

# Feet First Improving Pedestrian Safety in London

March 2014





# Transport Committee Members

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## Chair's Foreword

As London's population continues to grow at an unprecedented rate, it is timely that we should reclaim London's streets for pedestrians. Our plea to the Mayor is that the same political focus that has driven forward his cycling vision is given to ensuring the safety of pedestrians and the active promotion of walking as a healthy and environmentally-friendly mode of transport.

Pedestrian safety affects all of us. Over six million journeys are made on foot in London every day, and millions of people take to the streets as part of longer journeys made by bus or Tube. But pedestrians have suffered in the past from a lack of investment in measures that will make the roads safer and more enjoyable places to be. Despite decades of careful and thoughtful activity to improve road safety, the number of pedestrians killed and seriously injured in London has begun to rise again. The rights of all Londoners - including the elderly, the young and those with disabilities - to enjoy their city in safety must be made a priority. We cannot take pedestrian safety for granted.

As part of our investigation, we visited some of the places where the most pedestrian collisions occur. We spoke to people who use our streets every day and found that in many cases, there are simple, proven measures that would make a real difference to their safety. We experienced first-hand the fear that some older and disabled pedestrians feel in the simple act of crossing the road, with only a few seconds of Green Man time and huge vehicles thundering past. We spoke to road safety campaigners who told us of their experience in trying to get answers to straightforward questions about what is happening on our streets. We would like to thank everyone who has contributed to this investigation.

We now need to look again at how to design roads to make them safer for all road users. We need to look at what we know - and don't know - about how and why collisions happen. We must make sure that lessons are learned so that deaths and life-changing injuries can be avoided. We also need to look at how people use our roads and streets - as drivers, cyclists and pedestrians - to make sure that everyone shares in a collective responsibility to keep our streets safe.

We need strong leadership to ensure that pedestrians are not left behind, while investment in other transport modes surges ahead. Above all, we need to ensure that the people responsible for delivering London's transport policy have a clear vision for the future that we all want to see - London as a city free from pedestrian death and injury.

A handwritten signature in black ink that reads "Valerie Shawcross". The signature is fluid and cursive, with the first name clearly legible.

**Valerie Shawcross CBE**  
Chair of the Transport Committee

# Executive Summary

## **Championing Pedestrians**

The Transport Committee calls for renewed focus on improving pedestrian safety, and for the Mayor to put people - not vehicles - at the heart of London's transport policies. A sustained effort backed by political will and bold ambitions is needed to make the changes that are needed to eliminate pedestrian death and injury on our roads.

More pedestrians are killed or seriously injured on London's streets than any other type of road user. After a decade of progress in reducing pedestrian casualties, there are worrying signs that this progress may be halting. With London's population set to increase dramatically in coming years, it is vital to ensure that the streets are made safer for pedestrians. Increased levels of walking would have significant health and economic benefits for London, reducing pressure on public transport and improving air quality, but fear of road danger is a major barrier to encouraging more people to take to their feet.

Our investigation found that a lack of political focus and financial investment in walking as a transport mode has meant that rhetoric has not been translated into reality. A clear vision is now required: there are lessons to be learned from London's "cycling revolution", which has demonstrated the positive impact of sustained political and public focus, and continued investment to drive forward safety improvements.

Other world cities have taken bold steps to ensure that eliminating road death and injury is a key priority. London needs to forge ahead with a similar zero-tolerance approach, based around the principles that roads should be designed and used in a way that is safe for everybody. We call on the Mayor, and Transport for London (TfL), to demonstrate leadership on this issue. We want them to make a clear commitment to pedestrian safety by setting ambitious targets to reduce pedestrian casualties, and appointing a senior figure to champion the needs of pedestrians.

## **Understanding the problem**

Collisions are complex events. Lack of timely, accurate information on how and why these events occur means that the wider debate about what causes pedestrian casualties is often based on assumptions, not facts. Information needs to be shared with partner organisations more widely and more quickly to ensure that there is a joined-up approach to tackling road danger, and that policy makers are held to account if progress stalls. TfL needs to work with the police, NHS and campaign

groups to plug the gaps in its data. A solid evidence base is needed to ensure that strategies and initiatives respond to what is actually happening on the streets. We call on the Mayor and TfL to make sure that data is made available widely to inform the debate on how to make the roads safer for pedestrians.

### **Safer Roads**

TfL needs to work closely with London's boroughs to identify and treat pedestrian collision hotspots, whether these occur on borough roads or the Transport for London Road Network. Locations with high pedestrian casualty rates must be prioritised for swift action. This should include looking at how roads are used by the people who live, work and socialise there, not just the vehicles that use the carriageway. Vehicle speed must be addressed across the network to reduce the number of collisions and lessen their impact. Having identified a way forward through the Roads Task Force's "Street Type Framework", the Mayor and TfL must now pick up the pace in turning theory into action.

An astonishing 25 per cent of pedestrian deaths and serious injuries occur at pedestrian crossings. We call for a thorough review of crossings and an acknowledgement that people's safety must take priority over the need to get traffic through junctions as quickly as possible. We welcome the use of new technologies such as Pedestrian Countdown and Pedestrian SCOOT where these are shown to have a clear benefit to pedestrians; but new technology is not a "silver bullet" and cannot be universally applied to every road, street and crossing in London. Tried and tested solutions must also play a part in reducing road danger. The Committee is worried by the reduction of Green Man time at sites across London. We have found a lack of careful analysis of how changes to pedestrian crossings have affected behaviour and led to increased anxiety for many of the most vulnerable pedestrians. We call on the Mayor and TfL to make funds available for vital upgrades to improve pedestrian safety at crossings, and to look again at policies that have jeopardised the safety of pedestrians in order to benefit other road users.

### **Safer Vehicles**

Large vehicles are disproportionately involved in serious injuries to pedestrians and increase the perception of our roads as dangerous places. The Mayor and TfL have significant influence over the behaviour of heavy goods vehicles and buses in our city. It will be important to ensure that the needs of pedestrians are taken into account when changes are made to how heavy goods vehicles operate in London. The Mayor and TfL can set a "gold standard" by selecting fleet operators who demonstrate best practice in their safety operations.

There is a growing concern about the number of buses involved in collisions with pedestrians. TfL needs to take ownership of this issue and ensure bus companies are given the incentive to prioritise safety over journey time reliability. There is a lack of transparency over how bus companies conduct investigations into collisions. There needs to be a more strategic, network-wide assessment of the safety record of buses. We call on the Mayor and TfL to ensure that improving pedestrian safety and reducing deaths and injuries are made a specific performance indicator for bus companies, and to use available technology to monitor the bus network more stringently

### **Safer People**

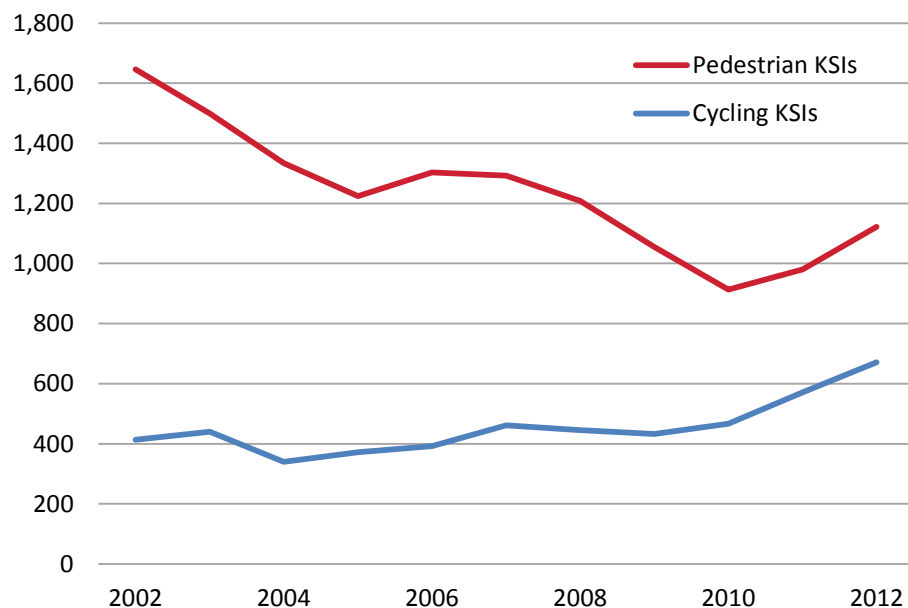
Road crime is real crime and should be treated as such. Action is needed to prevent pedestrians being killed and seriously injured by people who break the law on our roads. Changing people's behaviour will be extremely challenging without proper deterrents and strong law enforcement. We heard concerns that past strategies have focused too heavily on changing the behaviour of pedestrians, rather than addressing poor behaviour by other road users. Enforcement will be vital to reinforce educational messages. We call on the Mayor and TfL to use the full range of enforcement options available through road design, targeted police activity and an expanded safety camera network to challenge and penalise illegal and dangerous behaviour. We call on the Mayor and TfL to work with the police to assess current levels of traffic law enforcement, and use all available data to identify key enforcement priorities. We also call on the Mayor and TfL to work with the police to address pedestrians' concerns that people can break the law with impunity, and to create greater transparency in how the criminal justice system works for the victims of pedestrian collisions.

