

Braking point 20mph speed limits in London

April 2009



Copyright

Greater London Authority

April 2009

Published by

Greater London Authority

City Hall

The Queen's Walk

More London

London SE1 2AA

www.london.gov.uk

Enquiries 020 7983 4100

Minicom 020 7983 4458

ISBN: 978-1-84781-240-7

This publication is printed on recycled paper

Transport Committee Members

Andrew Boff	Conservative
Victoria Borwick	Conservative
James Cleverly	Conservative
Richard Tracey	Conservative
Joanne McCartney	Labour
Murad Qureshi	Labour
Valerie Shawcross (Chair)	Labour
Caroline Pidgeon	Liberal Democrat
Jenny Jones	Green

The Transport Committee approved the following terms of reference for this investigation on 16 October 2008:

- Investigate the case for expanding the use of targeted 20mph zones, the barriers to implementation, and the potential costs and benefits.
- Investigate the case for introducing default 20mph speed limits on residential roads, the barriers to implementation, and the potential costs and benefits.
- Make recommendations to the Mayor and Transport for London on the basis of the evidence gathered.

The committee would welcome feedback on this report. For further information please contact Richard Berry on: 020 7983 4199 or email: richard.berry@london.gov.uk. For press enquiries please contact Dana Gavin on: 020 7983 4603 or email: dana.gavin@london.gov.uk.

Contents

	Foreword	6
	Executive Summary	7
1	Introduction	10
2	Impact of 20mph zones in London	13
3	Potential of a default 20mph speed limit	23
	Appendix 1 Conclusions and Recommendations	33
	Appendix 2 Road safety in London	36
	Appendix 3 Views and information	41
	Appendix 4 Orders and translations	44
	Appendix 5 Principles of scrutiny	45

Foreword

I have been a fan of traffic calming for many years and in doing this report I hoped to widen support for measures like 20 miles per hour (mph) speed limits and zones. I was pleased to find that 20mph is largely accepted already as a way of saving lives, preventing injuries, and making our streets more pleasant to live on – the debate is mainly around where and when and how enforcement happens.



We asked whether 20mph zones should be of limited size, for example only around schools, or if there was value in extending them across an entire borough. We also examined whether there were benefits to drivers, perhaps in making traffic flow more easily, particularly if physical measures such as road humps were removed.

Our recommendation is to set up a pilot scheme for a borough-wide, default 20mph speed limit, in two London boroughs that have already drawn up their plans for such a scheme. The details are different, but many boroughs see such a scheme as an answer to residents' concerns about road danger and community disruption.

It was a pleasure to work with committee colleagues and officers, and I should like to thank them, and all the contributors to our research, for their help in this report. I hope our work will be a small but crucial step in making London a safer city.

Jenny Jones AM
Transport Committee

Executive Summary

This report examines the current and potential future use of 20mph speed limits in London. In doing so it considers the merits of both the targeted approach exemplified by 20mph zones, which have been used in the capital over the last twenty years, and a default 20mph limit on residential roads, which has been piloted outside London and is proposed in one London borough.

What motivates this discussion? Primarily, highways authorities set 20mph speed limits as a road safety measure. London has a strong record on road safety, reducing fatal and serious casualties by 36 per cent since 2001 and 20mph zones are part of the capital's road safety plan which has delivered this improvement. But nobody doubts there is much more to be done to make the city's roads safer. In 2007, there were 222 deaths on London's roads and another 3,500 people seriously injured, with over 28,000 casualties in total. Collisions occur throughout London, with 37 per cent taking place on the minor roads that are the main focus of this investigation. Furthermore, the Mayor has set ambitious road safety targets for the next ten years.

But 20mph speed limits have the potential to offer other benefits apart from increased road safety. We examined preliminary findings from the UK and abroad about how far they encourage walking and cycling, improve traffic flow and reduce emissions.

The enforcement of 20mph speed limits is integral to their cost and the levels of support amongst the public, especially car drivers. We therefore examined the various options.

Our main findings are:

- 20mph zones have made a major contribution to London's road safety record. In areas where zones have been introduced there has been a 42 per cent reduction in casualties.
- The estimated benefit to London from casualty reductions in its 400 existing 20mph zones has a value of at least £20 million per year.
- There is some evidence to suggest 20mph limits may make a positive contribution to encouraging walking and cycling, improving traffic flow and reducing emissions but insufficient research has been done on these potential wider effects.

- The evidence about the effectiveness of default 20mph limits on all residential streets is incomplete but preliminary findings suggest there is a case for further testing the likely benefits.
- Eight London boroughs are intending to introduce a 20mph limit on all residential roads in their area. The London Borough of Islington will complete implementation of this by March 2010; the other six are developing plans on a piecemeal basis by extending zones over a number of years.
- There is a case for the Mayor and Transport for London to support boroughs in testing the effectiveness of a default limit and ensuring there is complete and robust monitoring of the effects and the comparative effects of different methods of enforcement.

We have therefore recommended:

Eight London boroughs are aiming to implement borough-wide 20mph speed limits on residential roads. The costs of implementing borough-wide 20mph speed limits are likely to be in the region of £3-4 million for an individual borough, depending on the enforcement methods used. Boroughs taking forward this approach are currently doing so on a piecemeal basis, introducing individual 20mph zones with funding from Transport for London. Evidence suggests that implementing a borough-wide limit all at once may prevent more casualties and prove more cost-effective. The London Borough of Islington is planning to implement a default 20mph limit on residential roads, but using a minimal enforcement method that is not currently supported by other boroughs.

To test the cost-effectiveness of implementing borough-wide 20mph speed limits, the Mayor should consider what funds from within, for example, TfL's existing road safety budget of approximately £63 million could be used to support a borough-led pilot programme from 2010/11. It is anticipated that two boroughs deploying different enforcement methods could introduce 20mph speed limits on all residential roads and other roads where appropriate, with the costs of implementation and monitoring shared by TfL and the relevant boroughs. Borough, TfL and police representatives should oversee the programme.

The effects of the default limit on road casualties, traffic

flows, walking and cycling and pollution levels should be monitored at one, three and five-year intervals, with comprehensive monitoring of the impact of Islington's planned default 20mph limit also incorporated into the pilot study. The results of the programme should be published and used to inform future TfL and borough policy.

We would ask that the Mayor develop proposals with TfL to implement this recommendation and present these to the committee by October 2009.

1 Introduction

- 1.1 In the past twelve months, almost 4,000 people were killed or seriously injured on London's roads. That means ten Londoners, every day, have their lives cut short or altered forever by road traffic collisions.
- 1.2 First and foremost, a casualty from a road collision is a human tragedy. But we should not forget the huge financial costs involved too. Transport for London (TfL) has estimated that the cost to the city of road collisions in 2007 was £1.9 billion.¹
- 1.3 Significant progress has been made to improve road safety – a decade ago there were around 6,000 fatal or serious casualties in the city – but there is a great deal more to be done. This report sets out to examine one of the options for making roads even safer: extending the number of roads covered by a speed limit of 20mph.

