



# Safe London streets: Our approach

October 2015

MAYOR OF LONDON



**TRANSPORT  
FOR LONDON**  
EVERY JOURNEY MATTERS

Cover image: Holborn Circus

### **About Transport for London**

We are the integrated transport authority for London. Our purpose is to keep London working and growing and to make life in the Capital better. We reinvest all of our income to run and improve London's transport services.

Our operational responsibilities include London Underground, London Buses, Docklands Light Railway, London Overground, TfL Rail, London Trams, London River Services, London Dial-a-Ride, Victoria Coach Station, Santander Cycles and the Emirates Air Line.

On the roads, we regulate taxis and the private hire trade, run the Congestion Charging scheme, manage the city's 580km red route network, operate all of the Capital's 6,200 traffic signals and work to ensure a safe environment for all road users.

We are delivering one of the world's largest programmes of transport capital investment, which is building Crossrail, modernising Tube services and stations, improving the road network and making the roads safer, especially for more vulnerable road users, such as pedestrians and cyclists.

We are a pioneer in integrated ticketing and providing information to help people move around London. Oyster is the world's most popular smartcard, and contactless payment is making travel ever more convenient. Real-time travel information is provided by us directly and through third parties who use the data TfL makes openly and freely available to power apps and other services.

Improving and expanding transport in London is central to driving economic growth, jobs and housing across the country.

# Foreword



Mike Brown

Road safety is a top priority for the Mayor and Transport for London (TfL). We are committed to a programme of sustained and evidence-based action to work towards our ambition of eradicating all death and serious injury from our roads.

We have made significant progress over the past decade by building new infrastructure that protects vulnerable road users and working with our partners implementing new ideas and technologies. This has enabled us to meet the Mayor's target to reduce the number of people killed or seriously injured (KSI) on London's roads by 40 per cent six years early.<sup>1</sup> KSIs are now at their lowest level in London since records began.

To build on this progress, the Mayor has now set a new target for a 50 per cent fall in KSIs by 2020. Meeting this would mean a reduction of around 10,000 deaths or serious injuries over the next five years.<sup>2</sup>

Road safety data indicates that 93 per cent of all contributory factors recorded for collisions in London were due to human error.<sup>3</sup> This has informed our whole approach to road safety, which is now refocused on ensuring our actions more effectively address the five main sources of road danger:

- Travelling too fast
- Becoming distracted
- Undertaking risky manoeuvres
- Driving under the influence of alcohol or drugs
- Failing to comply with the laws of the roads

1 Collisions and Casualties on London's roads: Annual Report 2014 (TfL, 2015)

2 Collisions and Casualties on London's roads: Annual Report 2014 (TfL, 2015)

3 Data Analysis of STATS19 Dataset (TfL, 2015)

To meet our casualty reduction target, we are intensifying our efforts on road safety enforcement. There will be more than 9,800 additional police officer days of road safety activity a year. Focusing on the sources of danger and high-risk locations, extra officers will be deployed at places and times where we know traffic offences, such as speeding, are more likely to happen.

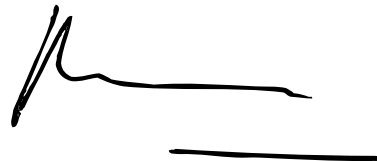
By targeting resources and actions at the locations where we know collisions are most likely to occur and at the behaviours and audiences that are most likely to be involved, our interventions will be far more effective.

This approach complements our new roads campaign which encourages people to think about how their actions have the potential to put themselves and others at risk.

This document summarises how we will tackle these sources of danger, meet the Mayor's

target of reducing KSIs by 50 per cent, and progress beyond that towards roads free from death and serious injury. It also outlines the other work we are undertaking in support of our six road safety commitments.<sup>4</sup>

None of this can be achieved, of course, without working in partnership with London boroughs, the Metropolitan Police Service (MPS), the City of London Police (CoLP) and others. We will continue to share ideas and develop plans with these partners to make London's roads progressively and significantly safer.