# Introduction

More pedestrians are killed or seriously injured on London's streets than any other road user group. Sixty-nine pedestrians were killed, and another 1,054 seriously injured, in London in 2012 - an average of three people a day.<sup>1</sup>

Following a decade of progress in reducing the number of pedestrians killed or seriously injured (KSI), casualty numbers began rising again in 2011. The proportion of pedestrian victims of all serious road traffic injuries and fatalities also rose. In 2008, pedestrians accounted for 34 per cent of all serious injuries and 46 per cent of all fatalities.<sup>2</sup> By 2012, this had risen to 37 per cent and 51 per cent respectively.<sup>3</sup>

## Pedestrian KSIs are rising



Source: TfL collision statistics, 2002 to 2012.

This signals a worrying reversal of the positive trend towards improved pedestrian casualty rates. With the population of London set to rise to over ten million people by 2031, more pedestrians will be competing for space on our streets and interacting with other road users.

Aside from the human cost of pedestrian deaths and life-changing injuries, fear of road traffic injury is the leading reason that people give for not walking more. TfL's Transport Action Plan, *Improving the Health of Londoners*, outlines the important role that walking plays in maintaining



and improving the health and wellbeing of Londoners of all ages. TfL estimates that over £2 billion could be achieved in health economic benefits alone if more people switched to active travel by walking or cycling short journeys.<sup>4</sup>

The Mayor has announced that he will publish a Pedestrian Safety Action Plan in 2014, to set out priority actions to improve pedestrian safety. The Transport Committee has heard concerns that, in developing the Action Plan, TfL may have overlooked some of the key elements that would drive forward progress on pedestrian safety. In light of this, the Committee welcomes TfL's recent announcement about its six road safety commitments. It is now vital that the Mayor and TfL clearly set out how, and when, they will deliver on the promises they are making to improve the safety of pedestrians.

The Committee undertook an investigation to explore issues around pedestrian safety in London. This involved gathering information through public meetings, site visits and written evidence from pedestrian campaign groups, Living Streets and RoadPeace, the Metropolitan Police (the Met), groups representing older and disabled Londoners, and TfL.

The first part of this report considers the need for strong leadership and a clear vision to make London's streets safer for pedestrians. The second part discusses what evidence will be needed to drive forward improvements. In the third section, we explore how roads can be made safer to reduce the danger to pedestrians. The penultimate section examines the dangers posed by large vehicles. And, the final section looks at what needs to be done to tackle dangerous and unlawful behaviour on our roads.

## Championing Pedestrians

**Lack of political and financial investment in walking has led to a lack of progress in making walking safer and more enjoyable. The Mayor needs to set specific, ambitious targets for a year-on-year reduction in pedestrian casualties, to send a clear message that he is serious about his duty to keep all Londoners safe and secure.**

### Money talks

The Assembly's 2010 report, *Walk this Way*, called on the Mayor to demonstrate his commitment to making walking safer and more enjoyable, and made a number of recommendations on how this could be achieved.<sup>5</sup> The Mayor and TfL committed to the classification of 2011 as the "Year of Walking". However, this designation and associated projects designed to raise the profile of walking were subsequently dropped.<sup>6</sup>

Four years on from that report, the Committee is concerned that walking is still not given sufficient political attention or resources, compared with other transport modes. Campaigners for pedestrians have drawn comparisons with the increased investment and political focus that has accompanied London's "cycling revolution". The publication of the Mayor's Cycling Vision, and the appointment of a Commissioner to lead on the cycling agenda, have ensured that issues affecting cyclists remain prominent in the media and in the public eye. TfL and the Mayor have developed, and heavily promoted, mass participation cycling events to encourage more people to take up cycling.

Large-scale walking events and incentive schemes to encourage more walking have not materialised.<sup>7</sup> Other cities have used events to open up the streets for pedestrians and cyclists alike, such as New York City's Summer Streets programme, and Bogota's Ciclovía. By contrast, London's pedestrianisation events, such as the West End's Very Important Pedestrian (VIP) days, face uncertainty due to lack of sponsorship or funding, and the VIP event was cancelled for 2013.

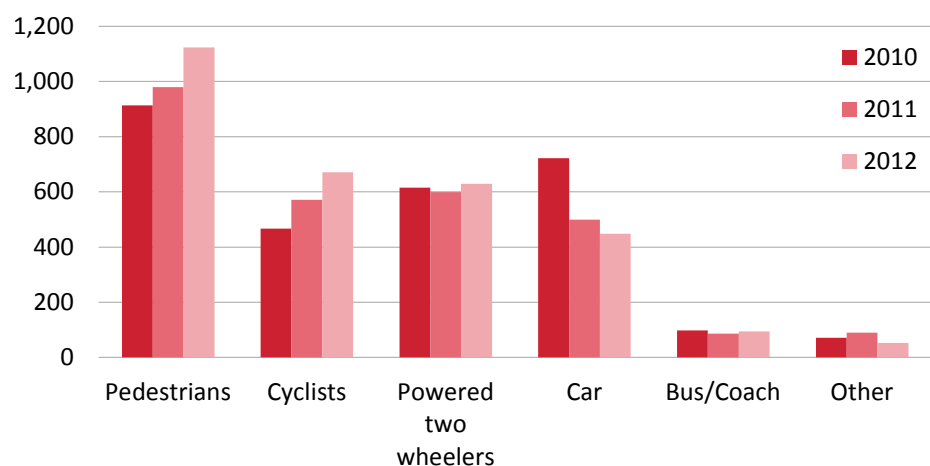
A combination of political, public and media focus has driven forward the debate about how to improve cycling safety. In the absence of a comparable vision for walking, or the appointment of a senior figure to spearhead a drive to improve pedestrian safety, pedestrians remain the unheard voice in the discussion about the future of London's roads.

It is not clear how much money TfL intends to spend on improving pedestrian safety. TfL's 2013/14 Business Plan announced a total road safety budget of £259 million over ten years,<sup>8</sup> but it does not specify how much of this will be made available for pedestrian safety projects. TfL told us that walking and safety projects are funded from a range of other budget streams, including the Better Junctions programme.<sup>9</sup> The Mayor's recent announcement of a £4 billion investment in London's roads also promised improvements to the pedestrian environment.<sup>10</sup> However, TfL has said that there will be no specific budget assigned to the delivery of its forthcoming Pedestrian Safety Action Plan.<sup>11</sup> Without a clear funding allocation for the Action Plan, we are concerned that pedestrian safety projects will be sidelined when resources are stretched, or other priorities are identified. It will also make it difficult to assess whether promised investments to improve pedestrian safety are being made.

## Setting a standard

The Mayor's Road Safety Action Plan 2013 set a target of a 40 per cent reduction in total road casualties by 2020.<sup>12</sup> Campaigners have called for specific targets for the reduction of pedestrian fatalities and injuries within this.<sup>13</sup> Benefits for some road users are occurring at a faster pace than for others. Between 2010 and 2012, casualty numbers fell significantly for car occupants, while remaining level, or increasing, for all other road user groups, including pedestrians.<sup>14</sup>

### Number of people killed or seriously injured in Greater London 2010-2012 by road user type



Source: TfL collision statistics 2010 to 2012.

Without setting specific milestones for the reduction of pedestrian casualties, there remains a possibility that the Mayor's target for casualty

reductions could be achieved without making significant improvements to pedestrian safety. Overall progress masks a continuing problem in relation to the safety of pedestrians. Setting a specific target for the reduction of pedestrian casualties will act as both a focus, and an incentive, to prioritise actions that will achieve this aim.

The Mayor's target of a 40 per cent reduction in total casualty numbers by 2020 has been criticised by some road safety campaigners as unambitious. It has also led to concerns that there is a tacit acceptance of a "tolerable" level of road casualties. Other world cities, including New York City, have challenged the idea that death and serious injury on the roads is an unavoidable outcome. The Mayor of New York City has recently announced that the city will adopt the Vision Zero approach to reducing road danger, with the ultimate goal of ending road traffic death and injury:

*"The City must take decisive and sustained action to reduce street fatalities each year until we have achieved 'Vision Zero' – a city with zero fatalities or serious injuries caused by car crashes on the streets of New York."*<sup>15</sup>

### What is Vision Zero?

The Vision Zero concept is a zero-tolerance approach to road danger. The core belief underpinning the strategy is that traffic fatality is not acceptable or inevitable. Vision Zero incorporates four key principles:

- **Safety:** road traffic systems should take account of the fact that people make mistakes and should minimise both the opportunity for error and the harm done when they do occur.
- **Ethics:** human life and health take priority over mobility and other objectives of the transport system.
- **Responsibility:** those who design and manage road systems share responsibility with road users.
- **Mechanisms for change:** road designers and managers must do their utmost to guarantee the safety of all citizens, they must cooperate with road users, and all three must be ready to change to achieve safety.