Relationship between traffic speed and collisions

- 1.4 The established relationship between traffic speed and road collisions is a major reason why reducing speed limits has become a key road safety measure. Research has shown that for every 1mph reduction in average traffic speed, road collisions are reduced by five per cent.²
- 1.5 Excessive speed is a direct factor in about a fifth of all collisions and is a major contributory factor in a third of all road deaths.³ The likelihood of a pedestrian being killed when hit by a car at different speeds has also been estimated:⁴
 - Hit at 40mph, 90 per cent of pedestrians will be killed;
 - Hit at 30mph, 20 per cent of pedestrians will be killed;
 - Hit at 20mph, 3 per cent of pedestrians will be killed.
- 1.6 Even though speed is a major factor in road collisions, this does not necessarily mean the drivers involved are breaking the speed limit: they may be driving within the limit but still faster than is appropriate for road conditions. In fact, according to police figures, the driver

The annual cost to London of collisions on its roads is £1.9 billion.

¹ *Collisions and casualties on London's roads 2007*, Transport for London, 2008. This is based on a Department for Transport estimate of £77,820 per injury collision on urban roads, incorporating lost economic output, medical costs and 'willingness to pay' values such as the pain and suffering of the victims.

² *Review of 20mph zones in London Boroughs*, D Webster & R Layfield, Transport Research Laboratory, 2003; Written evidence, Transport for London

³ *London's Road Safety Plan*, Transport for London, 2001

⁴ *Facts: Speed*, Royal Society for the Prevention of Accidents, 2009

breaking the speed limit causes only five per cent of collisions.⁵ This is one of the central reasons why lowering the speed limit – as opposed to simply enforcing the current limit – has become a widely used policy solution and has formed part of the Road Safety Plan for London.

Reducing road casualties in London

- 1.7 London's Road Safety Plan was published in 2001 and set ambitious targets for reducing casualties on the capital's roads by 2010. It set out a strategy for reducing casualties based around safety through partnership working, reducing speeds and protecting vulnerable road users. London has been very successful in reducing road casualties since the plan was published. In 2007, there was a reduction of 36 per cent in the total number of casualties and 54 per cent in child casualties since 2001.
- 1.8 Transport for London's business plan published in late 2008 also set tough targets for reducing road casualties in the form of performance indicators. These state that by 2017/18 the number of people killed or seriously injured on London roads would be reduced by 35 per cent compared with 2008/09 projected figures. To meet this and the other road safety targets in the business plan, London will have to bring down casualties in the next decade by a similar proportion to that achieved in the previous one.

Our investigation

- 1.9 This report examines the potential role of 20mph speed limits in meeting these challenging targets. Specifically it looks at the available evidence on 20mph zones and the emerging evidence on a default 20mph speed limit, such as the one adopted in Portsmouth. In doing so, we consider the different methods of enforcement and critically examine the methodology for measuring the cost-effectiveness of reduced speed limits. This involves consideration of the potential wider effects on levels of cycling and walking, and traffic flow.
- 1.10 20mph speed limits have played an important role in London's road safety policy over the last few years. However, they remain controversial and public opinion is divided. Much depends on how they are enforced and whether they can be shown to be effective in reducing casualties and contributing to wider policy objectives.

⁵ *Only one in 20 road accidents caused by breaking speed limit*, James Slack, Daily Mail, 28 September 2006

Transport for London is aiming to reduce fatal and serious casualties 35% by 2017/18.

Addressing these issues will determine what role 20mph speed limits will play in the coming years in the capital. This report is intended to contribute to this debate and ensure that future policy decisions are evidence-based.

2 Impact of 20mph zones in London

Key points

- London has around four hundred 20mph zones, across almost every borough of the city.
- Zones have a very positive impact on road safety, reducing fatal and serious casualties by 46 per cent.
- The estimated benefit to London from casualty reductions in current 20mph zones has a value of at least £20 million per year.
- A variety of methods of enforcement methods can be used in 20mph zones, with average speed cameras a promising new option that should be explored.
- Transport for London research suggests 880 new 20mph zones would be justified in London, and boroughs are aiming to implement more zones over the coming years.

20mph zones

- 2.1 London boroughs have been introducing 20mph zones on their roads as a safety measure for the past two decades. The number of zones remained relatively small until 2000, when zones began to proliferate in London. This followed a Department for Transport report⁶ in 1996 which found 20mph zones had been highly effective at reducing road casualties, and a change in regulation in 1999 meaning local authorities no longer had to apply to the Secretary of State for permission to introduce a zone. Furthermore, the previous Mayor promoted 20mph zones in his 2001 Transport Strategy and made funding available for their implementation.
- 2.2 Today, there are around 400 zones across London, in almost every borough, covering 11 per cent of the total road length in the city. The geographical distribution of these zones is shown on the map on the next page.

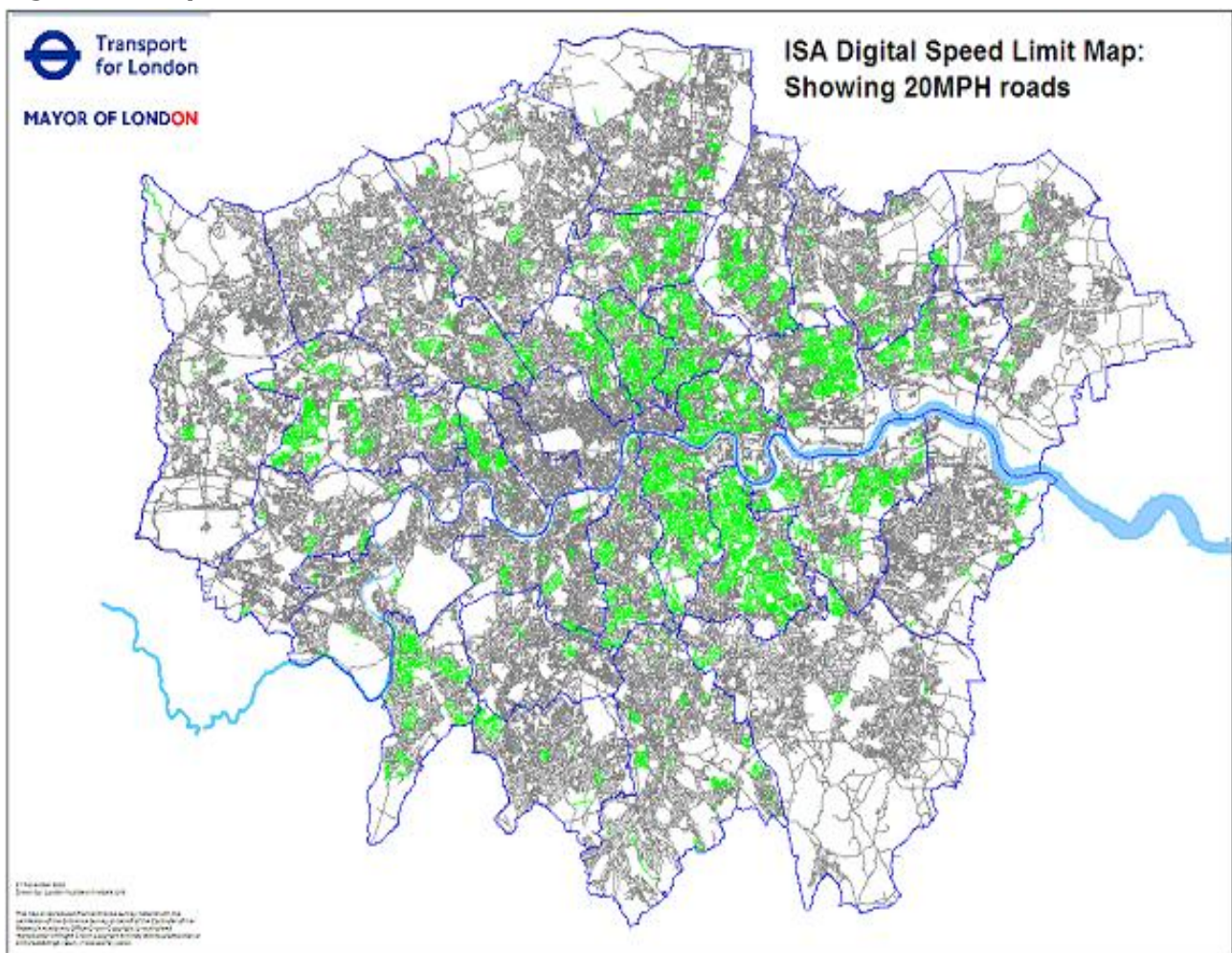
11% of the road network in London is within a 20mph zone.

