

LAMBETH ROAD DANGER REDUCTION STRATEGY - DRAFT

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1 INTRODUCTION

The number of people killed or injured on London's roads has reduced greatly over the last 10 years, but have the roads actually become safer during this time? If you were to put this question to a pedestrian or cyclist, a parent or an elderly person who travels on foot or by cycle in London, you are likely to get the response that the roads feel far more dangerous today than they did ten or twenty years ago. Yet statistics show that there has been a reduction of 39% (end 2009) in the number of people injured on London's road during this period, despite an increase in the number of vehicles on the roads.

Why should people's experience of the roads be different from the statistical facts?

In 2000 the Government set national casualty reduction targets for every local authority to achieve by the end of 2010 as part of its 10-year strategy, *Tomorrow's Roads: safer for everyone*. Over the last 10 years the number of people killed or seriously injured on Lambeth's roads has reduced overall by 45% against the 1994-1998 average (the DfT target was 40%). Lambeth Council is also on course to achieve the Mayor of London's increased target of 50% by the end of 2010.

Many engineering schemes have been installed which have successfully reduced casualties at sites with a high number of collisions, and the on-going implementation of 20mph zones has also contributed to reducing traffic speeds and injuries in residential areas throughout the borough. However, as black spots are over time improved by engineering measures and 20 mph zones become more widespread, there will be less scope to cut casualties on the roads by traditional engineering measures.

This paradox between what the statistics say and what people experience as well as the long term vision of how to make the roads safer and more civilised for all people using the roads has prompted the development of a Road Danger Reduction approach to road safety at Lambeth.

The previous Government produced a draft Road Safety Strategy, "*A Safer Way*", to follow on from the previous 10-year strategy and take us through the next 10-20 years, which was in the process of being finalised. Although we do not yet know whether the new Coalition Government will adopt or amend this strategy, we now have the opportunity to take a fresh look at how we will in future work to make Lambeth's roads safer for all.

In this context, Lambeth has developed a Road Danger Reduction Strategy (RDR Strategy) as the way forward to create a safer, more civilised and pleasant road environment.

Local authorities in England and Wales have a statutory duty to produce a Road Safety Plan, as laid out in the 1988 Road Traffic Act. Lambeth's current Road Safety Plan describes its strategy to achieve the casualty reduction targets set by the DfT, and the more challenging targets set by the Mayor of London in 2006, for the end of 2010.

Lambeth's RDR Strategy is designed to be read alongside Lambeth's Transport Plan. RDR principles are embedded within the Plan, as well as within Lambeth's 5 Transport Objectives. The RDR Strategy sets guiding principles which the Lambeth Transport Plan, and all subsidiary policies, will support and contribute to delivering.

2 WHAT IS MEANT BY ROAD DANGER REDUCTION - HOW DOES IT DIFFER FROM TRADITIONAL ROAD SAFETY?

The concept of road danger reduction was developed by the Road Danger Reduction Forum, established in 1994 by a group of traffic and transport professionals who felt that there were underlying contradictions in the prevailing approach to road safety. The key areas where road danger reduction differs from road safety are summarised below:

- A traditional road safety view is that the road is an inherently dangerous place where drivers are likely to make mistakes - focus is placed on reducing the likelihood of drivers making these mistakes; this might be through:
 - engineering measures, (i.e. greater segregation between different types of road user by means of cycle lanes or guardrails, use of signage etc);
 - improving safety equipment and technology within vehicles to protect the driver and passengers in the event of a collision (i.e. advanced braking systems, side airbags);
 - equipping the vulnerable road-user i.e. the pedestrian or cyclist (those outside cars) to cope with a hostile environment through training or encouraging the use of safety equipment (e.g. helmets and high visibility clothing);
 - safety is measured by looking at whether casualty figures (i.e. how many people have been injured or killed) have reduced and by how much.

- A Road Danger Reduction (RDR) approach identifies the principal source of danger on the roads: the speed and mass of motorised vehicles and seeks to:
 - create an environment that encourages walking, cycling and the use of public transport i.e. forms of transport which pose little or no threat to other road users;
 - control the speed and number of motorised vehicles on the road;
 - design attractive urban spaces and thoroughfares which make people want to walk or cycle;
 - find new and better ways to measure road safety.

The use of the term “danger”

When talking about how “dangerous” a mode of transport is, most people would use the term to refer to how much risk or danger there is to a person using that form of transport, i.e. a parent might say that it is too dangerous for his/her child to walk to school, or that cycling is a dangerous form of transport.

A road danger reduction approach would turn that on its head, by using the term “danger” to refer to the danger or threat that one road user poses to another. Viewed from this perspective, cycling and walking are not dangerous forms of transport as they do not pose a significant danger to other road users. (Some people argue that cyclists pose a threat to pedestrians, i.e. a cyclist going through a red light at a crossing. However, in London in the 5 years 2001 to 2005, 331 pedestrians were injured by cyclists in contrast to 34,971 by motor vehicles; on the pavement, 17 pedestrians were killed by motor vehicles, none by cyclists. (*Source: unpublished data from TfL Road Safety Division, Department for Transport, quoted by CTC.*) On

the other hand, motorised vehicles because of their power, weight and speed of travel pose a potential significant risk to other road users.

Onus of responsibility

Another principle of road danger reduction is to put the onus of responsibility on the road user who is capable of doing the most harm (i.e. the driver of a motorised vehicle) for the safety of other road users, particularly those who do not have the protection of a vehicle (i.e. pedestrians, cyclists and motorcyclists). (Motorcyclists fall into both categories as they pose a threat to more vulnerable road users similar to that posed by other motor vehicles, but are themselves more vulnerable being outside the protective frame provided by an enclosed vehicle.)

Road danger reduction would not advocate “idiot-proofing roads”, i.e. removing trees and street furniture, inanimate objects which are sometimes wrongly accused of “killing” motorcyclists or drivers. Similarly, installing “crash-friendly” lamp columns which give on impact, might mitigate against the seriousness of injuries to a driver or his/her passengers in a crash, but such measures do nothing to reduce the source of the danger by encouraging drivers to reduce the risk to themselves and more importantly, to other road-users by modifying their driving, i.e. driving at a speed appropriate to the conditions and class of the road on which they are driving.

Road danger reduction re-apportions responsibility on the road by moving the responsibility from the vulnerable road user (i.e. pedestrian, cyclist) for protecting themselves in a dangerous environment (e.g. by wearing a helmet and high-visibility equipment or by taking special additional precautions, such as checking that traffic has stopped in both directions before starting to cross at a green man) to the motorised road user – the source of the greater danger.

Some European countries including Germany and the Netherlands have adopted the principle of strict liability which means that in the event of a collision, the driver of the more powerful vehicle is responsible and legally liable for the safety of the less powerful road user, i.e. a car driver would be liable in a collision with a cyclist and a cyclist in a collision with a pedestrian. The principle of responsibility for the more vulnerable road user is enshrined in the Lambeth road user hierarchy listed below which ensures that the needs of road users are considered in all aspects of transport policy, giving road users priority according to their vulnerability and in inverse proportion to the level of risk that they pose to other road users.

- **Walking (including mobility impaired persons)**
- **Cycling**
- **Buses**
- **Taxis and minicabs**
- **Motorcycles/scooters**
- **Freight Transport**
- **Private Cars**

3 KEY PRINCIPLES OF ROAD DANGER REDUCTION

In March 2009 Lambeth Council signed the Road Danger Reduction Charter which pledges to:

1. Seek a genuine reduction in danger for all road users by identifying and controlling the principal sources of threat.
2. Find new measures to define the level of danger on our roads. These would more accurately monitor the use of and threat to benign modes.
3. Discourage the unnecessary use of motor transport where alternative benign modes of public transport are equally or more viable.
4. Pursue a transport strategy for environmentally sustainable travel based on developing efficient, integrated public transport systems. This would recognise that current levels of motor traffic should not be increased.
5. Actively promote cycling and walking, which pose little threat to other road users, by taking positive and co-ordinated action to increase the safety and mobility of these benign modes.
6. Promote the adoption of this charter as the basis of both national and international transport policy.