A handwritten signature in black ink, consisting of a stylized 'M' followed by a horizontal line.

**Mike Brown MVO**  
**Commissioner for Transport**

<sup>4</sup> Safe London Streets: Our six road safety commitments (TfL, 2014)

# Our priorities

We have adopted a new approach to improve the safety of our roads, refocusing our priorities on minimising the five main sources of road danger that contribute to collisions and casualties. Our autumn 2015 marketing campaign and increased enforcement activity will be the first time we use this approach, highlighting the dangers and encouraging road users to change their behaviours. This will enable us to save more lives in London and take us closer to roads free from death and serious injury.



Cyclists using a segregated cycle lane on Southwark Bridge

# I Travelling too fast

A 1mph reduction in speed could reduce the frequency of collisions by around six per cent in urban areas.<sup>5</sup>

**The speed of motor vehicles is a contributory factor in many serious and fatal collisions. Data from 2012-2014 shows that speed is a factor in 38 per cent of vulnerable road user KSIs.<sup>6</sup> This includes breaking the speed limit and travelling too fast for the environment and weather conditions.**

## 20mph pilots

Almost 25 per cent of the Capital's roads now have 20mph speed limits. In March 2015, we outlined plans for eight new pilots on parts of our road network, including at Westminster Bridge and Clapham High Street. Two are now under way on Commercial Street in Tower Hamlets and Dalston Kingsland in Hackney. The rest will be introduced by early 2017.

## Better technology

We are upgrading the Capital's road safety cameras and trialling Average Speed Camera systems at four locations that have a history of KSI collisions. This will enable us and our policing partners to better enforce compliance with speed limits.

We are also investing in road safety innovations that stop vehicles exceeding the speed limit. We are currently trialling Intelligent Speed Assistance (ISA) technology on two bus routes. ISA recognises speed limits using the Digital Speed Limit Map of London and ensures buses keep within them. We are reviewing the results of these trials and investigating introducing the technology across London's bus fleet. We are also asking the Department for Transport (DfT) to commission a national digital speed limit map, so that bus ISA can be rolled out further across the UK.

## Speed awareness

Our education programmes are encouraging motorists to use appropriate speed for the conditions. For example, BikeSafe-London is giving motorcyclists the skills to ride safely and the instruction to comply with speed limits.

Our partners run several speed awareness courses to educate those caught exceeding the speed limit. This is an alternative to prosecution and research shows that drivers who attend one are less likely to reoffend.

<sup>5</sup> The Effects of Drivers' Speed on the Frequency of Road Accidents (Taylor, Lynam and Baruya, 2000)

<sup>6</sup> Data Analysis of STATS19 Dataset (TfL, 2015)

## 2 Becoming distracted

Studies have shown that drivers using hand-held devices are four times more likely to be involved in a collision.<sup>7</sup>

**Road users can be distracted by electronic devices, music and other passengers. This affects their awareness of what is happening on the roads, their judgement of risks and their decision-making ability.**

### **Innovations in vehicle technology**

We are championing safety innovations that give vehicles more autonomy and 'awareness', therefore minimising the potential danger of motorist distraction. Autonomous emergency braking (AEB) monitors the road ahead and automatically brakes the car if the driver fails to respond to an emergency situation. We are working with road safety organisations to call on the EU to make AEB, particularly for pedestrians, and ISA mandatory in all new cars.

### **Educating drivers and riders**

We are working with our borough and policing partners to inform road users about the danger of being distracted and are providing tips on how best to avoid it. Concentration and hazard awareness are also a focus of our BikeSafe-London and Safe Drive Stay Alive education courses for motorcyclists and young people.