Vision Zero combines strong enforcement of traffic law and better roadway engineering with campaigns to discourage dangerous behaviour on roads. It also aims to raise the profile of traffic safety problems and help change cultural attitudes to road death and injury.

To make our streets safer for pedestrians, the Mayor and TfL will need to take a similarly bold approach. We need ambitious targets to drive forward progress on pedestrian safety, the political will to make difficult decisions, and clear leadership to build the momentum to change our roads and streets for the better.

Adopting Vision Zero principles for London's road safety policy could change public perception of road dangers as an inevitable part of modern city life. It would remind people that death and injury on our roads can be avoided if a serious effort is made to tackle the causes of the problem.

### **Recommendation 1**

**We recommend that the Mayor and TfL should demonstrate their commitment to improving pedestrian safety by:**

- **Adopting the Vision Zero approach to eliminating road death and injury;**
- **Developing a series of specific target reductions in pedestrian deaths and injuries to support this goal;**
- **Appointing a representative to champion walking and the interests of pedestrians at a senior level;**
- **Developing and sponsoring a large-scale pedestrianisation event in central London to promote the benefits of walking; and**
- **Publishing a fully-costed budget for the implementation of the actions in the Pedestrian Safety Action Plan.**



# Understanding the problem

**Better information about the factors that contribute to collisions and injuries is needed to develop effective policies to make London's roads safer for pedestrians. A thorough understanding of the complexities around pedestrian collisions is vital for all those who develop, implement and monitor road safety interventions. Access to accurate and timely information is vital to engaging partner organisations and increasing public support for road safety interventions.**

## Mind the gap

There is a significant time-lag in the available data on casualties and collisions. Information supplied to TfL is only collated and released annually. Data for 2013 has not yet been made available. This makes it difficult for external partners to provide timely analysis on what is happening on our streets. The Committee heard that, in the past, TfL data was more freely available to external organisations:

*"We used to get regular reports on a monthly basis of the latest fatality statistics, and these were just preliminary, but at least we were able to stay [up to date]. We were shocked to learn in a cycle safety meeting that there have been six pedestrians killed at the same time that six cyclists were killed. Cyclist deaths are very well reported in the media; pedestrian deaths are not."*<sup>16</sup>

TfL uses a wide range of statistics about the victims of collisions to establish which groups of pedestrians are most at risk of being involved. However, statistics about the victims alone cannot give a complete picture of how a collision occurs, what contributes to the severity of injuries, or how the collision might have been prevented.

The quality of the available data on pedestrian collisions has also been called into question:

- Campaigners are concerned that policy decisions are based on old data. Much of the analysis is taken from a review of pedestrian fatalities that looked at cases between 2006 and 2010.<sup>17</sup> This does not record the effect of subsequent changes to the pedestrian population, the street environment, or the impact of more recent transport policies.

- The Met told us it does not have enough officers who are trained in collecting collision data. RoadPeace told us that they are concerned that when data is collected at a collision scene, it is likely to be biased or highly subjective.<sup>18</sup> This raises questions about the extent to which accurate conclusions can be drawn from this data.<sup>19</sup> TfL should work with the Met to share expertise and ensure a joined-up approach to collision investigation.
- Hospitals have said that while there is generally good information available on fatalities, less is known about the factors that cause serious injuries to vulnerable road users and what could be done to prevent them. This has led them to conclude that “we are working in the dark on injury prevention.”<sup>20</sup>

The quality of the data also varies for different road user groups. RoadPeace told us that they had particular doubts about the level of analysis after a pedestrian is killed or injured:

*“When a cyclist is killed, in the Cycle Risk group, the police will come and report on the circumstances. Therefore we will know if an HGV [heavy goods vehicle] was involved, if they had all their mirrors, if they had sensors. You do not get that with pedestrians. We do not hear that kind of information. I do not believe that the same review is undertaken, so there is a missed opportunity.”<sup>21</sup>*

There are a number of additional data sources that could be used to gain a better understanding of road traffic collisions, including coroners’ reports and data from the NHS and London Ambulance services. TfL has acknowledged the need to look more widely at the available evidence to understand how collisions and injuries happen.<sup>22</sup> It will also need to make sure this data is made available readily so that policy makers are held to account if progress stalls. Beyond this, TfL should look at ways to use their data on the causes of collisions to identify potentially dangerous places and target resources to treat these locations pre-emptively. We should not wait for pedestrians to die or be injured before taking action to make a street safer.

## Real and perceived danger

Lack of information about what causes or contributes to a collision can lead to victim-blaming. Reports that a pedestrian had been drinking alcohol, wearing dark clothing at night, or wearing headphones may lead to automatic assumptions that the pedestrian was to blame for being injured. For example, TfL’s study of pedestrian fatality files found that

only two pedestrians (aged 29 and 37), one per cent of the total, were known to be wearing headphones when they were killed - but this has still been suggested as a major cause of pedestrian death and injury. This has important consequences, both for the criminal justice outcome of road traffic incidents, and for wider perceptions of what causes danger to pedestrians.

The Road Safety Action Plan indicated that TfL was moving to adopt the “safe streets” approach advocated by road safety campaigners.<sup>23</sup> This approach allows for unpredictable behaviour and errors by pedestrians and other road users.

*“We are supposed to acknowledge that people make mistakes, we are supposed to be moving away from behavioural change and looking more at designing out danger.”<sup>24</sup>*

A realistic and non-judgemental assessment of how people use our streets will be needed to design out danger. Studies have shown that up to 24 per cent of pedestrians killed on our roads have some level of alcohol or drug impairment.<sup>25</sup> If we are going to allow people the freedom to enjoy London’s pubs, clubs and bars, then we need to design street environments which take unpredictable behaviour into account.

People’s perception of what causes them danger does not always match up with the statistics. The Committee heard that many pedestrians were increasingly worried about being hit by cyclists,<sup>26</sup> even though the proportion of serious injuries caused to pedestrians by cyclists was described by TfL as “infinitesimal”.

We should not ignore the experiences of people who are intimidated by other road users, or experience near misses. Understanding these issues can provide important insight into collisions and encourage greater tolerance between road user groups. The Mayor and TfL have an important role to play in challenging public perceptions and preconceptions about what actually causes the most serious risk to pedestrians. The roads do not just need to be safer - they need to feel safer too.

## **Recommendation 2**

**We recommend that, by October 2014, TfL should have considered, and put plans in place to review, its approach to data collection, sharing and analysis relating to pedestrian casualties, including:**

- **Working with the police and NHS to produce a comprehensive database of pedestrian injuries;**
- **Commissioning updates on pedestrian casualty research conducted before 2010;**
- **Publishing data on pedestrians Killed and Seriously Injured (KSI) on a monthly basis to enable wider and more timely analysis;**
- **Analysing existing collision data to develop predictive road safety measures that will reduce KSIs; and**
- **Bringing together local engineers from TfL and the boroughs with road crash investigators from the Met Police to produce joint reports on the causes of serious collisions.**

## Safer Roads

**Beyond identifying those most at risk, we need to look at the locations that pose most danger to pedestrians. TfL needs to work with the boroughs to identify and treat pedestrian collision hotspots, while supporting wider investment on all of London's roads. We also need to identify and improve those locations which have become "no-go" areas for pedestrians because they feel too dangerous. Pedestrian crossings should be the safest places to cross our roads. All pedestrians, regardless of their age and physical ability, should feel confident that they will be able to use a crossing that prioritises their safety above the need to keep traffic moving. Where technology exists that could benefit pedestrians, this should be rolled-out more widely across London.**

## Local challenges

Around 75 per cent of pedestrian deaths and serious injuries occur on the 95 per cent of London's roads that are controlled by the boroughs.<sup>27</sup> TfL provides funding to the boroughs to carry out improvement and safety programmes on their roads through Local Implementation Plans (LIPs). Our investigation heard that boroughs are keen to work with the Mayor and TfL to find new ways to tackle problem locations. Local councils often have the knowledge required to make informed decisions about how to make their own roads safer. It is vital that TfL acts to prioritise interventions at locations where there are high numbers of pedestrian casualties, whether these are on the Transport for London Road Network (TLRN), or borough-controlled roads.

TfL will also need to go further and address the fact that some roads and streets feel so unsafe for pedestrians that they will simply avoid using them if they can possibly do so. TfL needs to develop ways to identify and measure this perception of road danger at locations that do not show up as collision hotspots in the casualty statistics.