By signing the Road Danger Reduction Charter, Lambeth Council pledges to adhere to the above principles and embed them within all of its road transport policies.

1 Seek a genuine reduction in danger for all road users by identifying and controlling the principal sources of threat.

Reducing danger at source

Having identified the sources of danger on the roads, i.e. overwhelmingly from motorised vehicles, a road danger reduction approach aims to control and reduce the source of this danger.

The current approach to road safety has tended to increase the demarcation and segregation of space for pedestrians, cyclists and motorised vehicles. This can be seen in the installation of guard-railing to separate pedestrians and motorists, increased warning signage, and the installation of light controlled crossings. While all of these may result in reducing collisions and injury, by controlling and restricting road-users movements, they do not tackle the source of the danger, the speed and number of motorised vehicles.

Don't transfer a danger

An important principle of Road Danger Reduction is that the overall danger on the road should be reduced for all road users, and a measure put in place to assist one group of road users should never have a detrimental effect on another group. For example, smoothing out a corner to enable a car driver to turn the corner without the need to slow down may make the road much more dangerous for a cyclist or a pedestrian trying to cross the road at that point. One of the aims of the Mayor's Transport Strategy (MTS2) is to "smooth" traffic flow, in other words to make journey times for vehicles more predictable and faster. This may include re-phasing of traffic lights which reduces pedestrian crossing phases. Care needs to be taken that improved journey times for drivers are not achieved by compromising the safe movement of pedestrians and cyclists.

Danger from Speed

The Department for Transport in its draft strategy, *A Safer Way*, states that research shows a strong link between speed and road casualties. It states that reducing the average speed of traffic on a road by 1 mph leads to a reduction of 5 per cent in the number of collisions on that road. There is a well-understood relationship between the speed of a crash and the likely severity of any injuries. Higher speeds also increase the likelihood of a crash.

In 2008 a total of 4,685 people were killed or seriously injured in crashes where speed was recorded as a contributory factor (*RCGB 2008*). A 2007 survey for the Think! campaign showed that over 70 per cent of drivers admit to speeding, so the problem of driving above the legal speed limit is not limited to an anti-social minority, but is endemic in the driving population.

While it is no longer socially acceptable to drive a car while under the influence of alcohol, infringing the legal speed limit is accepted by the majority of drivers as a fact of life and a very minor misdemeanour. Speed limits are widely viewed as being a curb on individual freedom rather than a means of reducing danger on the roads. On urban roads where high numbers of vulnerable road users are present, small changes in speed can have a large impact on injury severity. Yet surveys show that almost all drivers and riders exceed speed limits at some time. Car drivers are not the only culprits. Offenders include a large proportion of all other motorised vehicle drivers.

The DfT states that speeding is not just inconsiderate driving - it contributes to the 36,000 serious injuries and 3,400 deaths that occur on Britain's roads each year. Around two thirds of all collisions in which people are killed or seriously injured occur in built up areas where the speed limit means that drivers should be travelling at 40mph or less.

The 30mph limit is set because there is a substantial difference in the risk of causing death or serious injury when driving even just a few miles above 30mph.

Government research has shown:

- that at 40mph, 85% of people hit by vehicles die, compared to 20% at 30mph (at 20mph it is just 5%)
- an average family car travelling at 35mph will need an extra 21 feet (six metres) to stop than one travelling at 30mph, no matter how good the driver is.
- the force of the impact on a cyclist or pedestrian is increased by a third when hit at 35mph rather than 30mph.
- It has been estimated that for each 1mph reduction in average speed, accident frequency is reduced by 5%.

The simple fact is that speeding is an unnecessary contributor to the number of casualties on our roads and even when motorists are observing the limit they may still be driving at an inappropriate speed for the conditions. (*Source: DfT Think Road Safety Campaign*).

Reducing the overall speed of traffic on the roads is going to reduce the number and the severity of injuries to all road users, especially the most vulnerable and will be a key principle within the Lambeth Road Danger Reduction Strategy.

2 Discourage the unnecessary use of motor transport where alternative benign modes or public transport are equally or more viable.

Danger from the number of motorised vehicles

As well as the speed of motorised vehicles being a major risk factor on the roads, the number of motorised vehicles on the road also has a bearing on the risk of collisions and injury. The greater the number of motorised vehicles moving on the road, the greater the risk is of them colliding with one another or with another road user outside a vehicle (i.e. a pedestrian, cyclists or motorcyclist) and causing injury.

Pedestrians are not permitted to cross motorways as the speed of the traffic would put them in unacceptable danger. Facilities are made available to pedestrians to enable them to cross roads in London where there are several lanes of vehicles, probably travelling at relatively slow speeds due to density of traffic. Traffic lights are provided to enable pedestrians to cross these roads in the recognition that the number of motorised vehicles increases the danger to the pedestrian.

In order to reduce the danger caused by large numbers of motorised vehicles, Lambeth aims to encourage as many people as possible to use forms of transport that do not pose a danger to other people. Integral to Lambeth's Transport Plan are policies to encourage people to change to non-polluting forms of transport: i.e. walking, cycling, public transport. These are also the forms of transport that cause the least danger to others.

3 Pursue a transport strategy for environmentally sustainable travel based on developing efficient, integrated public transport systems. This would recognise that current levels of motor traffic should not be increased.

An important strand of Lambeth's Road Danger Reduction approach will be to try to reduce some of the barriers which prevent people from walking and cycling by creating attractive urban spaces where people want to travel on foot or by bike. Schemes such as the Clapham Gateway project aim to reclaim road space for pedestrians and cyclists, by replacing fast moving one way traffic systems with two-way traffic, by narrowing carriageways and creating easier crossing points for pedestrians and by creating lively and pleasant public spaces. The Clapham Gateway scheme will form an attractive new approach to Clapham Common by reducing the traffic barriers which currently restrict ease of access to the Common from the Old Town.

See below under point 5 for more details on Lambeth's approach to promoting an environmentally sustainable travel system.

Lambeth is also committed to lobbying TfL and rail operators to improve public transport infrastructure within the borough and to improving bus stop accessibility for all residents as well as encouraging the use of public transport through campaigns.

4 Find new measures to define the level of danger on our roads. These would more accurately monitor the use of and threat to benign modes

News measures of road safety

Success in road safety has over the years been measured by the Department for Transport in terms of casualty reduction, i.e. whether the number of people being injured at a site or in an area has decreased, in which case, the safety of that road or area is judged to have improved.

However, these figures can hide the true picture. Mayer Hillman and John Adams (*Mayer Hillman, John Adams, John Whitelegg "One false move, a study of children's independent mobility" 1990, p4*) state:

"Where danger is perceived, the perception is acted upon – people try to get out of the way if they see that something is about to hit them. If certain areas or situations are seen as dangerous, they are avoided, or entered into with a high level of vigilance, with the result that the danger is not reflected in the accident statistics."

The number of pedestrians being injured in an area may reduce, because people do not feel comfortable or safe walking there and choose to drive rather than walk. In the case of elderly or disabled people, they may choose to withdraw altogether and to stay at home rather than use a crossing or a stretch of road where they feel unsafe. This means that their freedom of movement and quality of life has been seriously compromised while the freedom of movement for the driver increases.

There has been a huge reduction in the number of children injured on the roads over the last decades, however this coincides with a huge curtailment in the freedom and independent movement of children. In 1971, 80% of 7 and 8 year olds travelled to school without parental supervision. By 1990, this figure had reduced to 9%. The main reason given for this is the parent's fear of danger from road traffic. If a parent chooses to drive a child to school as it feels too dangerous to let the child walk, then a vicious circle of increased car use, congestion, pollution and danger is produced. The very marked difference in the density of rush hour traffic in urban areas during and outside the school term is a clear reflection of the fact that a large number of car journeys (about 25% during rush hour periods) are parents taking children to school.