### **Increasing enforcement activity**

The MPS and the CoLP are targeting distracted road users who put others at risk. Every month the MPS deploys hundreds of officers to collision hotspot junctions to carry out high-visibility enforcement and education activity. Over the next 12 months, MPS activity will increase. Through Operation Safeway, officers will be deployed at three times as many



Almost 25 per cent of the Capital's roads now have 20mph speed limits

collision hotspot junctions as before to enforce the rules of the road and improve road user behaviour. In addition, there will be one major pan-London road safety operation a week and police will provide a reassuring presence at all locations where serious incidents involving sources of danger take place.

<sup>7</sup> Mobile Phone Use: A growing problem of driver distraction (World Health Organisation, 2011)

## 3 Undertaking risky manoeuvres

Twenty-five per cent of all cyclist fatalities were a result of another vehicle turning left across the path of the cyclist.<sup>8</sup>

**Road users perform a range of manoeuvres that have the potential to put themselves and others at risk. These include the potential risks associated with pulling out of junctions or turning across traffic.**

### HGV design

We are working with the freight industry and vehicle manufacturers to improve HGV drivers' vision from the cab, so they are able to see vulnerable road users. Working with eight leading truck manufacturers, we are investigating the best measures to achieve this, such as fitting glass vision panels in the nearside passenger door. In addition, we are lobbying the EU to make safety requirements mandatory for HGV cab design.

### Making safe decisions

Our education and training programmes encourage road users to make safe decisions while driving or riding. These include:

- 'In the Zone' bus driver training, delivered to thousands of London's bus drivers
- The MPS Cycle Safety Team's 'Exchanging Places' initiative, which educates cyclists about HGV blind spots, allowing them to see the road from an HGV driver's perspective
- Free, bespoke cycle training sessions for people of all ages to learn about the behaviours that contribute to collisions

In autumn 2015 we will launch a new HGV Cycle Safety campaign. This will address collisions between HGVs and cyclists at junctions, highlighting the risks associated with turning left. Our road safety data shows that this is a main cause of cyclist fatalities.

Our wider campaign also supports this work by highlighting how taking risks on the road can lead to collisions, specifically focusing on speeding and being distracted by mobile devices.



We are lobbying the EU to make safety requirements mandatory for HGV cab design

<sup>8</sup> Cycle Safety Action Plan (TfL, 2014)



## 4 Driving under the influence of alcohol or drugs<sup>9</sup>

Five per cent of road fatalities in London involved drinks and/or drugs.<sup>9</sup>

**We work with our partners to educate people about the dangers of drink and drug driving, and to catch those who continue to do so.**

### Education

Safe Drive Stay Alive is an educational initiative that challenges young people's driving behaviours, with a major focus on drink and drug driving. By the end of 2015, 18 boroughs will have delivered the programme, reaching more than 18,000 young people.

We participate in the 'Safety Thirst' campaign run by the Greater London Authority, London Ambulance Service and the Corporation of London. This takes place over the Christmas season and highlights the danger of driving under the influence of alcohol and drugs.

### Roadside testing

Our policing partners catch and prosecute those who drink and drive. Recent legislation means the police can now also test for illicit drugs at the road side. We are working with the MPS Roads and Transport Policing Command to trial different Home Office-approved devices and the results will be released in early 2016.



Recent legislation means the police can now also test for illicit drugs at the road side

9 Data Analysis of STATS19 Dataset (TfL, 2015)

## 5 Failure to comply with the laws of the roads

During Operation Safeway in 2014, officers issued more than 20,000 Fixed Penalty Notices for offences such as using a mobile phone, jumping a red light, and failure to wear a seatbelt.<sup>10</sup>

**The Highway Code and national legislation protects all road users and encourages people to comply with the law. High visibility roadside traffic enforcement is proven to be effective in deterring road users from performing illegal and dangerous behaviour.**

### **Better cameras**

In 2014 the police prosecuted more than 100,000 drivers for red light offences and speeding in London. To help the police more effectively enforce against these offences, we are updating red light cameras at traffic signal junctions across the Capital. Seventy per cent of red light cameras have now been upgraded and the remaining cameras will be replaced by October 2016.