⁶ *Review of traffic calming schemes in 20mph zones*, Transport Research Laboratory, 1996

What is a 20mph zone?

- 2.3 A 20mph zone is a street or group of streets where the speed limit has been set – usually reduced from 30mph – at 20mph, and physical traffic calming measures are introduced to reduce vehicle speed.
- 2.4 The responsibility for changing and enforcing speed limits on roads in London is divided between TfL and the boroughs. TfL is the highways authority for major arterial roads in the city, the 'red routes' or Transport for London Road Network (TLRN), which accounts for around five per cent of the total road length in London. Because 20mph zones are all on minor roads, London boroughs are the lead authorities responsible for introducing them.

Figure 1: 20mph zones in London



Transport for London, 2008

- 2.5 The way in which zones and limits are introduced is subject to regulation by the Department for Transport (DfT).⁷ DfT guidance advises that if the mean speed on a road is 24mph or lower, highways authorities can set a 20mph speed limit and enforce it using signage alone. If speeds are higher than this threshold, however, traffic calming measures should be used: authorities must therefore introduce a 20mph zone if they wish to reduce the limit on roads where speeds are relatively high.

Enforcement

- 2.6 There are roads in London that have a 20mph speed limit but do not have any physical traffic calming measures. However, these are very few in number: the vast majority of roads with a 20mph speed limit in London are part of a 20mph zone that employs some type of physical self-enforcement. The physical measures most common in London are road humps, raised junctions, speed cushions, chicanes and raised footways.⁸
- 2.7 As well as physical measures, many London boroughs are now considering using new ‘average speed’ cameras⁹ to enforce 20mph zones, according to a survey of boroughs conducted by the committee. These are different to traditional ‘spot’ cameras, in that they measure the average speed of a car between two fixed points (for instance, at either end of a road). The cameras generally use wireless technology, meaning that there is no need to dig up streets to lay cables, which is a disruptive and expensive process. Transport for London has told the committee that a number of sites will be chosen for the piloting of average speed cameras in 20mph zones over the next three years.¹⁰
- 2.8 Physical traffic calming measures, especially road humps, are often a source of complaint for road users and residents, often around the noise and vibrations caused when vehicles travel over them. The

Transport for London is piloting new average speed cameras within 20mph zones.

⁷ The government is consulting on a proposal to amend guidance to recommend that all residential roads should have a 20mph speed limit. See *A Safer Way: Consultation on Making Britain's Roads the Safest in the World*, Department for Transport, April 2009

⁸ *Review of 20mph zones in London boroughs*, D Webster & R Layfield, Transport Research Laboratory, 2003

⁹ Average speed cameras are also known as ‘time over distance’ cameras.

¹⁰ Written evidence, Transport for London

London Ambulance Service has reported that humps can impede ambulance response times and reduce patient comfort.¹¹

- 2.9 The effectiveness of the various enforcement options has been estimated. Research drawing together evidence from across the world has shown that the more expensive and disruptive methods have a greater effect on speed. Physical measures such as road humps reduce average traffic speeds by 10mph, while speed cameras reduce speeds by 5mph. Implementing 20mph limits using signage alone reduces speeds by 1mph.¹²
- 2.10 Public support for 20mph zones or limits also seems to be largely dependent on the enforcement measures used. Nationally, three quarters of the public support 20mph zones in residential areas, but 57 per cent of people disapprove of physical traffic calming measures.¹³ Other research suggests public support for speed cameras is around 74 per cent.¹⁴
- 2.11 There are a variety of ways to enforce 20mph zones, with average speed cameras presenting a promising new option. Among the benefits of average speed cameras are that they do not cause the same amount of noise or vibration because vehicles are not physically slowed down, and they do not have a negative impact on the emergency services. They therefore offer a significant opportunity to increase the number of 20mph zones in a way that would allay some of the concerns about the physical measures currently used to enforce them.**

Impact

Speed and casualty reductions

- 2.12 TfL has found traffic speed within 20mph zones reduced by an average of 9mph after the zones were introduced.¹⁵ This finding echoed earlier Department of Transport research, which studied zones

¹¹ Jason Killens, London Ambulance Service, Transport Committee roundtable, 3 December 2008

¹² *Urban Speed Management Methods*, A Mackie, Transport Research Laboratory, 1998. This research does cover Portsmouth's default 20mph limit.

¹³ *20mph zones... more haste, less speed*, RAC Foundation, 2008

¹⁴ *Speed cameras: 10 criticisms and why they are flawed*, Parliamentary Advisory Council on Transport Safety, 2003

¹⁵ *Review of 20mph zones in London Boroughs*, D Webster & R Layfield, Transport Research Laboratory, 2003

in different locations across the country and found that average speeds reduced by 9mph.¹⁶

- 2.13 Transport for London published new research into the effectiveness of 20mph zones in April 2009, finding that large casualty reductions were achieved.¹⁷ Taking into account the background changes in collision frequency in London, 20mph zones were found to have reduced casualties by 42 per cent, and fatal or serious casualties by 46 per cent. There was no evidence that the introduction of 20mph zones had caused collision migration, that is, for collisions to become more likely outside the zone than they would otherwise have been. Casualties were reduced for all road user types, as shown in the table below.