Road danger reduction advocates exploring new ways of measuring danger on the road; the government's proposed targets of measuring casualties among different groups of road users per mile travelled would go some way to showing the relative risk to users of different modes of transport. Increases in modal shift from car to cycling or walking could show an increase in confidence that it feels safe to use these more vulnerable forms of transport. A decrease in average vehicle speed in a residential area or a decrease in red light running would also show a reduction in danger.

If it is proved that the road danger comes from the speed and number of motorised vehicles, then the clearest measure of road danger would be to count the number and measure the speed of vehicles in order to measure whether road danger is increasing or decreasing. Professor Hillman suggests that the clearest measure of absolute road danger would be to multiply the number of vehicles by their average speed.

Lambeth will seek to implement new ways of measuring road danger such as:

- perception surveys among different types of road users
- measuring increases and decreases in cycling and pedestrian journeys
- measuring changes in the average speed and number of motorised vehicles on the road
- close analysis of casualty statistics to look at geographical, ethnic, social patterns and “who is hitting whom”.

5 Actively promote cycling and walking, which pose little threat to other road users, by taking positive and co-ordinated action to increase the safety and mobility of these benign modes.

Promoting non-threatening means of transport

Encouraging people to use active forms of transport has many advantages: not only is the source of danger on the road reduced by having fewer people driving private motor vehicles, but there is also a reduction in carbon emissions, noise and congestion. Increased walking and cycling benefits people’s health and well-being and the urban environment becomes more attractive. People who may have been afraid to walk or cycle in their local area may be encouraged to make more journeys using these modes and streets become livelier with more active and cohesive communities.

Research shows that the number of traffic movements on a street has a direct bearing on the number of friends and acquaintances people have among their neighbours. Reducing the amount of motorised traffic on a street can have a positive effect in promoting stronger and better integrated communities. (*Mayer Hillman, John Adams, John Whitelegg “One false move, a study of children’s independent mobility” 1990*).

Lambeth’s RDR strategy is integrated with Lambeth’s Transport Plan and designed to be read alongside it. Other strategies underlying Lambeth’s Transport Plan, such as the Sustainable Modes of Transport Policy (covering school travel), Lambeth’s Walking Plan and Lambeth’s Road Safety Education Plan will all be aligned with RDR principles. The thrust of these strategies is to promote forms of transport which cause little or no damage to the environment and also little or no danger to other road users.

6 Promote the adoption of this charter as the basis of both national and international transport policy.

Lambeth signed the Road Danger Reduction Charter in March 2009 and pledged to incorporate RDR principles into future road transport policies. Lambeth has already responded to consultations on the draft DfT Road Safety strategy, *A Safer Way*, the Mayor’s Transport Strategy (MTS) and various other transport consultations advocating a Road Danger Reduction approach to safety on the roads. Lambeth hosted a Road Danger Reduction seminar in October 2009 and will work in co-operation with other local authorities and transport organisations such as the Road Danger Reduction Forum and RoadPeace, a national charity working for the victims and families of victims of road collisions.

4 KEY POLICY INFLUENCES

National Policy

Transport White Paper

Current national transport policy is set out in the government's Transport White Paper: *The Future of Transport – A Network for 2030*. It identifies a need for a transport network that can meet the challenges of a growing economy and the increasing demand for travel, but one that can also achieve environmental objectives. This means coherent transport networks with:

- the **road** network providing a more reliable and freer-flowing service for both personal travel and freight, with people able to make informed choices about how and when they travel;
- the **rail** network providing a fast, reliable and efficient service, particularly for interurban journeys and commuting into large urban areas;
- **bus** services that are reliable, flexible, convenient and tailored to local needs;
- making **walking** and **cycling** a real alternative for local trips; and
- **ports** and **airports** providing improved international and domestic links

The key overall thrust of the strategy is to reduce the need for travel, particularly by car, to manage the road network better and to promote greater use of public transport, walking and cycling. Lambeth's RDR strategy supports this policy, while emphasising that a sustainable, balanced road system is one which ensures that motorised traffic does not increase.

DfT Draft Road Safety Strategy, A Safer Way

The Draft Road Safety Strategy aims to make the UK's roads the safest in the world. The strategy accepts that human beings make mistakes on the roads which can be fatal for themselves or others. It aims to improve the road system so that human error can be anticipated and protection afforded by safer road and vehicle design and improving the road skills of individual road users.

It outlines the following key challenges:

- Reducing the number of road deaths
- Reducing the number of pedestrian and cyclist casualties in urban areas
- Protecting children and young people
- Variations in safety from road to road and area to area
- Poor road user behaviour
- Illegal and inappropriate speed

The strategy proposes the following targets for casualty reduction against a baseline of the 2004-2008 average to be achieved by 2020:

- 33% reduction in the number of people killed
- 33% reduction in the number of people seriously injured
- 50% reduction in the number of children (<18) killed or seriously injured (KSI)
- 50% reduction in the combined rate of KSI for pedestrians and cyclists per 100million km walked or cycled

While the rate based casualty reduction target for cyclists and pedestrians will measure more clearly the relative danger faced by cyclists and pedestrians, Lambeth's Road Danger Reduction strategy seeks to include other measures to get a clearer picture of whether danger has reduced as well as casualty statistics. This will involve additional measures such as:

- perception surveys among different types of road users
- measuring increases and decreases in cycling and pedestrian journeys
- measuring changes in the average speed and number of motorised vehicles on the road
- close analysis of casualty statistics to look at geographical, ethnic, social patterns and "who is hitting whom"

Regional Policy

Mayor's Transport Strategy

The Mayor's Transport Strategy was published in May 2010 and outlines the Mayor's vision for London for the period up to 2031:

"London's transport system should excel among those of global cities, providing access to opportunities for all its people and enterprises, achieving the highest environmental standards and leading the world in its approach to tackling urban transport challenges of the 21st century."

The Mayor hopes to achieve his vision by focusing the policies and proposals in his transport strategy on the achievement of the following six overarching goals:

1. support economic development and population growth
2. enhance the quality of life for all Londoners
3. improve the safety and security of all Londoners
4. improve transport opportunities for all
5. reduce transport's contribution to climate change and improve its resilience
6. support delivery of the London 2012 Olympic and Paralympic Games and its legacy.

Six areas where boroughs have a critical role to play in achieving the Mayor's goals are:

- Cycle superhighway scheme
- Cycle hire scheme
- Electric vehicle charging points
- Better Streets
- Cleaner local authority fleets
- Street trees

The Mayor also includes the following outcome targets, which he will work with boroughs to achieve:

- A 60% reduction in London's CO2 emissions from ground-based transport by 2025 from a 1990 baseline
- A 33% reduction in the number of people killed in road collisions from a baseline of the average from 2004-2008 (tbc once DfT target confirmed).

The overall thrust of the MTS is to improve the travelling experience for Londoners, whether on public transport or private transport and to reduce the need to travel. The aims of improving the environment to encourage people to choose active forms of transport and reducing the levels of noise, pollution and congestion as well as danger, partly through modal shift are key aims of Lambeth's RDR approach.

The Lambeth Transport Plan (LTP) sets out in detail how Lambeth will implement the Mayor's Transport Strategy, and this document will describe in Chapter 6 how the strategy will fit with Lambeth's RDR Strategy.

Sub-regional policy

London has been split into five sub-regions in order to co-ordinate transport planning more closely within larger areas of London. Lambeth is part of the Central Sub-region which also includes: London boroughs of Southwark, Camden, Islington, the Royal Borough of Kensington and Chelsea, the City Corporation and the City of Westminster. However, due to our boundaries with the South, TfL are also engaging with Lambeth and Southwark regarding strategic issues in the South London sub-region.