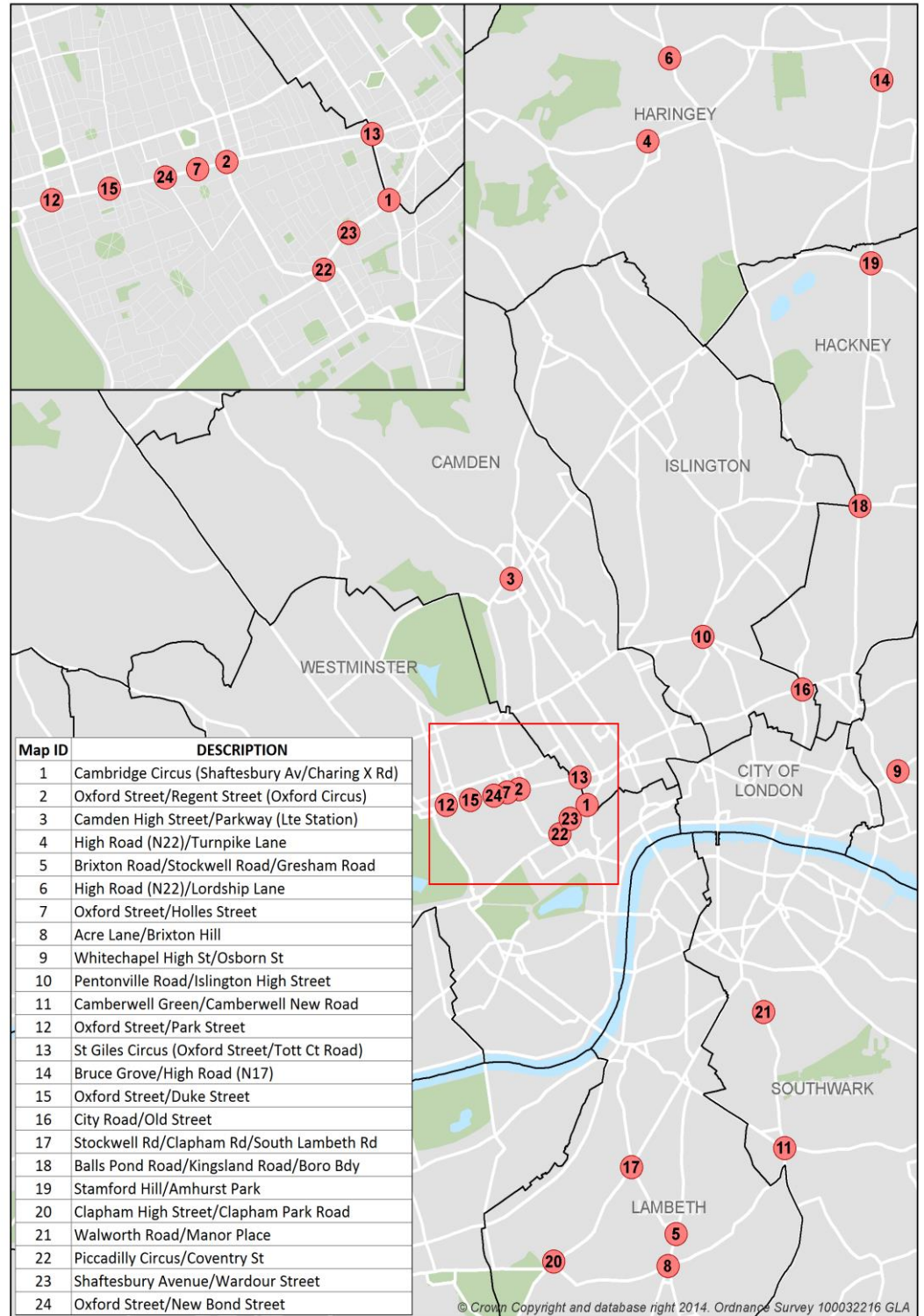
While improvements to the TLRN are protected as part of TfL's capital budget, the Committee heard that investment in borough roads was at risk due to cuts to TfL's revenue budget - putting road safety programmes in jeopardy. The Committee welcomes the Mayor's announcement that he will maintain borough transport funding at its current rate for the next three years.<sup>28</sup> TfL also provides additional resources to boroughs through complementary funding schemes, which focus on specific Mayoral transport priorities. These include cycling and improving air quality; a funding model that could be used for walking, if this was made a priority.



The Mayor and TfL have assured pedestrians that they will also benefit from a range of measures to improve cycling safety, such as the Better Junctions programme and the removal of gyratories across London. We welcome this commitment; however, TfL must clearly spell out the specific benefits to pedestrian safety when making these changes. At a minimum, it is vital that improvements for other transport modes are not made at the expense of pedestrians. Beyond this, improved pedestrian safety should be a stated goal for all new road schemes, not an optional by-product.

TfL told us that it is currently conducting separate road safety studies at 26 locations on the TLRN that have been identified as having a “disproportionate” risk to vulnerable road users.<sup>29</sup> This is intended to be the first stage of a rolling programme of activity, funded by additional investment set out in TfL’s 2013/14 Business Plan. TfL has been unable to confirm which locations are part of this review, whether pedestrians are the key focus of these studies, or how many of the 24 pedestrian collision hotspots, identified in the map below, will be included.

## Pedestrian collision hotspots



Ten of the 24 pedestrian collision hotspots occur at locations along Oxford Street.<sup>30</sup> The Assembly's 2010 report, *Streets Ahead*, looked at this issue, noting the conflict between the need to provide a safe and enjoyable environment for pedestrians and meeting the demands of transport links through the West End.<sup>31</sup>

#### Case study 2: Collision hotspots at Oxford Street

Four years on from *Streets Ahead*, during a site visit, the Transport Committee heard Oxford Street described as “a national disgrace” by pedestrian campaigners.<sup>32</sup> High volumes of bus traffic, poor air quality, and insufficient crossing facilities continue to make Oxford Street an unattractive prospect for pedestrians, particularly for people with disabilities such as visual impairments.

Oxford Street is a prime example of the need for the “whole street” approach, set out by TfL in its Health Action Plan.<sup>33</sup> This calls for a wide ranging assessment of who uses the street and for what reason. As an iconic shopping destination for millions of tourists from the UK and around the world, Oxford Street needs safe, consistent and user-friendly pedestrian facilities. With two Crossrail stations set to open nearby in 2018, the need to tackle pedestrian safety is needed more than ever.

Westminster City Council, TfL and the New West End Company are looking at both the short and long-term improvements needed to enhance Oxford Street. The study will consider the immediate, practical steps needed, such as de-cluttering pavements and public spaces, and encouraging people to make use of routes across the wider area. They are also due to consider proposals for more traffic free days, modelled on the New York Summer Streets programme. In the longer term, options to reduce the number of buses that use Oxford Street and the possibility of pedestrianising some, or all of the street, are also due to be considered.

Currently, TfL's road safety audits only make use of pedestrian modelling data “where available”. This means that new schemes can be designed with little awareness of the impact on pedestrian movement or safety. Better road safety auditing is needed to ensure that the needs of pedestrians are fully considered. The forthcoming external review of TfL's road safety audit procedures should include a specific requirement for pedestrian modelling data to be undertaken in advance of new schemes.<sup>34</sup>

### **Recommendation 3**

**We recommend that TfL demonstrates leadership in how it works with boroughs to identify and improve pedestrian collision hotspots by:**

- **Reporting to the Assembly, by October 2014, on how it will work with boroughs to develop plans to treat the 24 current pedestrian collision hotspots;**
- **Publishing an annual list of hotspot locations to be improved on the Transport for London Road Network;**
- **Reviewing road safety audit processes to make sure that pedestrian modelling data is included; and**
- **Developing a method to capture and monitor pedestrian feedback on safety issues e.g. via Twitter and publish its findings and actions from this monitoring.**

## **London challenges**

Treating problem locations is only part of the solution. There are some key London-wide challenges that will need to be addressed to improve pedestrian safety across the road network.

*“Pedestrians are still the most vulnerable road users and yet benefit the least from investment in infrastructure and the public realm. Until there is the political will to make our towns and cities safe walking environments, we will continue to see hundreds of pedestrians killed and thousands maimed and injured for want of simple proven measures such as slower traffic speeds and safe crossing points.”<sup>35</sup>*

### **Vehicle speeds**

The higher the vehicle speed, the greater the risk to pedestrians. It has long been accepted that reducing vehicle speed has a positive impact on pedestrian safety, both by reducing the number of collisions and by reducing the severity of injuries that occur. In 2012, 147 collisions occurred on roads with a speed limit of 20mph or lower, compared with over 22,000 collisions on roads with higher speed limits.<sup>36</sup> A TfL review of 20mph zones concluded that they reduced deaths and serious injuries across all road user groups by 53 per cent.<sup>37</sup>

Setting appropriate speed limits, particularly in residential roads and busy town centres, is vital to improving pedestrian safety. Reducing vehicle speeds in places where people live, work and socialise is a top priority for

road safety campaigners, who see this as a key issue both in terms of perceived risk and actual road danger.

