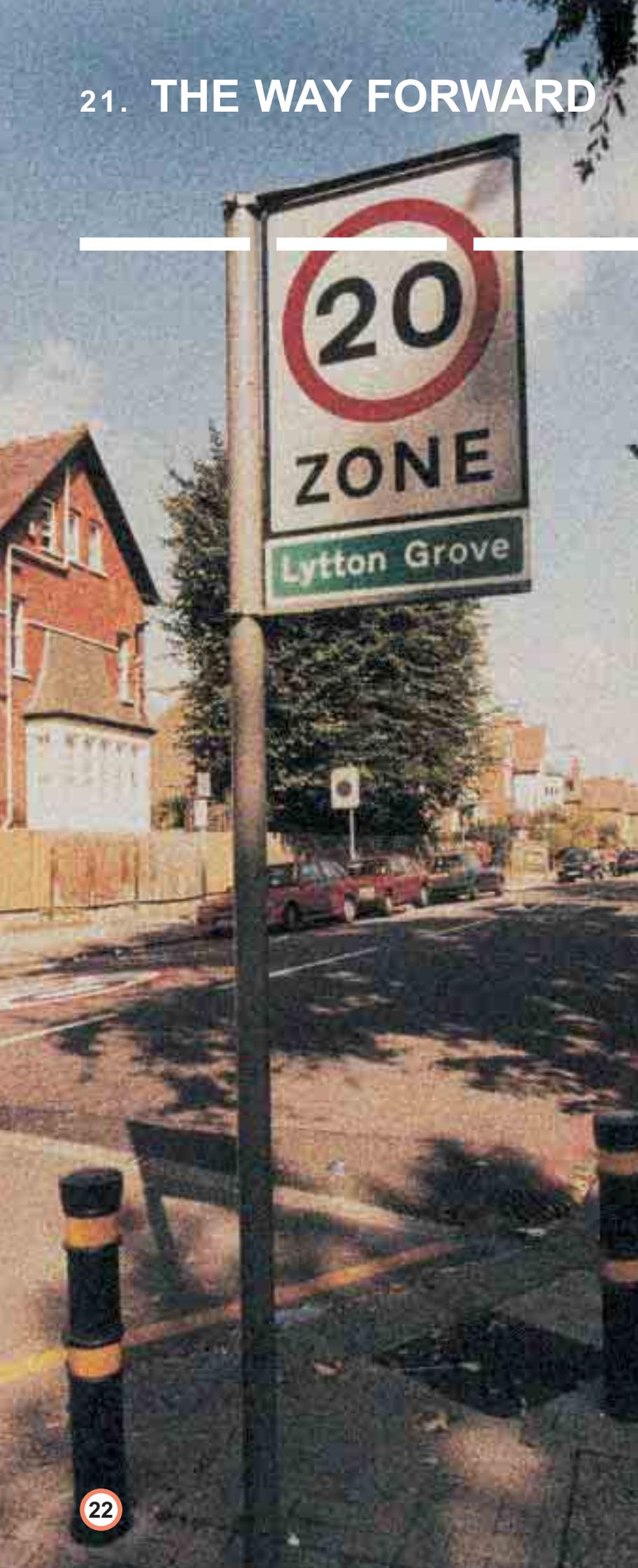
- An additional £165m for safety engineering works on the TLRN and borough roads
- An additional £65m for the borough safety engineering work
- An additional £50m for London-wide safety campaigns and educational work
- An additional £50m on safety cameras. This expenditure is likely to come from receipts from fines through enforcement of speed limits and traffic signal regulations.

This additional expenditure on road safety, equivalent to about £25m per annum, excluding the costs of the safety cameras, is intended to lead to a reduction of 2,000 killed and seriously injured casualties in London per year with an economic saving of over £150m pa.

TABLE 3 Funding for road safety work through TfL 2001/2

Spending Agency	Item	£m
TfL	Engineering works on the TLRN	2.5
TfL and Boroughs	Campaigns and education	0.5
TfL, Boroughs, Police and Courts	Speed and red light safety cameras	N.A
Boroughs	Engineering work on borough roads	12.5
Boroughs	20 mph zones	1.75
Boroughs	Safer routes to schools	3.5

## 21. THE WAY FORWARD



This Plan develops the Road Safety element of the Mayor's Transport Strategy. It has been developed through consultation with the police, the boroughs and other agencies involved in road safety in London.

The Plan is intended to provide a framework for action by TfL and these agencies. The Plan covers the period up to 2004/05 and it will be reviewed and reissued in 2004/05.

The Pan London Road Safety Forum will continue to co-ordinate road safety work in London to achieve the casualty reduction target set out in the Plan.

Transport for London will seek to develop budgets to fund the measures set out in this Plan. Transport for London will monitor progress in implementing the measures set out in this Plan and their impact on the number and severity of casualties.