Key challenges of subregional policy have also been incorporated into the LTP and match priorities in Lambeth's RDR Strategy, particularly:

- Supporting growth areas and regeneration
- Improving the urban realm and promoting walking
- Managing different demands on streets
- Improving air quality

Potential solutions are also in line with our LTP and RDR strategy:

- Promoting walking and cycling
- Cycle Hire Scheme

Further details in Chapter 6.

Local priorities

Corporate Plan 2009-2012

Lambeth's Corporate Plan (2009–12) sets out a clear and focused approach to delivering the change we need in Lambeth. It establishes a clear vision for the borough and six priorities for the organisation.

Lambeth's six priorities, unchanged from previous years, are:

- A safer Lambeth with strong communities
- More opportunities for children and young people
- Better housing and flourishing local economies
- Respect for the environment
- Developing personalised care services
- Serving our customers well

The LTP and our RDR strategy are committed to promoting equality for everyone travelling through the borough, producing safe, strong communities in a pleasant environment, where streets become lively, active places where people want to linger as well as travel through, and feel comfortable to choose the form of transport that best suits their needs.

Lambeth's Sustainable Community Strategy – Our 2020 Vision

Lambeth Council, together with its local partners, (collectively Lambeth First), set out Lambeth's Sustainable Community Strategy in 2020. This has also been used to influence the LTP.

The main themes are

- Economic Wellbeing
- Social Wellbeing
- Environmental Wellbeing

Lambeth's LTP and RDR strategy will have a particular contribution to make to the following 2020 Vision goals:

- Create viable and well-managed town centres
- Provide essential infrastructure to support population growth
- Increase public transport accessibility.
- Create distinctive local places through excellent design, valuing heritage, identity and the natural environment.

Local Area Agreement 2008-2011

Lambeth's LAA is an action plan setting out how Lambeth will deliver the priorities outlined for the first three years of the Sustainable Community Strategy – Our 2020 Vision.

35 national and four local performance indicators will be used to measure how successfully Lambeth is progressing towards the goals of Our 2020 Vision. Transport solutions will play a major part in achieving the following targets:

- 55 –reducing obesity among primary school age children
- 21 – Dealing with local concerns about anti-social behaviour and crime by the local council and police
- 5 – Overall satisfaction with local area
- 110 – Young People’s participation in positive activities
- 186 – per capita CO2 emissions in the local authority area

School Travel Planning and promoting a change to active forms of transport (walking and cycling) will contribute to 55, 110 and 186. Design, lighting and maintenance of public spaces, roads and footways will contribute to 5 and 21.

Comprehensive Area Assessment Process (National Indicator Set)

The Audit Commission’s Comprehensive Area Assessment (CAA) is the current method for monitoring the performance of councils in England. Future national performance and inspection processes are under review at present.

We are currently being monitored against the following transport related indicators:

- NI47 Reduce the number of people killed or seriously injured in road accidents by 50%
- NI48 Reduce the number of children killed or seriously injured in road accidents by 60%
- NI55 Reduce the percentage of children in reception year that are obese to 13.4%
- NI 186 Reduce CO2 emissions in the local authority area by 10%
- L27c Increase the percentage of residents satisfied with the quality of repairs to roads and pavements to 35.5% by 2011.

Our LTP and RDR strategy will continue to address these areas, as required.

Local Development Framework

The council’s Local Development Framework (LDF) is a requirement under the Planning and Compulsory Purchase Act 2004 and is a key strategic document to guide the borough’s spatial development of the next 15 years.

Several of the key LDF objectives have a strong link with the LTP steered by its Road Danger Reduction approach.

- Tackling and adapting to climate change
- Providing essential infrastructure
- Promoting community cohesion and safe liveable neighbourhoods
- Creating and maintaining attractive distinctive places

Again these aims are strongly in tune with the LTP objectives and our Road Danger Reduction strategy,

Lambeth Community Safety Strategy/Safer Lambeth Partnership

The Crime and Disorder Act 1998 requires each local authority to publish a strategy every three years on how key partners and agencies within the Lambeth Drug and Alcohol Action Team/Crime and Disorder Reduction Partnership (DAAT/CDRP) such as, the Police, Fire Service, Lambeth Primary Care Trust, Probation, the Prison Service and Lambeth Council intend to tackle crime, improve community safety and reduce the fear of crime.

Five priorities are outlined in the strategy:

1. Reduce serious violent crime
2. Reduce the harm caused by drug and alcohol misuse
3. Reducing Youth Offending
4. Support more cohesive and resilient communities
5. Support safer, more respectful neighbourhoods

The LTP and the RDR strategy will support the Community Safety Strategy by producing more attractive urban areas and promoting lively, busy streets which are pleasant to pass through and live in. We will work where appropriate with the Safer Lambeth Partnership in order to reduce illegal and dangerous road behaviour, for example stealing motorbikes and riding them illegally.

5. THE LAMBETH CONTEXT

In 2010 Lambeth commissioned TMS to undertake a review of collisions involving vulnerable road users during the three year period 1st January 2007 to 31st December 2009 in order to build up a detailed picture across the borough of where and how pedestrians, cyclists and motorcyclists were being injured on the roads. The complete study is included in the RDR strategy as Appendix 1. A summary of the audit illustrating the Lambeth context on which our RDR strategy follows below:

The audit looks at collisions and casualties on a ward by ward basis and shows:

- Number of pedestrians, cyclists and motorcyclists injured in each ward
- Proportion of vulnerable road users injured against total number of injuries by ward
- Main causes of collisions
- Type of vehicle colliding with pedestrian, cyclist or motorcyclist.

There was a total of 3050 collisions in the three year period: 22 collisions resulted in fatalities, 451 caused serious injuries and 2577 caused slight injuries. As a result of these collisions 24 people died, 484 were seriously injured and 2984 slightly injured. The table below shows the *number of casualties* in each ward.

1 – The Total Number of Casualties (proportion of borough total)