Casualties are reduced by 42% on average within 20mph zones.

Table 1: Casualty reductions in 20mph zones

Road user	Reduction in casualties	Reduction in killed and serious injured casualties
All road users	42%	46%
Children	49%	50%
Pedestrians	32%	35%
Pedal cyclists	17%	38%
Powered two wheelers	33%	39%
Car occupants	53%	62%

Transport for London, 2009

- 2.14 Previous TfL research found that across the one hundred and thirty seven 20mph zones in London in 2003, some 66 killed and seriously injured casualties were prevented annually.¹⁸ Applying this to the 400

¹⁶ *Review of traffic calming schemes in 20mph zones*, Transport Research Laboratory, 1996

¹⁷ *20mph zones and Road Safety in London*, C Grundy, R Steinbach, P Edwards, P Wilkinson & J Green, London School of Hygiene and Tropical Medicine, 2009

¹⁸ *Review of 20mph zones in London Boroughs*, D Webster & R Layfield, Transport Research Laboratory, 2003

zones London has today, this is equivalent to 192 killed and seriously injured casualties prevented every year.

- 2.15 The introduction of 20mph zones has also helped to reduce inequalities within London. Because zones tend to be introduced in more deprived areas where casualty levels are higher, they have directly reduced the disparities between the least and most deprived areas in terms of road casualties by 15 per cent.¹⁹

2.16 Targeted 20mph zones have proven very successful in London and have improved road safety dramatically for all road users, reducing all casualties by 42 per cent and fatal or serious casualties by 46 per cent. The benefits have been felt particularly by children and within deprived communities.

Measuring cost effectiveness

- 2.17 Transport for London's research has also shown that 20mph zones have proved to be cost-effective. The way cost-effectiveness is measured however does not cover the potential wider benefits of reducing speed limits. The current measure of cost-effectiveness is based on two variables: the cost of implementing the zone and enforcing it and the savings associated with reduced casualties.
- 2.18 TfL research suggests that the benefits produced by London's four hundred 20mph zones equate to at least £20 million annually.²⁰ Of course, these savings are not all accrued by those responsible for paying for 20mph zones: this increases the risk that in times of tight financial constraints the arguments for zones are not seen in the wider context. This suggests a need for a strategic lead on this issue.
- 2.19 The cost-effectiveness measure of the impact of 20mph zones has concentrated primarily on the reductions in road casualties. However, zones may have a range of related or wider impacts that have not been studied in depth. It has been argued that analysis of the cost-effectiveness of zones could also take into account other factors such

20mph zones have reduced the disparity in road casualties between the most and least deprived areas by 15%.

¹⁹ *The Effect of 20mph zones on Inequalities in Road Casualties in London*, C Grundy, R Steinbach, P Edwards, P Wilkinson & J Green, London School of Hygiene and Tropical Medicine, 2009

²⁰ This estimate is based on the benefit per kilometre of road five years after implementation of a zone, derived from *20mph zones and Road Safety in London*, C Grundy, R Steinbach, P Edwards, P Wilkinson & J Green, London School of Hygiene and Tropical Medicine, 2009

as journey time impacts, noise, vehicle emissions, air quality, modal shift impact and the wider health benefits.²¹

- 2.20 It has been suggested that by making roads safer, 20mph zones encourage more walking and cycling. In previous Department for Transport research of 20mph zones in Greater Manchester, a survey found that local residents felt more willing to walk and cycle after a zone was introduced, although there was no physical evidence that this had a significant impact on modal shift.²² Research has also suggested that the widespread introduction of 20mph zones in Hull had led to a big increase in cycling in the city, to six times the national average.²³ However, it has not been established how far this increase was caused by the introduction of 20mph zones: a dense network of cycle lanes in Hull, for instance, is also likely to have had an impact.
- 2.21 There has been research on the relationship between 20mph limits and zones, and vehicle emissions. Some recent research suggests that cars travelling steadily at 20mph consumed more fuel than cars travelling at 30mph. However this research was conducted under test conditions: research conducted on real streets under normal driving conditions has produced differing results. Generally the evidence suggests that 20mph limits with traffic calming measures have a positive impact on emissions because they improve traffic flow. This is because drivers travel at a more constant speed: they accelerate and decelerate less frequently, and spend less time stationary, using less fuel.²⁴ Researchers who measured the emissions of vehicles driving at different conditions on residential roads in Belgium found that overall the impact of a 30 kilometres per hour (18.6mph) limit on emissions, compared to 50kph (31.1mph) was small but positive.²⁵

Funding and implementation

Costs

²¹ *20mph zones: Past, Present, Future*, Ben Johnson, Transport Research Laboratory, The changing face of speed management conference, London, 19 March 2009

²² *Urban Street Activity in 20mph Zones – Literature Review Report*, Department for Transport, 2003

²³ *Hull reaps rewards from slowing the city's traffic*, Sarah Brightwell, Local Transport Today, 15 May 2003

²⁴ *The impact of lower speed limits in urban and metropolitan areas*, J Archer, N Fotheringham, M Symmons, B Corben, Accident Research Centre, MONASH University, 2008

²⁵ *Impact of 30 km/h zone introduction on vehicle exhaust emissions in urban areas*, LI Panis, S Broekx & C Beckx, European Transport Conference, 2006

Transport for London spends £8-10 million per years on 20mph zones.

2.22 The costs associated with the introduction of a 20mph zone can vary according to the size of the zone and the enforcement measures used. Recent zones introduced in London have ranged in price from £40,000 to £250,000, while Southwark Council reports spending an average of £143,000 on each zone it has implemented.²⁶

2.23 The above costs relate to schemes involving physical traffic calming measures. Deploying average speed cameras in individual 20mph zones would be likely to entail higher costs. Manufacturers have informed the committee that the capital costs could range from £150,000 for a single T-junction, to between £280,000 and £450,000 for a network of three to five cameras across a wider zone.²⁷

Local Implementation Plans

2.24 Boroughs incur the costs of implementing 20mph zones, but they are funded to introduce zones by Transport for London as part of the 'Local Implementation Plan' (LIP) process, through which boroughs receive funding for local transport improvements. Over recent years, Transport for London has spent around £8-10 million per year on 20mph zones, out of a total LIP budget of around £170 million.²⁸

2.25 From 2010/11, the LIP process is changing to provide greater autonomy for boroughs and move to a formula-based funding system rather than a bidding system.²⁹ More of the money will also be allocated on a three-year basis rather than one year. Boroughs can use the funding on their own preferred schemes, without having to seek TfL's approval as previously.