*“Speed is the key to safe streets, both in terms of the number and severity of injuries and people’s confidence to cross.”<sup>38</sup>*

Currently, 19 per cent of London’s road network has a 20mph speed limit.<sup>39</sup> The Mayor and TfL should work with boroughs to identify further possible locations for 20mph speed zones, especially in areas with high numbers of pedestrians. The Mayor’s Roads Task Force set out a new approach to road classification, the Street Types Framework. This aims to define the roles played by different street types across London, and provides guidance on how these roads should be designed and managed. This could lead to many more roads, and potentially whole areas, being classed as suitable for a 20mph speed limit. The Assembly report, *Braking Point*, found that implementing new speed limits could be very expensive for many boroughs, especially if these are done incrementally, rather than at a borough-wide level.

TfL’s past reluctance to implement lower speed limits on its own road network has caused some frustration in boroughs which are seeking to introduce area-wide 20mph zones. The Committee, therefore, welcomes TfL’s recent activity in defining different street types on its own network which might be suitable for 20mph speed limits.<sup>40</sup> The Mayor and TfL need to ensure that boroughs undertake similar street type classification on their own roads as swiftly as possible, and are given the financial support to do so.

#### **Recommendation 4**

**We recommend that the Mayor and TfL should demonstrate their commitment to creating appropriate vehicle speeds across London by:**

- **Reporting, by September 2014, on the scope for increasing the percentage of the road network with 20mph speed limits to 50 per cent by 2016;**
- **Publishing a timescale for implementing 20mph speed limits across the TLRN on those road types identified as suitable by the Roads Task Force, by September 2014;**
- **Publishing guidance for the boroughs on implementing street type classification, by September 2014; and**
- **Reporting, by September 2014, on the scope for more support, including funding, for boroughs to install more 20mph zones.**



### **Safer crossings for all**

TfL controls all traffic signals across London on both borough-controlled roads and the TLRN. Almost all pedestrian journeys involve crossing a road. The vehicle-centric nature of London's streets policies may make it seem that the focus has become getting pedestrians off the carriageway as quickly as possible, rather than allowing them to cross as safely as they can. Nineteen per cent of pedestrians who are killed are within 50 metres of a pedestrian crossing, suggesting that either the crossings are in the wrong place, or for other reasons do not meet pedestrians' needs.

Twenty-five per cent of pedestrian fatalities take place on pedestrian crossings,<sup>41</sup> raising serious questions about what happens when pedestrians and vehicles interact at these locations. Our investigation heard that some policies to smooth traffic flow had "compromised and sacrificed" pedestrian safety by prioritising the need to keep traffic moving.<sup>42</sup>

*"The interaction of motor traffic and cyclists and pedestrians is a really difficult balance and getting two of those three right is relatively straightforward; getting all three right is very difficult and I think sometimes we pretend there is some sort of simple Holy Grail."*<sup>43</sup>

Green Man time has been reduced at 568 crossings across London since 2010.<sup>44</sup> Reduced crossing times encourage pedestrians to take greater risks. For other groups, particularly older and disabled people, it can affect their confidence when crossing the road.<sup>45</sup> The Committee is concerned to note that there has been little analysis of the effect of reducing Green Man time on crossing behaviour.<sup>46</sup>

*"The experience of many people we speak to is that they do not feel safe crossing once the 'Green Man' signal has finished. For some this causes acute anxiety and we have heard reports that they no longer use particular crossings. This means that people become isolated in terms of getting out and around their community."*

### Case study 3: Research into crossing speeds

Many older people and children, who are identified as the highest risk pedestrian groups, and disabled pedestrians, often have slower walking speeds than the minimum assumed by TfL when calculating crossing times. Research by University College London found that almost 70 per cent of people over the age of 65 had a slower walking pace than the 1.2 metres per second used to make these calculations. The pedestrian campaign group, Living Streets, has called for extra time to help people cross safely.

The Committee heard that until 2010, TfL had used a lower assumed walking speed of 0.8 metres per second. Assembly Members have called on the Mayor and TfL to set up pilot schemes at selected sites to trial the effect of increasing crossing times on the most vulnerable pedestrians, and to measure the impact on the road network.

Our investigation found that pedestrians are concerned about vehicles, especially buses and lorries, blocking pedestrian crossings. This can make it difficult to see when it is safe to cross, particularly if the Green Man signal is blocked from view.<sup>47</sup> Dodging between large vehicles at crossings also places pedestrians at greater risk of ending up in a driver blind spot and being hit when the vehicle moves off. This is of particular concern on busy roads with more than one lane of traffic to negotiate, and for people with slower walking speeds.

TfL has lobbied the government for additional enforcement powers to penalise motorists who enter “Advanced Stop” areas for cyclists waiting at traffic signals. To protect pedestrians, more powers are needed for similar enforcement against drivers who block pedestrian crossings.

A TfL study on the effects of traffic light re-phasing found that 60 per cent of people did not understand the “blackout” period after the Green Man disappeared.<sup>48</sup> TfL is seeking to introduce technological solutions to reduce uncertainty at crossings, through measures such as Pedestrian Countdown, and the recently announced Pedestrian SCOOT. SCOOT uses cameras to detect the number of people waiting to cross at a particular location: if a large number of people are detected, the system alters the timing of the Green Man signal to allow more people to cross.

However, neither system is in use widely across the network at the present time. Pedestrian SCOOT remains in trial phase. Pedestrian Countdown has been installed at 550 crossings across 200 locations,<sup>49</sup> out of a total of over 6,000 traffic signals.<sup>50</sup> As the original Pedestrian

Countdown installations included reductions to crossing times, the Committee welcomes TfL's commitment not to reduce crossing times when Countdown is installed at further locations.<sup>51</sup>

TfL should clarify how many locations could eventually benefit from the SCOOT or Countdown systems, and whether SCOOT will replace Countdown which has already been installed at locations with high pedestrian numbers, such as Oxford Street. The design guidance for Countdown shows that the use of both on-crossing detection and Countdown is not possible.<sup>52</sup> With regards to SCOOT, questions remain about the minimum number of pedestrians needed to trigger the system, and how this will be balanced with the number of vehicles waiting.

In addition to inadequate crossing times, people with disabilities are disadvantaged even further by poor facilities at crossings, including insufficient tactile paving, and staggered layouts which are difficult to negotiate. The Assembly report, *Walk this Way*, noted that the failure of many pedestrian crossings to meet basic standards of accessibility for disabled people risked becoming "an embarrassment". It called on the Mayor to ensure that all pedestrian signals were fitted with audio or tactile signals to assist visually and aurally impaired pedestrians by December 2011.<sup>53</sup>

The DfT issued guidance on this matter as far back as 1995.<sup>54</sup> Almost two decades later, and despite repeated calls from campaign groups and Assembly Members, our investigation found that 211 locations still did not have any audio or tactile signals. TfL confirmed that upgrades were not scheduled to be completed until 2016,<sup>55</sup> but that this could be done faster: "*if the funding is available, we will work to do it quicker.*"<sup>56</sup>

### **Why are we waiting?**

Pedestrians can be as impatient as drivers when they have to wait a long time for the lights to change. Long cycle times, designed to prioritise vehicular traffic flow through a junction, can result in pedestrians deciding to take risks and not comply with signals. A TfL study into pedestrian behaviour found that 85 per cent of pedestrians waited no longer than 30 seconds before crossing the road, even if the signals were against them.<sup>57</sup> There needs to be a better balance between pedestrian waiting times and driver waiting times, especially in areas with high numbers of pedestrians.

### **Recommendation 5**

**We recommend that the Mayor and TfL should review the safety and quality of pedestrian crossings in London, including:**

- **Using an assumed walking speed of 0.8 metres per second to calculate minimum crossing times;**
- **Conducting road safety audits of all sites where Green Man time has been changed since 2010, by March 2015;**
- **Providing, by October 2014, a breakdown of all traffic signals in London, detailing whether each meets the criteria for the installation of a) Pedestrian Countdown and b) Pedestrian SCOOT technology;**
- **Providing, by October 2014, a timescale for the roll-out of Pedestrian Countdown and/or SCOOT at all sites that meet the criteria for installation;**
- **Ensuring that all pedestrian crossings are fitted with audio and tactile facilities by January 2015; and**
- **Lobbying government for the transfer of powers to TfL to enable enforcement action against vehicles that block pedestrian crossings.**

## Safer Vehicles

**Large vehicles are disproportionately involved in serious injuries and fatalities to pedestrians. TfL has significant potential leverage over bus companies and fleet operators through the contracts it awards, and is well placed to drive forward safety improvements for these vehicles.**

### Heavy Goods Vehicles (HGVs)

When a pedestrian and a large vehicle come into conflict, the outcome for the pedestrian is likely to be devastating. Figures from the campaign group, See Me Save Me, suggest that one in eight people hit by a lorry is killed; this rises to one in four if the pedestrian is over the age of 65.<sup>58</sup> Measures to improve the safety record of HGVs have focused primarily on the dangers posed by lorries to cyclists. Campaigners have questioned whether enough is known about the specific risks posed to pedestrians by HGVs, and have called on TfL to conduct further research into this issue.<sup>59</sup>

Without enough evidence about the specific dangers posed, there are fears that measures designed to improve the safety record of HGVs will, at best, fail to ensure that pedestrians also benefit from safety advancements. At worst, they could actually make things worse for pedestrians. For example, to protect cyclists, there have been calls to restrict the number of lorries and construction vehicles across London at peak hours. An unintended consequence could be an increase of vehicles outside peak times which could, in turn, increase the risk to pedestrians.