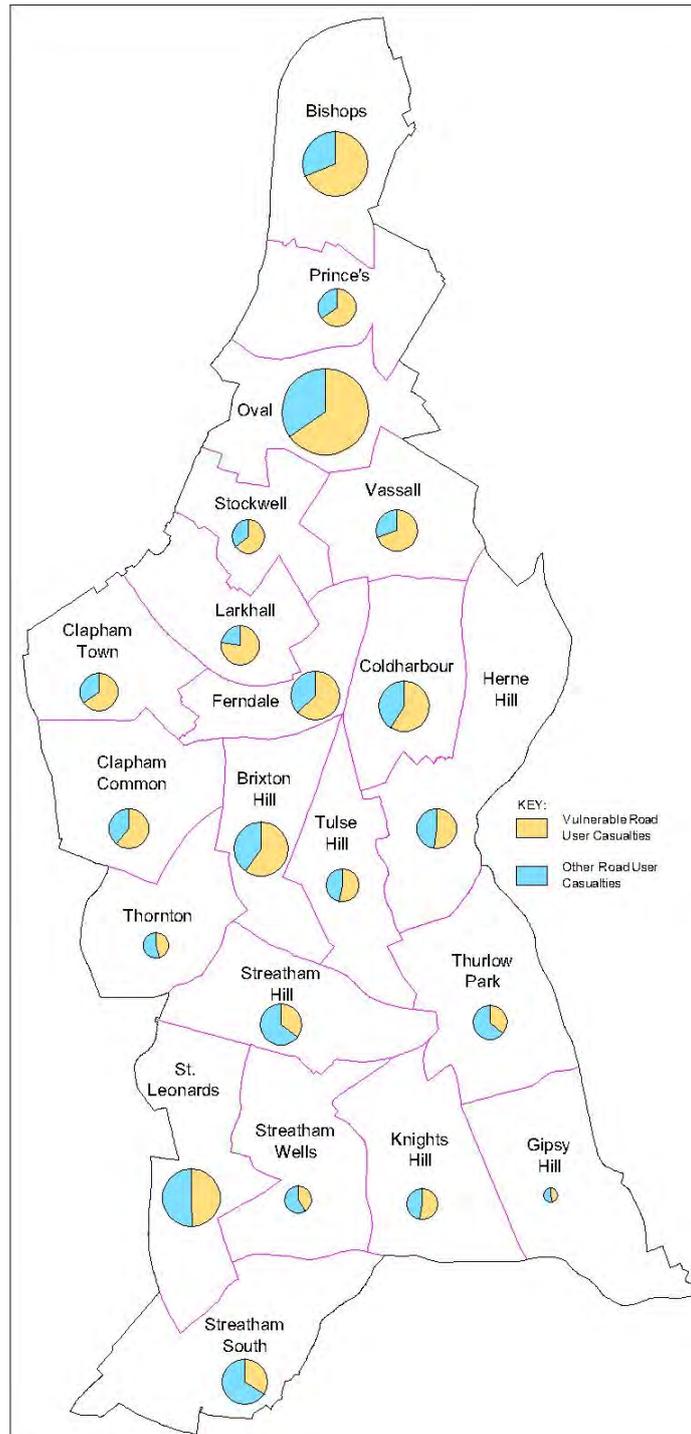
Rk	Ward	Fatal	Serious	Slight	Total	Proportion
1	Oval (1)	3	54	284	341	9.8%
2	Bishops (2)	0	45	213	258	7.4%
3	St. Leonards (3)	2	32	193	227	6.5%
4	Brixton Hill (4)	1	24	186	211	6.0%
5	Coldharbour (5)	1	30	170	201	5.8%
6	Ferndale (6)	1	21	168	190	5.4%
7	Streatham South (8)	1	10	167	178	5.1%
8	Streatham Hill (11)	0	21	142	163	4.7%
9	Vassall (7)	1	25	136	162	4.6%
10	Herne Hill (9)	0	28	128	156	4.5%
11	Clapham Common (13)	1	22	132	155	4.4%
12	Larkhall (10)	0	15	139	154	4.4%
13	Clapham Town (12)	1	22	128	151	4.3%
14	Prince's (14)	3	25	122	150	4.3%
15	Thurlow Park (16)	1	18	118	137	3.9%
16	Stockwell (15)	1	16	116	133	3.8%
17	Tulse Hill (17)	2	18	111	131	3.8%
18	Knight's Hill (18)	1	24	98	123	3.5%
19	Streatham Wells (19)	1	9	99	109	3.1%
20	Thornton (20)	3	17	83	103	2.9%
21	Gipsy Hill (21)	0	8	51	59	1.7%
Total		24	484	2984	3492	

- The highest number of road injuries occurred in Oval (341) and the smallest number in Gipsy Hill (59).
- 70% of all collisions involved injury to a vulnerable road user (VRU), i.e. a pedestrian, cyclist or powered two wheeler rider.
- The borough map (*below*) shows the relative number of road injuries in each ward. The highest number of injuries (represented by the size of pie) and the

highest proportion of vulnerable road users injured (size of beige segment) occur in the north of the borough. Even in areas where the numbers are smaller, the proportion of injuries to vulnerable road users remains higher in the north. (Below)

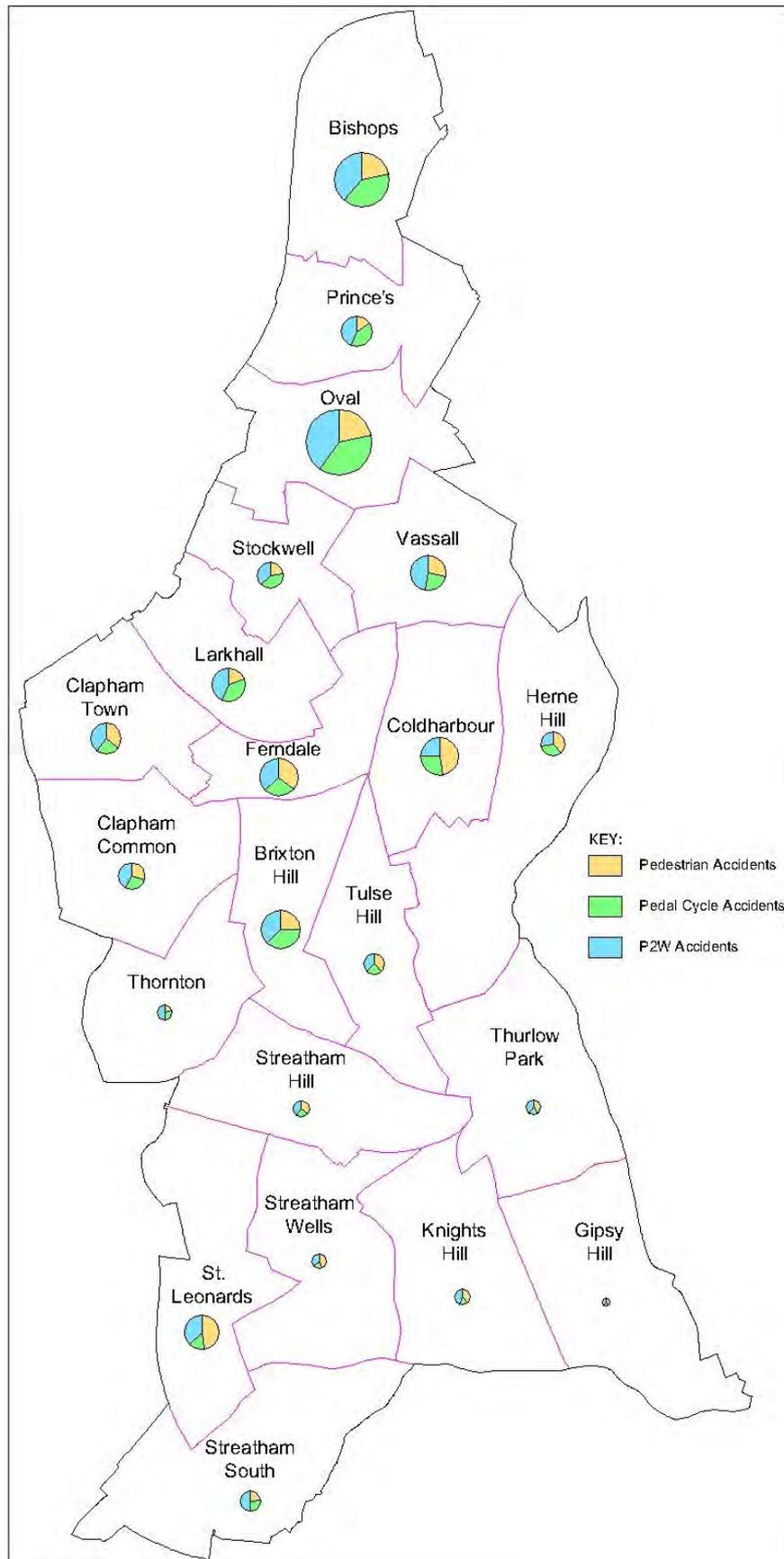
- Larkhall has a particularly high proportion of VRU casualties. Streatham Hill, Streatham South and Thurlow Park had the smallest proportion of vulnerable road users injured. (Below)

2 -The Proportion of VRU Casualties & Other Road User Casualties



- The following borough map (*below*) shows the breakdown of pedestrian, cyclist and powered 2 wheeler casualties ward by ward. The size of pie shows the number of VRUs injured. (*Below*)
- The numbers of vulnerable road users injured was greatest in the north of the borough and much smaller in the south, with the exception of St Leonards which shows a higher number of VRU injuries.
- The highest proportion of pedestrian casualties is found in the large town centres of Brixton (Ferndale and Coldharbour) and Streatham (St Leonard's and Streatham Wells).
- Wards containing major commuting routes have higher proportions of powered two wheeler and cyclist casualties. This is noticeable in Oval, Princes and Bishops where several of these routes converge and there is a high number of cycling and motorcycling commuters.