2.26 The increase in borough autonomy may allow for longer-term, wider benefits to be taken into account by boroughs when considering whether to introduce new 20mph zones. In the past, TfL has assessed borough proposals for new 20mph zones by concentrating on the 'first year rate of return': this means TfL analyses the expected benefits in terms of road casualties prevented for one year after the scheme's implementation. Focusing on the first year rate of return does mean that the longer-term benefits and wider benefits – the prevention of

²⁶ *Croydon to receive major boost for transport improvements* [Press release], Transport for London, 20 December 2006; *Islington to receive major boost for transport improvements* [Press release], Transport for London, 20 December 2006; Response to the Transport Committee survey from London Borough of Southwark

²⁷ Written evidence from Speed Check Services

²⁸ *LIP Funding Allocations Summary 2009/10*, Transport for London, 2009

²⁹ *LIP Funding Briefing Pack*, Transport for London, 2009

casualties over many years, or the encouragement of cycling, for instance – may be neglected. Proposals for new 20mph zones that are highly cost-effective over a long period may not, therefore, be assessed as favourably as they should be.

2.27 To ensure that cost-effective proposals for new road safety schemes are supported, it is important boroughs assess the expected benefits over a longer timescale. When drawing up plans for 20mph zones, boroughs should estimate and subsequently measure the benefits for road safety, traffic flow, modal shift and the environment over one, three and five years.

Future plans

- 2.28 There is widespread support for 20mph zones among London boroughs. 31 London boroughs have implemented 20mph zones. And of these, 28 boroughs have plans to introduce further zones.³⁰
- 2.29 Transport for London research has estimated how many more 20mph zones could be introduced in London. Researchers examined areas that did not currently contain any 20mph zones, and found that there were 880 such areas where the benefits of implementing a new 20mph zone would outweigh the costs.³¹
- 2.30 The fact that the introduction of so many more zones on London roads would be justified by the road safety benefits suggests that a different approach could be taken in the coming years. 20mph zones tend to be targeted in the most high-risk areas, and introduced on a piecemeal basis, year-by-year. TfL's research suggests that there is sufficient risk in at least 880 other areas to make new zones there cost-effective. While this research has identified the number of

Research shows that at least 880 new 20mph zones could be cost-effectively introduced in London.

³⁰ Written evidence from Transport for London; *LIP Funding Allocations Summary 2009/10*, Transport for London, 2009; Responses to the Transport Committee survey. Westminster and Kensington & Chelsea do not have 20mph zones; in addition to these two boroughs, Croydon, Barnet and the City of London are not currently planning any more zones.

³¹ *20mph zones and Road Safety in London*, C Grundy, R Steinbach, P Edwards, P Wilkinson & J Green, London School of Hygiene and Tropical Medicine, 2009. Researchers examined lower layer super output areas, geographical areas with populations of around 1,500 people, and found 880 zones would be cost-effective over a 10-year timescale. This is likely to be a conservative estimate: firstly, because the only benefit that was considered was casualty reduction and, secondly, because many zones are smaller than super output areas. Super output zones may include relatively safe roads which would reduce the estimated cost-effectiveness.

casualties in these 880 areas, average traffic speed has not been measured. If available this data would influence what enforcement measures could be deployed – if speeds are low enough signage alone may be used – in these areas, and this would help determine what approach boroughs should use to make these roads safer.

- 2.31 There are issues of time and cost involved, too. It has taken over a decade to introduce four hundred 20mph zones in London; at least another twenty years would be needed if this number were to be trebled. Implementing zones in this piecemeal manner may also mean the potential cost savings of doing it ‘all in one go’ are lost.³²
- 2.32 The fact that TfL research estimates that 880 new 20mph zones could be cost-effectively introduced in London suggests that the introduction of default speed limits – a change from the targeted, piecemeal approach currently employed – is an option that should be considered. We examine this option in more detail in the next chapter.

³² Sally Crew, London Borough of Southwark, Transport Committee roundtable, 3 March 2009

3 Potential of a default 20mph speed limit

Key points

- Eight London boroughs are aiming to introduce 20mph speed limits on all residential roads, with other boroughs also considering the proposal.
- The costs and potential impact of a default 20mph limit would vary according to the enforcement measures used.
- Promising results from Portsmouth and overseas suggests that more evidence should be gathered on the cost-effectiveness of default 20mph limits.
- Introducing a default limit all at once is likely to be more cost-efficient than the piecemeal approach currently used by most boroughs pursuing a default limit.
- The Mayor and Transport for London should develop plans for a pilot programme testing a default 20mph limit.

Default 20mph limits

- 3.1 Organisations including road safety groups and pedestrian and cyclist representatives have been campaigning for the introduction of 'default' 20mph limits on residential roads in Britain. It is a policy that is also being pursued actively by eight boroughs in London,³³ as well as local authorities elsewhere in the country.
- 3.2 A number of boroughs have suggested to the committee that further evidence about the impact of a default 20mph limit is required and may influence their future policies. Other boroughs do not believe that a default 20mph limits should be considered, and are taking forward alternative approaches to casualty reduction. Measures such as the redesign of road layouts in Kensington and Chelsea or further cooperation with the police on enforcement in Croydon are being pursued, for instance.³⁴
- 3.3 To introduce a default limit means that the speed limit is changed on all residential roads across a particular area, with certain roads such as

³³ Islington, Hackney, Southwark, Brent, Kingston upon Thames, Lambeth, Tower Hamlets, Merton. Responses to the Transport Committee survey; *20mph on all Islington roads*, Islington Gazette, 12 March 2009

³⁴ Written evidence, Royal Borough of Kensington & Chelsea; London Borough of Croydon

major through routes exempted if appropriate. This approach is much wider in application than the 'targeted' 20mph zones currently used in London. It is important to remember, however, that zones and default limits are not mutually exclusive: it is normal for places with default 20mph limits also to have 20mph zones.

- 3.4 In this chapter we discuss the available evidence on default 20mph limits. We conclude that the evidence is insufficient to recommend default 20mph limits are introduced throughout London. However, emerging results from elsewhere suggest that a pilot study to develop the evidence base is justified, and we set out here how this programme would work and what factors need to be taken into account.

Potential impact

- 3.5 The introduction of a default 20mph limit would represent a shift toward a more 'preventative' approach to road safety. Targeted 20mph zones have been placed in particular 'high risk' spots, based on previous casualties in that area. A default approach would mean the speed limit is reduced on roads that may have had fewer collisions in the past.
- 3.6 Portsmouth is the first city in the UK to introduce a 20mph speed limit on residential roads, and has recently completed implementation. The committee visited Portsmouth during the investigation to discuss the scheme with the council. Physical traffic calming measures were already in place in a small number of areas to enforce existing 20mph zones in Portsmouth: for the rollout of the default limit only signage was used. Although it is too soon for the impact of the scheme to have been fully analysed, the council reported to the committee that initial results showed an average traffic speed reduction of 3mph, which was greater than expected. The council also stress the benefits of a citywide scheme, rather than a number of targeted local schemes, in terms of how it helped to generate widespread publicity. There was an extensive consultation exercise and public debate, allowing the council to emphasise the road safety benefits, with a high level of public support for the scheme by the time it was implemented, which

may not have been possible without the publicity that accompanied the citywide scheme.³⁵