In the Road Safety Action Plan, the Mayor says that his purchasing power can be used to improve the safety record of HGVs. He can specify contracts that require fleet and contracted fleets to be accredited to the minimum (Bronze) standard of the Fleet Operator Recognition Scheme.<sup>60</sup> There should be similar scope for TfL to set more stringent conditions for its fleet and contracted fleet vehicles to improve pedestrian safety.

There are grave concerns about unlawful behaviours by HGV drivers. The joint TfL/Met Industrial HGV Task Force found that, in the first 80 days of its operation, 75 per cent of the construction vehicles that they stopped were breaking the law.<sup>61</sup> Figures from the campaign group, RoadPeace, also show that the prosecution rates for HGV drivers involved in pedestrian fatalities are among the lowest of all road user groups - at only 18 per cent.<sup>62</sup> These worrying trends would merit further analysis by TfL and the Met.



## Buses

There is concern over the number of pedestrian collisions involving buses. TfL told us that it is working on a range of measures to improve bus driver awareness of pedestrian safety. This includes improvements to driver training, and ensuring that route risk assessments take into account any routes that have a high number of pedestrian/bus collisions.<sup>63</sup>

TfL will need to take ownership of this issue. Currently, bus collision investigations are carried out by individual bus companies, and there is little transparency over their outcomes. TfL has recently committed to publishing figures that would detail the safety performance of individual bus companies.<sup>64</sup> However, as each bus company operates as part of the wider London Bus Network, TfL also needs to ensure that there is a wider strategic assessment of the safety record of buses, and an understanding of whether TfL's network-wide procedures are a part of the problem.

Quality Incentive Contracts (QICs) for bus operators currently prioritise journey time reliability as a key indicator of how a bus company is performing.<sup>65</sup> Bus drivers could be encouraged to take risks, by speeding or jumping red lights, to ensure that a bus runs on time. The Mayor has confirmed that TfL does not keep records of whether bus drivers have been convicted for driving offences. This Committee requested information from the Met on the number of TfL buses that had been caught speeding, but we were informed that the Traffic Criminal Justice Unit systems did not differentiate by vehicle types.<sup>66</sup> Campaigners have called for QICs to include specific requirements for bus companies to demonstrate a good safety record with regard to vulnerable road users.<sup>67</sup> This should include a condition that the contract will be reviewed, or even withdrawn, if there is no measurable improvement in the safety of vulnerable road users.

TfL has said that it is able to use technology, such as iBus, to give precise monitoring information about how an individual bus is operating on the network - to the extent that green traffic signals could be adjusted to prioritise buses that are running late.<sup>68</sup> Real-time information on how buses are operating on the network could potentially be used to monitor other aspects of individual bus performance, such as average speed or how the bus complies with traffic signals.

### **Recommendation 6**

**We recommend that the Mayor and TfL take action to improve the safety record of large vehicles in relation to pedestrians by:**

- **Requiring all contractors working on GLA/TfL infrastructure projects to achieve the FORS Gold standard by 2016;**
- **Reporting to the Assembly, by October 2014, on the scope for using iBus data to monitor the performance of bus drivers in relation to speeding and traffic signal compliance;**
- **Requiring bus/subcontracted fleet operators within Greater London to provide copies of investigations of collisions involving their vehicles; and**
- **Ensuring that all new and renewed bus contracts contain specific performance indicators to monitor and improve the safety record of bus companies in preventing pedestrian KSIs.**

## Safer People

Action is needed to prevent pedestrians from being killed and injured by people who break the law on the roads. We need a consistent approach to traffic law enforcement, targeted at those locations and those activities where there would be the most benefit in reducing pedestrian casualties. The public need to have confidence that road safety and road crime will be taken seriously, both to reassure those who feel at risk on our roads, and to deter those whose behaviour endangers others.

## Behaving ourselves

Changing people's behaviour is difficult. TfL has budgeted over £3 million a year for road safety marketing campaigns that target behaviour change in the highest risk groups.<sup>69</sup> However, some road safety experts question the effectiveness of programmes designed to educate road users. One expert told us that *"it is a soft measure and it is very popular, but there is just no proof that it works."*<sup>70</sup>

There are a number of concerns about adopting a strategy that is too strongly rooted in behaviour change as a way to reduce risk:

- *Who's wrong?* Deciding what behaviour needs to change implies a value judgement about who is in the wrong.
- *Does it work?* Evaluating the effect of individual education programmes has proven to be extremely challenging.
- *Is this me?* Some pedestrians, such as older people, may not identify themselves as being part of the target audience, and conclude that the messages do not apply to them.

The Committee urges TfL not to over-emphasise educational measures in isolation. Education programmes that target only supposedly risky behaviour by pedestrians will fail to address the wider issues of street design or enforcement that are crucial to ensuring pedestrian safety.

## The role of enforcement

While encouraging positive behaviour on our roads is desirable, addressing illegal or unlawful behaviour on our roads is essential. Contributors to our investigation were unequivocal on the need for effective enforcement to accompany educational messages:

*“You can help educate people and try and change behaviour, but really you have to ensure that there is good enforcement already in place.”<sup>71</sup>*

Road crime is real crime. However, it is not often prioritised by the police. In a list of their agreed priorities, 22 of the Met’s 32 borough safer transport teams listed cycle thefts - but not one listed traffic law enforcement.<sup>72</sup> Evidence from the Met’s recent Operation Safeway has suggested that visible enforcement measures are highly effective in reducing traffic offences. The seven-week operation resulted in over 14,000 fixed penalty notices, and an 85 per cent reduction in observed and penalised non-compliance between the first and the final week.<sup>73</sup> Operation Safeway is an example of how successful enforcement activity can be prioritised and organised quickly if there is sufficient political will. A revised operation is currently being planned.<sup>74</sup>

Pedestrians can be frustrated by a perceived lack of enforcement against drivers and cyclists who break the law and get away with it. The Met has acknowledged that it has “limited capacity and resilience” for enforcement.<sup>75</sup> Much of London’s enforcement of speed limits and red light offences is, therefore, undertaken through the safety camera network, rather than the police. TfL is investing £106 million of the total road safety budget for the next ten years towards replacement, maintenance and enforcement through the camera network, compared with £5 million for enforcement by the police.<sup>76</sup>

TfL’s analysis suggests that there are a number of sites on both the TLRN and borough roads where the installation of new safety cameras will reduce the number of deaths and serious injuries on London’s roads.<sup>77</sup> TfL told the investigation that there are “no immediate plans” for the installation of further cameras at these sites.<sup>78</sup> A “Red Amber Green” assessment of these locations, in parallel with current camera sites, could determine whether TfL needs to prioritise new camera installation alongside upgrades to the existing network.

The Met has also called for roads to be designed, so that measures such as 20mph speed limits are “self-enforcing”. In particular, it recommends speed humps or cushions to slow down vehicles.<sup>79</sup> However, TfL’s funding guidance to the boroughs has urged against the use of such measures on their roads. Going forward, it will be important to look at ways in which roads can be designed that minimise the need for active enforcement. Tried and tested methods should not be automatically ruled out.

### **Recommendation 7**

**We recommend that the Mayor and TfL work with the police to develop a detailed strategy for traffic law enforcement across London, including:**

- **Conducting a review of the effectiveness of current traffic law enforcement;**
- **Producing annual plans for traffic law enforcement that target specific offences affecting pedestrians, including red light jumping, driver mobile phone use and speeding; and**
- **Installing safety cameras at all the sites where TfL's analysis has already shown they would reduce deaths and serious injuries, by January 2015.**

## **Criminal justice outcomes**

Low prosecution and conviction rates for road traffic offences in which a pedestrian is killed or seriously injured are a cause for great concern. Twenty-seven out of 69 pedestrian fatalities in London in 2012 resulted in a driver charge or prosecution.<sup>80</sup> There is a lack of transparency on the criminal justice outcomes for drivers who kill or injure pedestrians through illegal behaviour. This can contribute to a culture in which some forms of dangerous road behaviour are seen as less serious.

The Cycle Safety Action Plan included a commitment to work with the London Criminal Justice Board to review "Killed and Seriously Injured" collisions, with a view to strengthening the criminal justice arrangements for dealing with such cases.<sup>81</sup> A similar review of outcomes for pedestrian KSIs should be included in the Pedestrian Safety Action Plan. In spring 2012, TfL accepted a recommendation from campaigners to publish an annual report into legal outcomes for drivers who kill or injure pedestrians and cyclists. To date, TfL has not published any findings.<sup>82</sup>

Campaigners have asked for details of cases to be released in which no further action is taken by the police against drivers, particularly in cases involving pedestrians.<sup>83</sup> They also advocate a wider range of sanctions to be used as a deterrent against persistent offending, including lengthier driving bans, confiscation of vehicles and suspension of points applied to licences.<sup>84</sup> Campaigners are concerned that remedial measures, such as speed awareness courses, have been introduced with "very little evidence" that they work. They argue that to improve pedestrian safety, justice has to be done – and be seen to be done.