3 – The Proportion of Vulnerable Road Users Casualties by Ward



Pedestrian casualties

- As might be expected, most pedestrians are injured by cars (63%), but a higher than proportionate number is also injured by motorbikes (motorcycles account for 6.3% of traffic but caused 13% of pedestrian injuries). A substantial number are also injured by buses (4.6% of traffic causing 10% of injuries).
- Motorcyclists are themselves vulnerable road users, but cause a higher risk to pedestrians proportionate to their number due to their speed and the fact that they can appear suddenly and unexpectedly, often between other vehicles.
- The vast majority of pedestrians are considered to have contributed to their injuries by failing to look carefully when crossing the road.
- Aggressive driving is only a factor in a small number of pedestrian injuries
- On-street parking obscuring the pedestrian's and driver's view of each other was a factor in injuries in Herne Hill, Oval, St Leonard's and Vassal wards.

Cyclist casualties

- The Oval had most cyclist KSIs with the highest severity index in Princes, Oval and Bishops, i.e. on the major arterial routes towards central London.
- 71% of cyclist injuries were caused by cars and 10% by HGVs.
- Cyclists were considered to have been responsible for their own injuries by failing to look or committing another error in only 26% of cases; drivers were considered in error in 80% of cases.
- Many more cyclists are injured by cars than by HGVs, but the severity of injury increases greatly when cyclists are in collision with an HGV.

Motorbikes

- 62% of motorbike injury collisions were with cars followed by 10% with light goods vehicles (delivery vans etc).
- 75% of injuries to motorbike riders were due to drivers of other vehicles failing to look, but 40% were due to errors on the part of the motorcyclist. i.e. there was much greater error on the side of the motorcyclist in collisions where they were injured, in comparison to the amount of error attributed to cyclists in collisions where they were injured.

Comparison of TfL/Borough Roads

- 70% of fatal injuries occurred on TfL roads, and a higher number of total casualties (2067 total injuries – TfL roads /1468 total injuries – borough roads), however the severity index was higher on borough roads, i.e. there was a greater proportion of KSIs than on TfL roads.
- Cyclists comprise around 6% of traffic in Lambeth, but are injured in 12% of collisions on both borough and TfL roads.

- Motorcyclists make up 4% to 5% of traffic flow, but are involved in around 15.5% of injury collisions, being injured themselves or causing injury to others (mainly pedestrians).

Taking the audit forward

The audit so far has revealed some interesting facts, which back up Lambeth's Road Danger Reduction approach to the roads e.g.:

- Cyclists are mainly endangered by other vehicles rather than themselves. This validates our emphasis on promoting cycle awareness training among other vehicle drivers to reduce the disproportionate risk they cause to cyclists, alongside our widespread provision of cycle training.
- Motorcyclists are disproportionately injured in collisions, but also disproportionately the cause of pedestrian injuries, so we are providing rider skills training to motorcyclists and promoting motorcycle awareness to other road-users via advertising and publicity campaigns.

Further analysis will be done of selected areas where casualty rates are highest e.g. northern wards and where vulnerable road user casualties are highest, e.g. around the town centre areas of Brixton and Streatham and will feed into our RDR Strategy and LTP which will inform future engineering, sustainable transport and road safety education priorities.

6. THE STRUCTURE OF LAMBETH'S RDR STRATEGY

Lambeth's response to the Mayor's Transport Strategy entitled Lambeth's Transport Plan, sets out the following five key transport objectives (for more details please refer to section 5 of the LTP – electronic link) .

1. Promote sustainable healthy travel behaviour
2. Improve the condition of principal roads
3. Improve Air Quality
4. Reduce the real and perceived danger on Lambeth's roads
5. Reduce CO2 emissions

Objective 1, 3, 4 and 5 all enshrine the principals set out earlier on in this document in section 2, (p. 3). These are:

1. Seek a genuine reduction in danger for all road users by identifying and controlling the principal sources of threat.
2. Find new measures to define the level of danger on our roads. These would more accurately monitor the use of and threat to benign modes.
3. Discourage the unnecessary use of motor transport where alternative benign modes of public transport are equally or more viable.
4. Pursue a transport strategy for environmentally sustainable travel based on developing efficient, integrated public transport systems, recognising that current levels of motor traffic should not be increased.
5. Actively promote cycling and walking, which pose little threat to other road users, by taking positive and co-ordinated action to increase the safety and mobility of these benign modes.
6. Promote the adoption of this charter as the basis of both national and international transport policy.

Also integral to all five objectives is the Council's plans to move towards a more holistic 'Better Neighbourhoods' style approach to carrying out schemes and projects. The details of this approach are currently being worked up but would seek to ensure that Lambeth delivers maximum benefit to the local community and achieves better value for money as a result. A "Better Neighbourhood" approach would seek to change how we approach traditional road safety engineering schemes by complementing any works such as local safety schemes, 20 MPH zones and CPZ's with softer measures, such as:

- Cycle parking
- Cycle training
- Cycle facilities
- Pedestrian Accessibility solutions such as dropped kerbs
- Car Clubs
- Tree planting
- De-cluttering
- Travel awareness campaigns
- Localised parking restrictions to improve junction safety (if appropriate)
- Disabled parking bays
- Road maintenance (wherever appropriate and practicable)

This approach would put road danger reduction at the heart of this policy and help to achieve the aims of our Road Danger Reduction strategy.

What measures will the Council implement?

Keeping in line with Lambeth's Transport Plan, a 'Better Neighbourhoods' approach and the key principles of Road Danger Reduction, we will seek to employ a mixture of measures. These will include soft (education/awareness) measures and physical (engineering) solutions. These are set out in detail below:

Education, Training and Publicity – Integral to our RDR approach is the promotion of 'safe' modes such as walking and cycling. Our policy will be to continue to organise and take part in events and campaigns to promote the benefits of walking and cycling. In particular:

- encourage higher levels of walking and cycling by council staff
- promote cycle confidence training to residents, schools and businesses
- promote the benefits of walking to residents and carry out high profile campaigns
- promote walking and cycling measures to businesses through the Lambeth Business Travel Network
- continue to hold sustained Dr Bike and cycle awareness campaigns across the borough
- work with stakeholders such as the police and NHS to promote safe cycling, reduction of cycle theft and considerate cycling campaigns i.e. stopping at red lights, pavement cycling
- carry out targeted campaigns with various equality groups, such as women and BME groups, to encourage take up of walking and cycling
- continue to work with groups such as Wheels for Wellbeing to encourage cycling amongst disability groups
- Promotion of walking to school (through campaigns such as walk to school week)
- Promotion of cycling to school (through Bike Week events)
- Pedestrian training for year 3 children
- Cycle training for schools
- Cycle clubs at schools

The use of public transport is seen as the next 'safest' mode after walking and cycling and as such will also play a role in achieving our Road Danger Reduction aims. We will seek to promote this mode by:

- continue to promote the use of public transport as sustainable mode of transport through its travel awareness programme
- encourage Lambeth staff to use public transport as a mode of transport to and from work and during working hours for site visits/meetings where feasible.
- work with the police and community safety sections to improve the safety of public transport, interchanges and hubs.
- Promote the Safer Travel At Night (STAN) campaign – against using unlicensed mini cabs.
- continue to lobby TfL and rail operators for improvements to services and public transport infrastructure to help facilitate a shift from single occupancy car use to modes such as rail, tube and bus. (see section 3.2.1.1)
- work with disability groups to improve accessibility to and on public transport
- continue to make bus stops accessible for users

The Council will also continue to promote more traditional road safety education campaigns to improve safety for all road users and also to encourage the take up of these modes. However, in conjunction with these we will also promote more innovative policies such as our HGV/Cyclist campaigns. These are set out below:

- Continue to organise campaigns highlighting occupational road risk: Working within the council to ensure that best practise is being promoted among Lambeth staff driving, or riding motorbikes or bicycles for work.
- Powered 2 Wheeler Riders: Promoting safe behaviour among motorbike riders including promoting further training, the use of safety clothing and sharing the road safely with other road-users.
- Cyclists and HGV drivers: Continuing to raise the awareness of HGV drivers to the dangers they pose to cyclists by promoting cycle training for drivers and raising the awareness of cyclists through signage and events, starting with the council's contractors, bus companies and fleet drivers.