- 3.7 Default 20mph limits are more common in continental Europe, and one case that has been studied in depth is Graz in Austria. Graz implemented a new default 30 kilometres per hour (equivalent to 18.6mph) limit on residential roads in the 1990s. Similarly to Portsmouth, Graz did not deploy any physical traffic calming measures on its roads other than signage. Average speed on these roads reduced by 1.7kph or 1.1mph after the speed limit was lowered.³⁶
- 3.8 The impact on casualties in Graz was significant. Collisions involving casualties were reduced 13 per cent one year after implementation, while collisions involving fatal or serious casualties fell 24 per cent. Pedestrians (17 per cent), cyclists (4), motorcyclists (14) and car occupants (14) all experienced a decrease in casualties. Casualties were also reduced on the major roads where the speed limit had not been changed.
- 3.9 It has been argued that introducing a 20mph speed limit on a default basis may diminish the impact of targeted 20mph zones. This is because with a targeted approach, motorists perceive that they are driving through a high-risk area – for instance near a school – where there is a clear reason to reduce their speed. With a default approach this perception may be weakened. This was a view expressed to the committee by the RAC Foundation and by London boroughs including Enfield and Barnet.³⁷
- 3.10 There has been little focused research on whether a default 20mph limit would have wider benefits, for instance on modal shift, or journey times. Campaigners and London boroughs argue that default 20mph limits would increase cycling because cyclists would feel safer on the roads,³⁸ but definitive evidence that this happens is not available.

In Graz, collisions involving fatal or serious casualties fell 24% after a default 30kph limit was implemented.

³⁵ Notes, Transport Committee site visit to Portsmouth, 18 November 2008

³⁶ *Urban Speed Management Methods*, A Mackie, Transport Research Laboratory, 1998

³⁷ Written evidence, RAC Foundation; Councillor Terence Neville, London Borough of Enfield, Transport Committee, 20 January 2009; Response to the Transport Committee survey by the London Borough of Barnet

³⁸ Robert Gifford, Transport Committee roundtable, 3 December 2008; Responses to the Transport Committee survey from London Borough of Newham, London Borough of Sutton

3.11 The most developed body of research regarding the wider benefits concerns vehicle emissions. As discussed in the previous chapter, the smoothing of traffic flow – vehicles accelerating and decelerating less frequently – reduces emissions, and 20mph limits on residential roads help to achieve this. Furthermore, if lower speed limits do encourage more people to cycle rather than drive, the effect would be even larger.

3.12 The evidence about the potential effectiveness of default 20mph speed limits on residential roads is incomplete. The likely impact for road safety, congestion and the environment has not been evaluated in sufficient depth. Other cities, including Portsmouth, have some promising results to date, which suggest further evidence gathering is warranted.

Costs and enforcement

3.13 Most of the organisations that have contributed to this investigation have agreed that 20mph is the most appropriate speed limit for residential roads. This is the position of road safety campaigners (Roadpeace, 20's Plenty For Us and the Parliamentary Advisory Council for Transport Safety), pedestrian organisations (Living Streets), environmentalists (Campaign for Clean Air in London) and local amenity societies (the Putney Society, the Knightsbridge Association). Motoring organisations are divided: the Association of British Drivers argues against a default limit, while the AA told the committee it would support a default limit on solely residential roads.³⁹

3.14 The government has also signalled its support for 20mph limits in a new consultation on road safety.⁴⁰ Furthermore, in its guidance on planning new or modified residential developments, the Department for Transport advises that streets be designed to keep traffic below 20mph.⁴¹ A certain level of consensus therefore exists around 20mph speed limits. However, the debate turns on how and whether a limit can be enforced. Similar options exist for enforcing default 20mph limits as for 20mph zones. There are, broadly, three types of

³⁹ Written evidence

⁴⁰ The government is consulting on a proposal to amend guidance to recommend that all residential roads should have a 20mph speed limit. See *A Safer Way: Consultation on Making Britain's Roads the Safest in the World*, Department for Transport, April 2009

⁴¹ *Manual for Streets*, Department for Transport, 2007

enforcement measure that can be deployed: signage, physical traffic calming measures and speed cameras.⁴²

3.15 The previous chapter compared these methods in terms of their costs and impact on speeds, and the same principles would apply for default limits. Generally, the more expensive or disruptive methods of enforcement have the highest impact on speeds, while using signage is cheaper and less disruptive, but would be less likely to slow traffic to the same degree.

3.16 Portsmouth chose to enforce a default 20mph speed limit using signage alone on the vast majority of its roads. The physical geography of the city was conducive to this approach: it is a very densely populated city, with a preponderance of narrow roads and on-street parking. As such average speeds already tended to be at or below 24mph: this meant that Portsmouth could use signage to enforce a 20mph limit and maintain compliance with the Department for Transport's guidance. This may not be the case in parts of London: any new proposals would have to be preceded by analysis of existing traffic speeds on roads where a change to speed limit is being considered.

Portsmouth's
default 20mph
speed limit cost
£500,000 to
implement.

3.17 Portsmouth spent around £500,000 implementing the default limit, in addition to the amount already spent implementing a small number of 20mph zones in the city. Under previous proposals, Portsmouth had been planning to spend £2 million on ten targeted 20mph zones, over five years.⁴³

3.18 A range of options for enforcing 20mph speed limits are available, including physical traffic calming measures, speed cameras and varied types of signage. The costs of a default scheme would be dependent on the methods chosen, but in any case it is likely that a mixed approach would be the right one.

⁴² A new way of enforcing speed limits may be offered by in-car technology. TfL is currently testing Intelligent Speed Adaptation (ISA) technology, which uses a digital speed map to inform drivers of the speed limit at all times, and can be used to keep vehicles within the speed limit. ISA also offers a new method of enforcing speed limits on main roads, where physical measures such as humps would be deemed inappropriate.

⁴³ Notes, Transport Committee site visit to Portsmouth, 18 November 2008. With a population of 270,000 and an area of 40km², Portsmouth is comparable in size to one London borough.

The most appropriate solution for each location should be considered when road safety schemes are planned.

Police enforcement

Cooperation with the police has been vital to the enforcement of default 20mph limits elsewhere.

- 3.19 London boroughs have reported that the police are reluctant to enforce 20mph limits and maintain that new limits should be self-enforcing.⁴⁴ This would pose a problem particularly if a default limit were introduced with signage alone in some areas. The Metropolitan Police Service has told the committee that it is not averse to enforcing 20mph speed limits but that extra resources would be needed.⁴⁵ One borough has told the committee that they would be willing to provide extra resource to the police to enable this.⁴⁶
- 3.20 The Portsmouth and Graz cases offer examples of cooperation between local authorities and the police. In Graz the police played an active role enforcing the 30kph speed limit.⁴⁷ In Portsmouth the police have recently increased their enforcement role, focusing on specific areas where the council has reported persistent problems with speeding.⁴⁸
- 3.21 The police are a key partner in the effort to improve road safety and have an important role in enforcing speed limits. In other cities, such as Portsmouth and Graz, close cooperation with the police has been effective in enforcing 20mph limits and this approach should be used in the pilot programme we propose in this report.**

⁴⁴ Councillor Chris Edge, London Borough of Merton, Transport Committee roundtable, 15 December 2008

⁴⁵ Commander Shabir Hussain, Metropolitan Police Service, Transport Committee roundtable, 3 December 2008. Some Safer Neighbourhood Teams have made speeding a local priority.