*“People’s willingness to offend partly depends on whether they think they will get caught as much as what they think the penalty will be when they do. People need to know that enforcement is taking place to complete that circle.”<sup>85</sup>*

#### **Recommendation 8**

**The Mayor and TfL should work with the police to send a clear message that road traffic offences that endanger life will not be tolerated by:**

- **Ensuring that road crime is included in Met crime statistics;**
- **Publishing, on an annual basis, the prosecution and conviction outcomes for drivers who kill or seriously injure pedestrians;**
- **Undertaking research into the criminal justice system experience of pedestrian KSIs; and**
- **Supporting a review of the role of driving bans, fines and vehicle confiscation to tackle dangerous and careless driving.**

## Conclusion

The Transport Committee wants to see renewed focus on improving pedestrian safety, and calls on the Mayor and TfL to put people - not vehicles - at the heart of London's transport policies. TfL is aware of many of the issues facing pedestrians; but, too often, promising announcements are not translated into action. There are solutions available that will have a real impact on reducing death and injury on our roads, but political determination is needed to drive forward these changes. Improved pedestrian safety will make our city better for all of us. Action is needed now, on every road and every street in London, to make this a reality. Inertia is not an option.



# Appendix 1 Recommendations

## Recommendation 1

We recommend that the Mayor and TfL should demonstrate their commitment to improving pedestrian safety by:

- Adopting the Vision Zero approach to eliminating road death and injury;
- Developing a series of specific target reductions in pedestrian deaths and injuries to support this goal;
- Appointing a representative to champion walking and the interests of pedestrians at a senior level;
- Developing and sponsoring a large-scale pedestrianisation event in central London to promote the benefits of walking; and
- Publishing a fully-costed budget for the implementation of the actions in the Pedestrian Safety Action Plan.

## Recommendation 2

We recommend that, by October 2014, TfL should have considered, and put plans in place to review, its approach to data collection, sharing and analysis relating to pedestrian casualties, including:

- Working with the police and NHS to produce a comprehensive database of pedestrian injuries;
- Commissioning updates on pedestrian casualty research conducted before 2010;
- Publishing data on pedestrians Killed and Seriously Injured (KSI) on a monthly basis to enable wider and more timely analysis;
- Analysing existing collision data to develop predictive road safety measures that will reduce KSIs; and
- Bringing together local engineers from TfL and the boroughs with road crash investigators from the Met Police to produce joint reports on the causes of serious collisions

## Recommendation 3

We recommend that TfL demonstrates leadership in how it works with boroughs to identify and improve pedestrian collision hotspots by:

- Reporting to the Assembly, by October 2014, on how it will work with boroughs to develop plans to treat the 24 current pedestrian collision hotspots;

- Publishing an annual list of hotspot locations to be improved on the Transport for London Road Network (TLRN);
- Reviewing road safety audit processes to make sure that pedestrian modelling data is included; and
- Developing a method to capture and monitor pedestrian feedback on safety issues e.g. via Twitter and publish its findings and actions from this monitoring.

#### **Recommendation 4**

**We recommend that the Mayor and TfL should demonstrate their commitment to creating appropriate vehicle speeds across London by:**

- Reporting, by September 2014, on the scope for increasing the percentage of the road network with 20mph speed limits to 50 per cent by 2016;
- Publishing a timescale for implementing 20mph speed limits across the TLRN on those road types identified as suitable by the Roads Task Force, by September 2014;
- Publishing guidance for the boroughs on implementing street type classification, by September 2014; and
- Reporting, by September 2014, on the scope for more support, including funding, for boroughs to install more 20mph zones.

#### **Recommendation 5**

**We recommend that the Mayor and TfL should review the safety and quality of pedestrian crossings in London, including:**

- Using an assumed walking speed of 0.8 metres per second to calculate minimum crossing times;
- Conducting road safety audits of all sites where Green Man time has been changed since 2010, by March 2015;
- Providing, by October 2014, a breakdown of all traffic signals in London, detailing whether each meets the criteria for the installation of a) Pedestrian Countdown and b) Pedestrian SCOOT technology;
- Providing, by October 2014, a timescale for the roll-out of Pedestrian Countdown and/or SCOOT at all sites which meet the criteria for installation;
- Ensuring that all pedestrian crossings are fitted with audio and tactile facilities by January 2015; and
- Lobbying government for the transfer of powers to TfL to take enforcement action against vehicles which block pedestrian crossings.

### **Recommendation 6**

**We recommend that the Mayor and TfL take action to improve the safety record of large vehicles in relation to pedestrians by:**

- **Requiring all contractors working on GLA/TfL infrastructure projects to achieve the FORS Gold standard by 2016;**
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- **Installing safety cameras at all the sites where TfL's analysis has already shown they would reduce deaths and serious injuries, by January 2015.**

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**The Mayor and TfL should work with the police to send a clear message that road traffic offences that endanger life will not be tolerated by:**

- **Ensuring that road crime is included in Met crime statistics;**
- **Publishing, on an annual basis, the prosecution and conviction outcomes for drivers who kill or seriously injure pedestrians;**
- **Undertaking research into the criminal justice system experience of pedestrian KSIs; and**
- **Supporting a review of the role of driving bans, fines and vehicle confiscation to tackle dangerous and careless driving.**

## Appendix 2 References

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- <sup>1</sup> <http://www.tfl.gov.uk/assets/downloads/corporate/collisions-and-casualties-on-londons-roads-2012.pdf>
- <sup>2</sup> TfL Surface Transport Factsheet: Casualties in Greater London during 2008 (May 2009)
- <sup>3</sup> TfL Surface Transport Factsheet: Casualties in Greater London during 2012 (June 2013)
- <sup>4</sup> <http://www.tfl.gov.uk/cdn/static/cms/documents/improving-the-health-of-londoners-transport-action-plan.pdf>
- <sup>5</sup> The full report can be accessed here: <http://www.london.gov.uk/mayor-assembly/london-assembly/publications/walk-this-way>
- <sup>6</sup> <http://www.london.gov.uk/sites/default/files/Mayor%27s%20further%20response%20re%20walking%20report%20April%202011.pdf>
- <sup>7</sup> *ibid*
- <sup>8</sup> <http://www.tfl.gov.uk/cdn/static/cms/documents/fpc-20140312-part-1-item17-investing-in-londons-roads.pdf>
- <sup>9</sup> TfL submission 3 January 2014
- <sup>10</sup> <http://www.tfl.gov.uk/cdn/static/cms/documents/tfl-response-to-rtf-report-chapters-1-5.pdf>
- <sup>11</sup> London Assembly Transport Committee meeting 9 January 2014 transcript p. 9
- <sup>12</sup> <http://www.tfl.gov.uk/assets/downloads/corporate/safe-streets-for-london.pdf>
- <sup>13</sup> London Assembly Transport Committee meeting 9 January 2014 transcript p. 47
- <sup>14</sup> TfL Surface Transport Casualties in Greater London factsheets 2010- 2012
- <sup>15</sup> Mayor of New York Bill de Blasio <http://www.billdeblasio.com/issues/street-safety>
- <sup>16</sup> London Assembly Transport Committee meeting 9 January 2014 transcript p. 4
- <sup>17</sup> <http://beta.tfl.gov.uk/cdn/static/cms/documents/pedestrian-fatalities-in-london.pdf>
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- <sup>19</sup> Met submission to pedestrian safety investigation 3 March 2014
- <sup>20</sup> <http://www.standard.co.uk/news/london/london-hospital-that-saved-668-cyclists-do-more-to-prevent-crashes-9112123.html>
- <sup>21</sup> London Assembly Transport Committee meeting 9 January 2014 transcript p. 42
- <sup>22</sup> <http://www.tfl.gov.uk/assets/downloads/corporate/collisions-and-casualties-on-londons-roads-2012.pdf>
- <sup>23</sup> <http://www.tfl.gov.uk/assets/downloads/corporate/safe-streets-for-london.pdf>
- <sup>24</sup> London Assembly Transport Committee meeting transcript p.6
- <sup>25</sup> TfL submission 3 January 2014
- <sup>26</sup> London Assembly Transport Committee meeting 9 January 2014 p.10
- <sup>27</sup> <http://www.tfl.gov.uk/assets/downloads/corporate/safe-streets-for-london.pdf>
- <sup>28</sup> [http://questions.london.gov.uk/QuestionSearch/searchclient/questions/question\\_272118](http://questions.london.gov.uk/QuestionSearch/searchclient/questions/question_272118)
- <sup>29</sup> London Assembly Transport Committee meeting 9 January 2014 transcript p.12
- <sup>30</sup> TfL submission 3 January 2014
- <sup>31</sup> The full report can be read here: <http://www.london.gov.uk/mayor-assembly/london-assembly/publications/streets-ahead-relieving-congestion-on-oxford-street-regent>
- <sup>32</sup> Living Streets, site visit to Oxford Street 28 January 2014
- <sup>33</sup> <http://www.tfl.gov.uk/info-for/urban-planning-and-construction/transport-and-healthcare>
- <sup>34</sup> Current guidelines for road safety auditing suggest that pedestrian data is only used 'where available'. The Committee suggests that this become a requirement of the process- see <http://www.tfl.gov.uk/assets/downloads/corporate/road-safety-audit-SQA-0170-issue-6.pdf>