Case Study: Cyclist Awareness for HGV Drivers	<i>(Pictures)</i>
<p>The numbers of people cycling in London has doubled in the last ten years. In Lambeth there has been an 8% reduction in the number of cyclists killed or seriously injured by the end of 2009, showing that overall, cycling is becoming safer in the borough. However, between 2005 and 2008, three cyclists were killed in Lambeth in collisions with lorries turning left.</p> <p>Taking a Road Danger Reduction view of the problems, Lambeth looked at tackling the source of the danger (i.e. large vehicles with blind spots, where mirrors provide drivers with a restricted view so that they can be unaware of the presence of a cyclist) in addition to educating cyclists of the danger.</p> <p>Building on the “Changing Places” campaign run by the police and TfL, Lambeth arranged a series of events in parks on busy cycle commuting routes, where cyclists were invited to see the view from the cab of an HGV. Cyclists had a chance to talk to the HGV driver (always a cyclist, or a driver with a strong commitment to cycle safety) and to see at first hand where the blind spots are along the sides and directly in front of the HGV cab. On leaving the cab, the cyclist is taken round the outside of the vehicle by a cycle trainer, who discusses with them how to position themselves safely when cycling near an HGV.</p> <p>Lambeth has for a number of years promoted cycle training widely and offered subsidised one to one training to everyone living, working or studying in the borough.</p> <p>Lambeth then took the idea of “Changing Places” and turned it on its head. Haven given cyclists the chance to see a driver’s view of the road, Lambeth devised a way of giving HGV drivers the chance to see the road from the cyclist’s point of view. Working with the council’s Waste Management Contractors, Veolia, Lambeth commissioned Cycle Training (UK) to devise a customised cycle awareness training course for HGV drivers. This comprised a classroom session where drivers discuss interactions with cyclists on the road, both negative and positive, and think of what cyclists themselves and they as lorry drivers could do to reduce conflict and risk to cyclists. The drivers then get onto bikes and participate in a practical off-road cycle skills session, followed by an on-road cycle training session for drivers who have the competence to do this. So far over a hundred Lambeth refuse vehicle drivers and school bus drivers have received this training.</p>	

Two drivers from Veolia and two driver trainers from FM Conway, the council's highway maintenance contractor, have recently been trained as cycle trainers so that they can assist in the on-going delivery of cycle awareness training for all their professional drivers. Lambeth has also provided cycle instructor training to driver trainers from the bus companies Abellio and Go-Ahead who will now deliver cycle awareness training to all company bus drivers as part of their statutory continuing professional development. So far almost 500 Go-Ahead drivers have been trained.

Cycle awareness training is also being rolled out to all Lambeth staff who drive for work, as well as to businesses who employ drivers, particularly along the route of the new Cycle Superhighway.

- Targeted community road safety projects: We will work with groups identified as vulnerable road users based on road accident data. We will be working to deliver the Somali Community Engagement project to address higher rates of fatalities and injuries among BME groups in Lambeth.
- Work with the police to tackle issues such as motor vehicles speeding, mobile phone use whilst driving, drink and drug driving etc
- Work with stakeholders such as the police to promote safe cycling, reduction of cycle theft and considerate cycling campaigns i.e. stopping at red lights, pavement cycling.
- We will continue to ensure that investment is prioritised on schools with an active school travel plan, which will ensure real changes in travel behaviour are realised.
- Continue to work with schools on the following campaigns *:
 - Child pedestrian training for year 3
 - Cycle Training
 - Theatre in Education
 - Road Safety days
 - Junior Road Safety Officers Scheme
 - School Keep Clear Campaigns
 - Promoting road safety lesson plans and resources
 - School Crossing Patrol service

*See appendix 2 for more detailed information on these schemes.

Road safety engineering – improving the safety through engineering based solutions will continue to play a role in a road danger reduction approach. However, in the past we have used a data-led approach to prioritise and inform all casualty reduction investment, e.g. by targeting investment in areas where there is an identified casualty problem. For example, accident remedial schemes (or local safety schemes) will be prioritised according to the number of weighted casualties, giving greatest priority to those killed and seriously injured.

Using a Road Danger Reduction approach to road safety engineering, the Council will:

- Continue to apply suitable engineering schemes to reduce casualties. However we will carry out more detailed analysis of collision data which will bring out differences between borough and TfL roads, types of road users involved by

modal type, sex, age and ethnicity, clusters of collisions in specific geographical areas, issues of deprivation etc. This will help to inform Road Danger Reduction interventions in a much more targeted and effective way. The Child Road Safety Audit will feed into the development of the Road Danger Reduction programme by highlighting in detail collision trends involving child casualties under 16 on a ward by ward basis and from 2011 child casualties under 18.

- Monitor the location of accidents involving cyclists and pedestrians (separately), and review the evidence to determine the need for site-specific engineering solutions.
- Where possible, sites with identifiable but less urgent safety needs will be addressed in combination with other works programmes (e.g. through the use of the S106 planning process or highways maintenance).
- We will seek to integrate road safety solutions with wider walking and cycling, environmental, and public realm improvements through a neighbourhood-based approach to deliver outcomes across a range of objectives and ensure we maximise the benefits from our investment.
- Carry out surveys on perceptions of the safety of the roads. With analysis of these surveys to be dealt with through the most appropriate measure where feasible.
- Continue to assess the feasibility of Lambeth having a borough wide 20 mph speed limit.

Case Study: 20mph Limits

(Picture)

Evidence shows that reducing traffic speeds from 30mph to 20mph reduces road injuries by an average of 40%. Lambeth has an aspiration to become a 20 mph borough by extending its 20mph zones to all of its residential areas and this aim forms an important part of our Road Danger Reduction Strategy.

There has been much debate on the benefits of issuing borough-wide 20mph limits as a means of reducing casualties. Islington Council has recently introduced such a limit on all residential streets in their borough, and this is something which Lambeth will be monitoring with interest for possible replication in our borough.

Lambeth’s aim to become a 20mph borough would be achieved by the Council intervening physically to ensure that drivers reduce speeds to 20 mph, using interventions such as traffic calming i.e horizontal and vertical deflection, tree planting, chicane type parking and any other physical measure which could reduce drivers' speed to 20 mph. A balance always needs to be struck between meeting the needs of the emergency services and achieving our objectives.

Unfortunately, we are at present prevented from introducing a 20mph speed limit throughout the borough due to problems of enforcement. Currently the Metropolitan Police have no resources to police speed limits and as such they prefer self-enforcing areas where speed limit changes are proposed. There have been suggestions to have the speed limit changed to 20 mph without any measure of enforcement; the difficulty is ensuring that drivers obey the changed speed limit.

Lambeth has, however, purchased speed guns which will be used by the Met Police Safer Neighbourhoods Teams throughout the borough to carry out enforcement and

educate drivers in 20mph zones. The police will also visit primary schools and work with Junior Road Safety Officers (see p 25) to raise awareness of speed outside schools.

It is important to note that the new directive from the current Mayor is a departure from vertical traffic calming i.e. no more road humps or reduction in humps. As such TfL are investigating how changes to the speed limit to 20 mph could be introduced and enforced without the need to have physical humps in place. They have identified the use of speed / distance cameras as a measure by which speed limits could be enforced, however, these cameras are expensive and would not necessarily offer value for money in comparison to our conventional intervention.

Therefore Lambeth will continue to implement 20 mph zones in line with the proposed 'Better Neighbourhoods' approach outlined above and await further developments from TfL, and Islington's experience before considering pursuing a 20mph speed limit across the whole of the borough.