⁴⁶ Councillor Brian Haley, London Borough of Haringey, Transport Committee roundtable, 15 December 2008

⁴⁷ *Urban Speed Management Methods*, A Mackie, Transport Research Laboratory, 1998

⁴⁸ Notes, Transport Committee site visit to Portsmouth, 18 November 2008.

Borough proposals

- 3.22 The Transport Committee has surveyed London boroughs as part of this investigation regarding their views on default 20mph limits, as well as meeting with a number of boroughs directly. Our findings are that there are eight boroughs already intending to introduce 20mph speed limits on all residential roads in their areas. Another group of six boroughs have considered introducing a default 20mph limit, and remain open to the proposal subject to further evidence about the potential effectiveness. Other boroughs have either not considered the proposal or decided against it.⁴⁹
- 3.23 Most of the boroughs pursuing borough-wide 20mph limits are doing so on a piecemeal basis. Essentially, they are planning to introduce single 20mph zones – with either physical traffic calming measures or average speed cameras – progressively until all of their residential roads are covered, with Hackney also hoping to extend this to some main roads, subject to agreement with TfL.⁵⁰ One borough, Islington, has recently announced that it is taking a different approach, by using signage on most roads and completing the implementation of a default limit within 12 months. In most cases, these boroughs already have a high proportion of their roads within a 20mph zone. For instance, around 55 per cent of borough roads in Hackney are in a 20mph zone, with similarly large proportions in Southwark (56 per cent), Islington (50 per cent) and Lambeth (33 per cent).⁵¹
- 3.24 Boroughs have made estimates of how much their plans to introduce borough-wide 20mph limits will cost. They vary according to the enforcement methods proposed. Southwark has stated that it would cost £1.9 million to implement the remaining 20mph zones that it is planning, using traditional traffic calming measures.⁵² Islington is planning to spend £1 million to introduce a default limit using signage.⁵³ Hackney has produced a range of estimates, from £1.5m if

Eight London boroughs are aiming to introduce 20mph speed limits on all of their roads.

⁴⁹ Responses to the Transport Committee survey

⁵⁰ Councillor Alan Laing, Transport Committee, 20 January 2009

⁵¹ Responses to the Transport Committee survey

⁵² Sally Crew, London Borough of Southwark, Transport Committee roundtable, 3 March 2009

⁵³ *20mph on all Islington roads*, Islington Gazette, 12 March 2009

just signage is used, to £7 million if physical measures are deployed throughout the borough.⁵⁴

3.25 Boroughs have the legal powers to change the speed limit on their roads, as Islington is doing, so they could opt to introduce a default 20mph limit over a short period. However, in London the funding of such measures is divided between boroughs and Transport for London. If boroughs want or need to use more intensive enforcement than signage alone, the costs are likely to run into several millions. This is almost certainly too high for a borough to fund if support is not provided by TfL: the money available through the Local Implementation Plan settlements for road safety would not be sufficient. Islington, using signage alone for its default scheme, is not receiving any funding from TfL for the scheme.

3.26 Where boroughs are pursuing default limits on a piecemeal basis, there are likely to be cost savings if a borough-wide scheme could be implemented all at once. Boroughs have told the committee this would be a more efficient approach,⁵⁵ and there is also the ‘opportunity cost’ to be considered if default limits are not implemented over a short period. Even using the least intensive enforcement would be expected to produce some benefits for road safety: at least a 1mph fall in average speeds and a five per cent drop in collisions. With the estimated cost of a road casualty at around £78,000,⁵⁶ a large amount would be lost paying for casualties on roads in the years before the speed limit is eventually reduced to 20mph. In Islington for instance, where there were 342 casualties on borough roads in 2007,⁵⁷ even if just half of these occurred outside existing zones a five per cent fall would save £670,000 per year.

3.27 Many London boroughs are pursuing default 20mph speed limits. It is important that boroughs have the autonomy to make this choice and are supported by Transport for London. A number of boroughs would also consider default 20mph limits if further evidence about their cost-effectiveness was available. With the London Borough of Islington’s decision to introduce a default 20mph limit, there is a new opportunity for

⁵⁴ Andrew Cunningham, London Borough of Hackney, Transport Committee roundtable, 3 March 2009

⁵⁵ Sally Crew, London Borough of Southwark; Andrew Cunningham, London Borough of Hackney, Transport Committee roundtable, 3 March 2009

⁵⁶ *Collisions and casualties on London’s roads 2007*, Transport for London, 2008.

⁵⁷ Written evidence, Transport for London

London to gain further evidence about the costs and benefits of default 20mph limits, which should be exploited. Other boroughs have proposed different approaches to enforcement from that planned in Islington. The London Borough of Southwark plans to extend a 20mph limit to all residential roads using traffic calming measures, for instance, while the London Borough of Hackney has proposed including some main roads in a borough-wide scheme and deployment of average speed cameras. Discussions between Transport for London and boroughs should determine the appropriate ways to test different enforcement approaches.

RECOMMENDATION

Eight London boroughs are aiming to implement borough-wide 20mph speed limits on residential roads. The costs of implementing borough-wide 20mph speed limits are likely to be in the region of £3-4 million for an individual borough, depending on the enforcement methods used. Boroughs taking forward this approach are currently doing so on a piecemeal basis, introducing individual 20mph zones with funding from Transport for London. Evidence suggests that implementing a borough-wide limit all at once may prevent more casualties and prove more cost-effective. The London Borough of Islington is planning to implement a default 20mph limit on residential roads, but using a minimal enforcement method that is not currently supported by other boroughs.

To test the cost-effectiveness of implementing borough-wide 20mph speed limits, the Mayor should consider what funds from within, for example, TfL's existing road safety budget of approximately £63 million could be used to support a borough-led pilot programme from 2010/11. It is anticipated that two boroughs deploying different enforcement methods could introduce 20mph speed limits on all residential roads and other roads where appropriate, with the costs of implementation and monitoring shared by TfL and the relevant boroughs. Borough, TfL and police representatives should oversee the programme.

The effects of the default limit on road casualties, traffic flows, walking and cycling and pollution levels should be monitored at one, three and five-year intervals, with

comprehensive monitoring of the impact of the Islington's planned default 20mph limit also incorporated into the pilot study. The results of the programme should be published and used to inform future TfL and borough policy.