### **Safer vehicles**

Our policing partners undertake daily road safety activities, patrols and operations to minimise casualties and collisions on London's roads. Operation CUBO targets uninsured and illegal drivers and removes them from our roads. Specialist teams, such as the Industrial HGV Task Force, continue to take non-compliant and unsafe vehicles off London's roads. In 2014, the task force stopped 2,928 vehicles, issued 1,174 penalty notices and seized 25 vehicles.<sup>11</sup>

In September 2015 we launched the Safer Lorry Scheme. This ensures that only HGVs with vital safety mirrors and sideguards are allowed on London's roads. Construction vehicles, which are involved in a disproportionate number of fatal collisions involving cyclists and pedestrians, are included. In early 2016 we will consult on the next stages of the scheme to further protect pedestrians and cyclists from HGVs on London's roads.

### **Using data and information**

Our new Roads and Transport Enforcement Officers are deployed to locations where the risk of collision and congestion are high. We use the most up-to-date information from a range of different sources including Twitter and customer complaints to target the places and times when problems can occur. By spring 2016, we will have 80 additional officers helping to keep pedestrians and cyclists safe and ensure compliance with the rules of the road.

### **Lobbying Government**

With support from road safety organisations, we are lobbying the DfT to make changes to the Highway Code. Our aims include an increased emphasis on vulnerable road users, guidance on 20mph zones and more consistency with cycle training guidance.

<sup>10</sup> Collisions and Casualties on London's Roads: Annual Report 2014 (TfL, 2015)

<sup>11</sup> Collisions and Casualties on London's Roads: Annual Report 2014 (TfL, 2015)

# Our commitments

This section looks at the progress we've made since we published **Safe London streets: Our six road safety commitments** in February 2014.

These six commitments underpin our road safety programme and guide our future activity.

## Commitment 1

**We will lead the way in reducing the number of people killed or seriously injured on the Capital's roads by 50 per cent by 2020**

With a rapidly growing and changing population, and more people than ever using our roads, we must continue to work closely with the London boroughs and other key stakeholders to meet our ambitious new target of reducing KSIs by 50 per cent by 2020.

We will continue to undertake detailed analysis of road safety data to determine where we, the boroughs and our policing partners target our activity.



We aim to meet our ambitious new target of reducing KSIs by 50 per cent by 2020

## Commitment 2

### **We will prioritise the safety of the most vulnerable groups – pedestrians, cyclists and motorcyclists**

Pedestrians, cyclists and motorcyclists make up almost 80 per cent of those affected by serious or fatal collisions in London.<sup>12</sup> We target our activity towards the locations and situations where vulnerable road users are at greatest risk.

Despite 2014 London casualty and collision data showing that the number of KSIs is at its lowest level since records began, the number of motorcycle fatalities has risen.<sup>13</sup> In 2014, 27 motorcyclists were killed compared with 22 in 2013.<sup>14</sup> We are increasing our efforts to make this group safer and reduce KSIs.

When motorcyclists travel in groups or pairs, the first person on the scene of a collision is often another rider. In partnership with the London Fire Brigade and London Ambulance Service we are piloting 'Biker Down'. This gives motorcyclists the confidence to deal with a motorcycle collision, teaching them how to safely remove a motorcycle helmet, manage spinal injury and give CPR.

Slight injuries on our roads also increased. We are carrying out detailed analysis to understand why they have risen and how best to tackle the root causes.

Our campaigns will continue to highlight risky road behaviour and the dangers it can cause vulnerable road users.

The MPS carries out a range of education and engagement initiatives and enforces against speeding, careless riding and red light running. Since March 2015 the MPS Motorcycle Safety Team has engaged with more than 11,000 riders in three week-long operations. Collision data is used to inform its deployments.