The council will also continue with a programme of engineering solutions to encourage walking and cycling by making them more attractive modes to use. This will be achieved by the following:

Walking infrastructure – We will continue to invest in improving the environment and public realm to create better spaces for pedestrians. Lambeth's Draft Walking Plan was consulted on in 2009. This document contains ten targets, six of which relate to infrastructure. These are:

- Increase public satisfaction with services relating to footway maintenance, street lighting and street cleansing
- Aim to take on board the needs of people with disabilities in the design and maintenance of streets. In particular;
 - introduce adequate dropped kerbs and tactile paving across the borough
 - remove redundant street furniture and obstructive bollards and rationalise the amount of street furniture across the borough
 - re-lay crossovers and uneven paving
- Aim to reduce insurance claims made against the Council due to the condition of the footway
- Seek to improve footway conditions in the borough, based on the collection and analysis of the government standard measurement - Detailed Visual Inspection (DVI).
- Improve pedestrian signage on an area-wide basis
- Work towards all street lighting having a white light source

In addition the Council will seek where appropriate to reduce vehicular traffic dominance, opening up more public space, the planting of street trees and other measures deemed suitable to make the pedestrian experience more enjoyable.

Cycle infrastructure- A completely segregated cycle system is unlikely to be achievable in Lambeth, due to space constraints. More achievable is a road network that is redesigned so that cycles and motor vehicles can integrate safely with the emphasis of design shifted away from motor vehicles, combined with soft measures such as marketing, cycle training and education. Therefore we will seek to provide

safe and attractive cycle facilities and routes across the borough. In particular our focus will be on:

- Provision of secure bicycle parking facilities both at key locations such as local shopping centres, key employment areas, transport interchanges and residential areas.
- Delivering road enhancements and improving the permeability of the road network for cyclists (which will also provide benefits to pedestrians in many cases).
- Enhancing the urban realm and tackling concerns about personal safety on the street.
- Continue with a policy where the principals of national standard cycle training shapes the design of cycling infrastructure.
- Investigate further possibilities for opening up parks and green spaces to allow considerate cycling (where appropriate).

7. ROAD SAFETY TARGETS – PAST AND FUTURE

The last government's 10 year road safety strategy, *Tomorrow's Roads, Safer for Everyone*, set casualty reduction targets for local authorities to meet by the end of 2010. Percentage reductions were set against a baseline of the average casualty figures for 1994-98.

The targets were:

- 40% reduction in all people killed or seriously injured on the roads
- 50% reduction in children killed or seriously injured
- 10% reduction in all people slightly injured on the roads.

Many London boroughs had met these targets by the end of 2004, so the Mayor of London announced more challenging targets in March 2006 to be achieved by the end of 2010:

- 50% reduction in all people killed or seriously injured on the roads
- 50% reduction in pedestrians killed or seriously injured
- 50% reduction in cyclists killed or seriously injured
- 40% reduction in motorcycle users killed or seriously injured
- 60% reduction in children killed or seriously injured
- 25% reduction in all people slightly injured on the roads.

Casualties	1994-1998 Average	At end 2009	Target Number by 2010	Target % reduction Mayor (DfT) by 2010	% reduction at end 2009
Killed or seriously injured (KSI)					
Total (KSI)	313	173	156	50% (40%)	45%
Pedestrians	124	51	62	50%	59%
Children	45	21	18	60% (50%)	53%
Cyclists	36	33	18	50%	8%
Motorcyclists	51	49	31	40%	4%
Slight casualties	1832	1112	1648	25% (10%)	39%

The above table shows that Lambeth has achieved all the DfT's casualty reduction targets, and is well on the way to meeting the Mayor's targets for a 50% reduction in all those killed or seriously injured and a 60% reduction in the number of children killed or seriously injured.

The two sticking points where major reductions have not been achieved are among cyclists and motorcyclists. There has been a reduction of 8% in the number of cyclists killed or seriously injured, but this must be seen in the context of the number of cycle journeys being made on London's major roads doubling in the past 10 years. In this context, a reduction of 8% of cyclist KSIs shows that cycling in Lambeth has become safer.

The number of motorcyclists killed or seriously injured has also reduced by 4%, but again this falls far short of the Mayor's target of a 40% reduction. Since the congestion charge was introduced in central London, motorcycle journeys have increased in the zone by 15%, so taking into account this increase, a 4% reduction in injuries shows that motorcycling is also becoming safer. However, motorcyclists are overrepresented in road collisions, representing around 1% of the traffic but accounting for almost 20% of road deaths.

Lambeth will therefore continue to treat cycle safety and motorcycle safety as priorities for education, training and publicity campaigns (see section 6).

The new national road safety strategy, *A Safer Way*, (produced in draft form by the previous government) proposes the following targets, set against a baseline of the 2004-2008 average:

- 33% reduction in the number of people killed
- 33% reduction in the number of people seriously injured
- 50% reduction in the number of people under 18 killed or seriously injured
- 50% reduction in the combined rate of death or serious injury for pedestrians and cyclists per 100m km walked or cycled

It also proposes the following 7 key performance indicators (KPIs):

- Rate of road deaths per 100m vehicle kms
- Rate of KSI for pedestrians per 100m km walked
- Rate of KSI for pedal cyclists per 100m km cycled
- Rate of KSI for motorcyclists per 100m vehicle kms
- Rate of KSI for car users per 100m vehicle kms
- Number of KSI resulting from collisions involving drivers under 25
- Number of people over 70 KSI per 100,000 of population over 70.

The proposed new targets represent a very challenging prospect to local authorities, coming on top of the very substantial reductions that have already been made. The target to reduce the number of deaths by 33% is particularly challenging as road deaths happen in a random and unpredictable way and are often due to a unique combination of circumstances. The number of deaths each year is thankfully very small, so a small variance from year to year would show as a huge percentage decrease or increase.

The proposal in the new strategy to include rate-based targets and KPIs is a move which supports the road danger reduction view that a reduction in casualty numbers on its own does not necessarily give a true picture of the how safe the roads are. Measuring casualty numbers with reference to the numbers of kilometres travelled by these modes of transport, gives a clearer picture of the relative risk of different forms of transport. These proposals represent a new way of measuring the safety of the roads which show more clearly the risks to different groups of road users and allow us to gauge the overall danger on the roads.

Lambeth is encouraged by this development in measuring road danger and will explore other ways of measuring road danger such as:

- Surveys of the public perception of danger – before and after an intervention
- An increase or decrease in the number of people walking and cycling

- Detailed analysis of collisions including child road safety audit and vulnerable road user audit.
- Decrease in dangerous road behaviour such as mobile phone use, red light running
- Decrease in vehicle speeds and in numbers of motorised vehicles on the road.

8. POLICIES THAT FORM PART OF ROAD DANGER REDUCTION

Section 6 [of the LTP](#) outlines the ways in which we hope to achieve our Road Danger Reduction strategy. As demonstrated in section 6, Lambeth's Transport Plan and the RDR strategy are fully compatible with the aims and objectives of each other. Similarly, the Council's Walking Plan is also in line with the new RDR strategy. Currently the Council's Cycle Action Plan is being refreshed, and once finalised will also complement and be compatible with both Lambeth's Transport Plan and RDR strategy.

To achieve the aims of the RDR strategy it is apparent that this will require closer working relationships between teams with responsibility for all of the following areas:

- Road safety engineering
- Road safety education, training and publicity
- Travel awareness
- Cycling infrastructure
- Walking infrastructure
- Local safety schemes – including 20mph zones and traffic calming
- Controlled parking zones.

It is hoped that the combination of a 'Better Neighbourhoods' style approach with Road Danger Reduction at the heart of this policy will ensure that the above teams are working to the same goals and objectives and will seek to achieve both safe and sustainable travel in the London Borough of Lambeth.

Appendices

Appendix 1 Vulnerable Road User Strategy

Appendix 2 Road Safety ETP Strategy