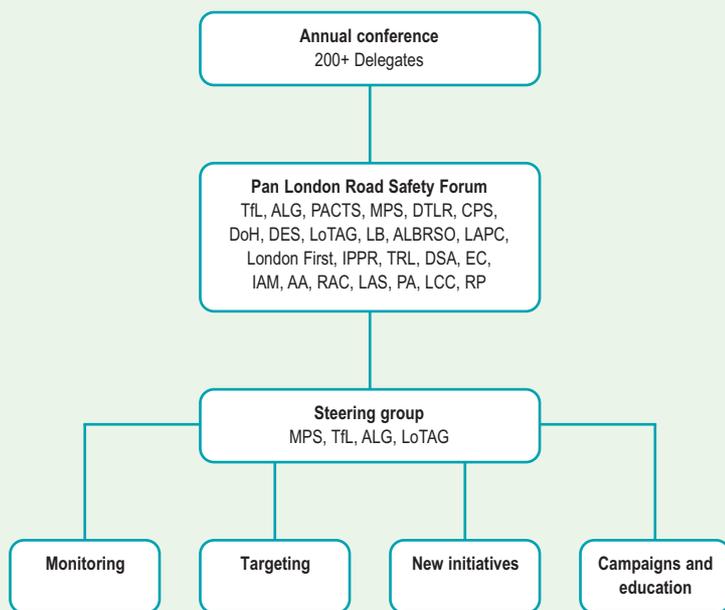
# APPENDIX

## London road safety organisations

This appendix describes the main organisations in London that are involved in road safety. Transport for London will publish with this plan, and update annually, a guide to these organisations with terms of references, membership and contact points.

### The Pan London Road Safety Forum

This organisation was set up by the ALG in 2000 and has now evolved into the structure shown in the diagram below.



The approach of the Forum reflects the three main themes of intelligence led road safety, partnership and leadership. These are encompassed in the following terms of reference:

- To act as London's key stakeholder forum on road safety issues
- To work towards achieving the Government's and Mayor of London's road casualty reduction targets
- To develop initiatives, campaigns and a media strategy to improve road safety in London and challenge inappropriate thinking
- To review, consider and respond to national and regional guidance, strategies and plans on road safety
- To hold a conference once a year on road safety issues in London
- Produce codes or guidance on preparation of Borough Spending Plan and Local Investment Plans to provide a consistent approach across London
- To work towards consistency and a common understanding of road safety data across all stakeholders to allow easy comparison and assessment of performance
- To disseminate best practice advice through effective joint working and partnership
- To act as a voice for London on pertinent road safety issues.

**The Road Safety Forum:** This is designed to determine direction and actions and to create ownership of the road safety issues and co-operation across a wide field of expertise through partnership and joint working. The membership of this group may be subject to change and expansion. The steering group will look to this group for advice, consultation and recommendations. Membership currently is as shown in the diagram - the glossary provides a definition of the acronyms used in the diagram.

**Steering group:** This group is responsible for moving forward, directing, leading and establishing the strategy for road safety in London. It includes the four main stakeholders, TfL, the Metropolitan Police Service (MPS), the Association of London Government (ALG) and the boroughs.

**The sub-groups:** These groups are designed to advise the steering group and take action in their own right on issues that the steering group and the Forum consider require dedicated attention. The number and membership of sub-groups will be flexible and conditioned by issues and expertise as appropriate.

### Other Key Road Safety Organisations in London

Other key organisations for road safety are listed below. This does not represent an exhaustive list. Transport for London will produce with this plan a guide to these groups including terms of reference, membership and contacts.

- Association of London Borough Road Safety Officers
- London Accident Prevention Council
- London Road Safety Advisory Group
- London Safety Engineering Forum.

### Glossary

AA	Automobile Association
ABI	Association of British Insurers
ALBRSO	Association of London Borough Road Safety Officers
ALG	Association of London Government
APIL	Association of Personal Injury Lawyers
CCTV	Closed Circuit Television
CPS	Crown Prosecution Service
DES	Department of Education and Skills
DoH	Department of Health
DSA	Driver Standards Agency
DTLR	Department for Transport, Local Government and the Regions
GLA	Greater London Authority
IAM	Institute of Advanced Motorists
IPPR	Institute of Public Policy Research
LAPC	London Accident Prevention Council
LAS	London Ambulance Service
LB	London Buses
LCC	London Cycling Campaign
LoTAG	London Technical Advisor’s Group
LS	Living Streets (formerly Pedestrian Association)
MPA	Metropolitan Police Authority
MPS	Metropolitan Police Service
PA	Pedestrian Association
PACTS	Parliamentary Advisory Council for Transport Safety
RAC	Royal Automobile Club
RP	Road Peace
RSOs	Road Safety Officers
RoSPA	Royal Society for the Prevention of Accidents
TfL	Transport for London
TRL	Transport Research Laboratory





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