We continue to invest in road safety innovations to further protect pedestrians, which account for the largest number of KSI casualties in London.<sup>15</sup> In 2014, we undertook Pedestrian SCOOT trials at two junctions on the A24. This technology detects how many people are waiting at a crossing and allows a longer crossing time when there are a considerable number. We will undertake three further trials, which are due to be completed in May 2016. We have doubled the number of Pedestrian Countdown signals from 200 to 400, and will install 400 more by summer 2016.

We are currently trialling Cycle SCOOT at two locations on Cycle Superhighway 3. This technology automatically detects the number of cyclists approaching traffic signals and gives them more green light time.

<sup>12</sup> Safe London Streets: Our six road safety commitments (TfL, 2014)

<sup>13</sup> Collisions and Casualties on London's Roads: Annual Report 2014 (TfL, 2015)

<sup>14</sup> Collisions and Casualties on London's Roads: Annual Report 2014 (TfL, 2015)

<sup>15</sup> Collisions and Casualties on London's Roads: Annual Report 2014 (TfL, 2015)

## Commitment 3

### **More funding for road safety, invested in the most effective and innovative schemes**

As part of the Road Modernisation Plan, we are investing £4bn in improving London's road infrastructure – the biggest investment in a generation. This includes schemes to improve road safety, for example providing 50km of fully segregated cycle ways, designing safer junctions, roundabouts and pedestrian crossings, and upgrading our network of safety cameras.

Work on the North-South and East-West Cycle Superhighways began in spring 2015 and is due to be completed next year. The North-South Cycle Superhighway will run between Elephant and Castle and Farringdon Street while the East-West Cycle Superhighway will run from Lancaster Gate to Tower Hill. Both will provide safer cycle routes through some of the Capital's key junctions and gyratories.

We are investing £300m in 33 improvement programmes to make junctions safer for vulnerable road users. We have analysed road collision data to determine which junctions to invest in. Work at Oval junction has already begun and we will complete 13 junction improvement programmes by the end of 2016, including Elephant and Castle, Stockwell, Lancaster Gate and Shoreditch.

We are investing up to £10m in Tooting and Peckham to redesign junctions, streets and pavements to make them safer and more attractive for pedestrians. This is part of our new pilot pedestrian town centre safety programmes.

We continue to allocate significant funding every year to borough projects through their Local Implementation Plans, which aim to improve road safety and protect vulnerable road users. For example, Southall, in the London Borough of Ealing, has received funding as part of a wide-ranging programme to create a safer environment for pedestrians and businesses, and revitalise the streets, shop fronts and public spaces.



School cycle training in action

## Commitment 4

### **Increase efforts with the police, boroughs and enforcement agencies in tackling dangerous and careless road user behaviour that puts people at risk**

January 2015 saw the launch of the MPS Roads and Transport Policing Command (RTPC).

This is a single police unit created to further improve the safety and security of London's roads through enforcement, education and engagement. With more than 2,300 officers, the MPS RTPC is the largest police command in the UK.

A CoLP Commercial Vehicle Unit has been formed, working alongside the MPS Commercial Vehicle Unit and multi-agency Industrial HGV Task Force. These units work together to take non-compliant and unsafe commercial vehicles off our roads. We have strengthened coordination between all enforcement agencies by launching the strategic London Freight Enforcement Partnership. This partnership will be supported by a new joint intelligence and analysis centre – the Freight Compliance Unit – to identify the serially non-compliant freight operators and most dangerous vehicles as the targets for enforcement.

The MPS RTPC continues to run Operation Safeway, where hundreds of officers are deployed to junctions across the Capital with the highest number of collisions, and mass mobilisation to coincide with seasonal peaks in KSI collisions. The RTPC enforce against the five sources of road danger and give safety advice to all road users.