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- <sup>35</sup> Living Streets Press release November 7 2013  
<http://www.livingstreets.org.uk/pedestrian-casualty-rates-still-too-high-says-living-streets>  
<http://www.livingstreets.org.uk/pedestrian-casualty-rates-still-too-high-says-living-streets>
- <sup>36</sup> <http://www.tfl.gov.uk/assets/downloads/corporate/collisions-and-casualties-on-londons-roads-2012.pdf> table 5.3 Collisions in the Greater London area in 2012 by speed limit and borough
- <sup>37</sup> <http://www.tfl.gov.uk/assets/downloads/corporate/safe-streets-for-london.pdf>
- <sup>38</sup> London Assembly Transport Committee meeting 9 January 2014 transcript p.38
- <sup>39</sup> Safer Streets for London: The Mayor's Road Safety Action Plan (2013)
- <sup>40</sup> Using the Mayor's Roads Task Force street types methodology: see <http://www.beta.tfl.gov.uk/cdn/static/cms/documents/roads-task-force-progress-report.pdf> March 2014
- <sup>41</sup> <http://www.tfl.gov.uk/cdn/static/cms/documents/pedestrian-fatalities-in-london.pdf>
- <sup>42</sup> London Assembly Transport Committee meeting 9 January 2014 transcript p.25
- <sup>43</sup> London Assembly Transport Committee meeting 9 January 2014 transcript p.12
- <sup>44</sup> TfL submission 3 January 2014
- <sup>45</sup> Kilburn Older Voices Exchange submission 1 January 2014
- <sup>46</sup> London Assembly Transport Committee meeting 9 January 2014 transcript p.24
- <sup>47</sup> KOVE submission 1 January 2014
- <sup>48</sup> <http://beta.tfl.gov.uk/cdn/static/cms/documents/signalised-junctions-in-london-report.pdf>
- <sup>49</sup> TfL submission 10 March 2014
- <sup>50</sup> 550 of the approximately 6,000 sets of traffic lights managed by TfL  
<http://www.tfl.gov.uk/corporate/media/newscentre/29745.aspx>
- <sup>51</sup> London Assembly Transport Committee meeting transcript p.32
- <sup>52</sup> [http://www.tfl.gov.uk/assets/downloads/businessandpartners/PCaTS\\_Note\\_7\\_-\\_Design\\_Guidance\\_V01\\_.docx.pdf](http://www.tfl.gov.uk/assets/downloads/businessandpartners/PCaTS_Note_7_-_Design_Guidance_V01_.docx.pdf)
- <sup>53</sup> <http://www.london.gov.uk/mayor-assembly/london-assembly/publications/walk-this-way>
- <sup>54</sup> <http://assets.dft.gov.uk/publications/local-transport-notes/ltn-2-95.pdf>
- <sup>55</sup> TfL submission 3 January 2014
- <sup>56</sup> London Assembly Transport Committee meeting 9 January 2014 transcript p.34
- <sup>57</sup> <http://www.jctconsultancy.co.uk/Symposium/Symposium2011/PapersForDownload/Pedestrian%20Countdown%20Timers%20at%20Traffic%20Signals%20Tony%20Earl%20TfL.pdf>
- <sup>58</sup> [http://www.seemesaveme.com/casualty\\_stats/](http://www.seemesaveme.com/casualty_stats/)
- <sup>59</sup> Living Streets submission 10 January 2014
- <sup>60</sup> <http://www.tfl.gov.uk/assets/downloads/corporate/safe-streets-for-london.pdf>
- <sup>61</sup> Roadpeace submission 16 February 2014
- <sup>62</sup> [http://www.roadpeace.org/resources/RoadPeace\\_London\\_convictions\\_after\\_cyclist\\_and\\_pedestrian\\_deaths.pdf](http://www.roadpeace.org/resources/RoadPeace_London_convictions_after_cyclist_and_pedestrian_deaths.pdf)
- <sup>63</sup> TfL submission 3 January 2014
- <sup>64</sup> Transport for London has agreed to routinely publish (from April 2014) the number of people killed and seriously injured in incidents involving buses following calls from the Conservative group on the London Assembly in the report Clear Road Ahead.
- <sup>65</sup> <http://www.tfl.gov.uk/businessandpartners/busoperators/1552.aspx#page-link-measuring-performance>
- <sup>66</sup> Met submission 3 March 2014
- <sup>67</sup> Living Streets submission 10 January 2014
- <sup>68</sup> Leon Daniels, Managing Director, Surface Transport, to GLA Bus seminar 19 February 2014

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- <sup>69</sup> <http://www.tfl.gov.uk/cdn/static/cms/documents/fpc-20140312-part-1-item17-investing-in-londons-roads.pdf>
- <sup>70</sup> London Assembly Transport Committee meeting 9 January 2014 transcript p.49
- <sup>71</sup> London Assembly Transport Committee meeting 9 January 2014 transcript p.43
- <sup>72</sup> [http://www.met.police.uk/transport/the\\_teams.html](http://www.met.police.uk/transport/the_teams.html)
- <sup>73</sup> Met submission 3 March 2014
- <sup>74</sup> TfL submission 10 March 2014
- <sup>75</sup> Met submission 3 March 2014
- <sup>76</sup> <http://www.tfl.gov.uk/cdn/static/cms/documents/fpc-20140312-part-1-item17-investing-in-londons-roads.pdf>
- <sup>77</sup> <http://www.tfl.gov.uk/cdn/static/cms/documents/Part-1-item12-safety-camera-replacement-project.pdf>
- <sup>78</sup> London Assembly Transport Committee meeting 9 January 2014 transcript p.42
- <sup>79</sup> Met submission 3 March 2014
- <sup>80</sup> Met submission 3 March 2014
- <sup>81</sup> <http://beta.tfl.gov.uk/cdn/static/cms/documents/cycle-safety-action-plan.pdf>
- <sup>82</sup> [http://www.roadpeace.org/resources/RoadPeace\\_London\\_convictions\\_after\\_cyclist\\_and\\_pedestrian\\_deaths.pdf](http://www.roadpeace.org/resources/RoadPeace_London_convictions_after_cyclist_and_pedestrian_deaths.pdf)
- <sup>83</sup> Roadpeace submission 24 February 2014
- <sup>84</sup> Ibid

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Εάν επιθυμείτε περίληψη αυτού του κειμένου στην γλώσσα σας, παρακαλώ καλέστε τον αριθμό ή επικοινωνήστε μαζί μας στην ανωτέρω ταχυδρομική ή την ηλεκτρονική διεύθυνση.

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ਜੇ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਦਾ ਸੰਖੇਪ ਅਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਲੈਣਾ ਚਾਹੋ, ਤਾਂ 'ਕਿਰਪਾ' ਕਰਕੇ ਇਸ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਉਪਰ ਦਿੱਤੇ ਡਾਕ ਜਾਂ ਈਮੇਲ ਪਤੇ 'ਤੇ ਸਾਨੂੰ ਸੰਪਰਕ ਕਰੋ।

### Hindi

यदि आपको इस दस्तावेज का सारांश अपनी भाषा में चाहिए तो उपर दिये हुए नंबर पर फोन करें या उपर दिये गये डाक पते या ई मेल पते पर हम से संपर्क करें।

### Bengali

আপনি যদি এই দলিলের একটি সারাংশ নিজের ভাষায় পেতে চান, তাহলে দয়া করে ফো করবেন অথবা উল্লিখিত ডাক ঠিকানায় বা ই-মেইল ঠিকানায় আমাদের সাথে যোগাযোগ করবেন।

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اگر آپ کو اس دستاویز کا خلاصہ اپنی زبان میں درکار ہو تو، براہ کرم نمبر پر فون کریں یا مذکورہ بالا ڈاک کے پتے یا ای میل پتے پر ہم سے رابطہ کریں۔

### Arabic

الحصول على ملخص لهذا المستند بلغة تذك،  
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العنوان البريدي أو عنوان البريد  
الإلكتروني أعلاه.

### Gujarati

જો તમારે આ દસ્તાવેજનો સાર તમારી ભાષામાં જોઈતો હોય તો ઉપર આપેલ નંબર પર ફોન કરો અથવા ઉપર આપેલ ટપાલ અથવા ઇ-મેઈલ સરનામા પર અમારો સંપર્ક કરો.