In August 2015 the MPS and CoLP launched Community Roadwatch. The scheme gives local residents the opportunity to work with local police teams, and use detection equipment to identify speeding vehicles. In its first two days, 25 vehicles were caught speeding. The scheme will be in place across all London boroughs by 2016.

The MPS Cycle Safety Team (CST) and Motorcycle Safety Team continue to be deployed to areas with high KSI figures. Officers educate road users where necessary and enforce the Road Traffic Act when appropriate. Between April and October 2015, the CST submitted 1,721 Traffic Offence reports and seized 65 uninsured vehicles.

# Commitment 5

## **We will campaign for changes in national and EU law**

To make our roads safer we must continue our campaign for national and European regulatory and legislative change.

Over the past 12 months we have made significant progress. We have secured agreement from the European Commission to alter the allowed size and dimensions of HGVs to improve direct driver vision. Following our efforts, the Driver Vehicles Standards Agency published new training standards for HGV and bus drivers, which take into account the safety of vulnerable road users.

In addition, we worked with the DfT during the development of the Safer Lorry Scheme. It also permitted specific exemptions to the Traffic Signs Regulations and General Directions (TSRGD), which has allowed the introduction of low-level cycle signals.

Over the next six months we will build on these achievements and look for opportunities to work with other European cities and road safety stakeholders to make further changes. We will focus on five lobbying objectives where we can make real and significant progress. These are:

- **Making more use of advanced driver assist technologies**

We will lobby the European Commission to make ISA and pedestrian AEB mandatory in all new cars, as part of the review of General Safety Regulation

- **Revising the Highway Code to better promote vulnerable road user safety**

We will continue to call for the DfT to make changes to the Highway Code to include a greater consideration of vulnerable road users, guidance on 20mph and consistency with cycle training guidance

- **Better enforcement of Advanced Stop Lines and Mandatory Cycle Lanes**

We will continue to lobby for regulatory changes to help us better enforce against vehicles entering cycle lanes or encroaching on Advanced Stop Lines. Keeping cycle infrastructure free of motorised vehicles will improve cyclist safety

- **Revising the TSRGD to allow greater flexibility in road and signage design**

We have seen some success in this area and will continue to ask the DfT for further flexibility. This would enable us and local authorities to test innovative engineering measures to further protect road users

- **Improving direct driver vision for HGVs**

We will continue to campaign for the European Commission to include ambitious requirements on direct driver vision for HGVs

## Commitment 6

### **We will work in partnership with boroughs and stakeholders to improve best practice and share data and information**

Sharing information is central to our efforts to improve road safety. We publish and share all our collision and casualty data. This includes detailed online open data files and regular published reports. We use collision data to identify which roads and junctions have the highest rates of vulnerable road user collisions. This is shared with the boroughs to determine priorities for work on TfL's Road Network and borough roads. The data is also used by our policing partners to identify trends and carry out more targeted enforcement and engagement to improve road safety.

We are working with the police to explore ways to improve reporting processes and ensure we have access to the latest casualty and collision data. This includes distributing hand-held devices to police officers who can automatically update road safety data. We will continue to look for new ways of obtaining and using data to help determine where we target our resources.

In September 2015, we published the London Collision Map, which displays collision history across the Capital. The map is used to inform road users and target enforcement action. It contains data from 2005 to 2014 and data for 2015 will be added when it is available. The London boroughs also have free access to road safety data through MAST, an advanced online road safety analysis tool. We will make all our road casualty and collision data available to London boroughs through a new online facility.

Early in 2016 we will be holding our next annual road safety conference for borough road safety officers and road safety interest groups. The conference will be used to identify ways to work in partnership to reduce casualties on London's roads.



Out in force for Community Roadwatch



# Working with others

**Safe Streets for London:** The Road Safety Action Plan for London 2020 recognises and embraces the valuable work undertaken by the many organisations that contribute to road

casualty prevention and reduction. We will continue to work with our partners in a united effort to achieve our ultimate aim of removing death and serious injury from the Capital's roads.



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