We would ask that the Mayor develop proposals with TfL to implement this recommendation and present these to the committee by October 2009.

Appendix 1 Conclusions and recommendations

There are a variety of ways to enforce 20mph zones, with average speed cameras presenting a promising new option. Among the benefits of average speed cameras are that they do not cause the same amount of noise or vibration because vehicles are not physically slowed down, and they do not have a negative impact on the emergency services. They therefore offer a significant opportunity to increase the number of 20mph zones in a way that would allay some of the concerns about the physical measures currently used to enforce them.

Targeted 20mph zones have proven very successful in London and have improved road safety dramatically for all road users, reducing all casualties by 42 per cent and fatal or serious casualties by 46 per cent. The benefits have been felt particularly by children and within deprived communities.

To ensure that cost-effective proposals for new road safety schemes are supported, it is important boroughs assess the expected benefits over a longer timescale. When drawing up plans for 20mph zones, boroughs should estimate and subsequently measure the benefits for road safety, traffic flow, modal shift and the environment over one, three and five years.

The evidence about the potential effectiveness of default 20mph speed limits on residential roads is incomplete. The likely impact for road safety, congestion and the environment has not been evaluated in sufficient depth. Other cities, including Portsmouth, have some promising results to date, which suggest further evidence gathering is warranted.

A range of options for enforcing 20mph speed limits are available, including physical traffic calming measures, speed cameras and varied types of signage. The costs of a default scheme would be dependent on the methods chosen, but in any case it is likely that a mixed approach would be the right one. The most appropriate solution for each location should be considered when road safety schemes are planned.

The police are a key partner in the effort to improve road safety and have an important role in enforcing speed limits. In other cities, such as Portsmouth and Graz, close co-operation

with the police has been effective at enforcing 20mph limits and this should approach should be used in the pilot programme we propose in this report.

Many London boroughs are pursuing default 20mph speed limits. It is important that boroughs have the autonomy to make this choice and are supported by Transport for London. A number of boroughs would also consider default 20mph limits if further evidence about the cost-effectiveness was available. With the London Borough of Islington's decision to introduce a default 20mph limit, there is a new opportunity for London to gain further evidence about the costs and benefits of default 20mph limits, which should be exploited. Other boroughs have proposed different approaches to enforcement from that planned in Islington. The London Borough of Southwark plans to extend a 20mph limit to all residential roads using traffic calming measures, for instance, while the London Borough of Hackney has proposed including some main roads in a borough-wide scheme and deployment of average speed cameras. Discussions between Transport for London and boroughs should determine the appropriate ways to test different enforcement approaches.

RECOMMENDATION

Eight London boroughs are aiming to implement borough-wide 20mph speed limits on residential roads. The costs of implementing borough-wide 20mph speed limits are likely to be in the region of £3-4 million for an individual borough, depending on the enforcement methods used. Boroughs taking forward this approach are currently doing so on a piecemeal basis, introducing individual 20mph zones with funding from Transport for London. Evidence suggests that implementing a borough-wide limit all at once may prevent more casualties and prove more cost-effective. The London Borough of Islington is planning to implement a default 20mph limit on residential roads, but using a minimal enforcement method that is not currently supported by other boroughs.

To test the cost-effectiveness of implementing borough-wide 20mph speed limits, the Mayor should consider what funds from within, for example, TfL's existing road safety budget of

approximately £63 million could be used to support a borough-led pilot programme from 2010/11. It is anticipated that two boroughs deploying different enforcement methods could introduce 20mph speed limits on all residential roads and other roads where appropriate, with the costs of implementation and monitoring shared by TfL and the relevant boroughs. Borough, TfL and police representatives should oversee the programme.

The effects of the default limit on road casualties, traffic flows, walking and cycling and pollution levels should be monitored at one, three and five-year intervals, with comprehensive monitoring of the impact of the Islington's planned default 20mph limit also incorporated into the pilot study. The results of the programme should be published and used to inform future TfL and borough policy.

We would ask that the Mayor develop proposals with TfL to implement this recommendation and present these to the committee by October 2009.

Appendix 2 Road safety in London

In 2007, there were 28,361 casualties on roads in London, including 2,084 children. There were 3,785 killed or seriously injured casualties (KSI), with 331 of these children.⁵⁸ As shown in the table below, these figures have been greatly reduced in recent years.

Table 2: Road casualties in London 2001-2007

	2001	2004	2007
Total casualties	44,494	34,555	28,361
Child casualties	4,329	3,053	2,082
Total killed or seriously injured	6,101	4,169	3,784
Children killed or seriously injured	717	487	331

Transport for London, 2008

These figures can also be broken down into road user type, as shown in the table below. While most victims of road traffic collisions in 2007 were vehicle occupants, pedestrians suffered more serious injuries.⁵⁹

Table 3: Casualties in London by road user type 2007

Mode of travel	Total casualties	%	Killed and seriously injured casualties	%
Pedestrian	5252	19%	1292	34%
Pedal cyclist	2,970	10%	461	12%
Powered two-wheeler	4,448	16%	819	22%
Car	13,176	46%	952	25%
Other vehicle	2,515	9%	260	7%

Transport for London, 2008

⁵⁸ Written evidence, Transport for London

⁵⁹ *Casualties in Greater London during 2007*, Transport for London, 2008

Almost all types of road user have experienced a drop in casualties, of all severities. Cyclists are the exception to this trend. The number of cyclists injured on London roads, including serious injuries has increased over the past four years.⁶⁰ This may be related to the increasing numbers of cyclists.⁶¹ Between 2006 and 2007, TfL estimated there was a six per cent jump in cycling,⁶² while the number of killed or seriously injured casualties increased 18 per cent.

Table 4: Cycling casualties in London 2003-2007

	2004	2005	2006	2007
Casualties	2960	2895	2958	2970
Killed or seriously injured	340	372	392	461

Transport for London 2008

Where casualties occur

We know how many collisions take place on different road types. This investigation is primarily concerned with residential roads, so it is important to gain an understanding of whether casualties are concentrated on these roads.

Most casualties take place on main or 'A' roads: where there is more traffic, more pedestrians, and so on. However, over 8,000 casualties or 36 per cent of the total occur on minor roads, which are most likely to be 'residential'. The distribution of casualties in London is shown in the table on the next page.⁶³

⁶⁰ *Regional Transport Statistics 2008*, Department for Transport, 2008

⁶¹ Chris Lines, Transport Committee roundtable, 15 December 2008

⁶² *Press release: The Mayor announces huge rise in cycling in London*, Greater London Authority, 2007

⁶³ Written evidence, Transport for London

Table 5: Collisions in London by road type 2007

Road classification	Number of casualties	Percentage of total casualties
Motorways	459	2%
A roads	17667	62%
Minor roads (B, C, Unclassified)	10235	36%

Transport for London, 2008

Road safety targets

The government set national road safety targets in 2000, for reductions in casualties by 2010. These are for a 10 per cent reduction in slight casualties, a 40 per cent reduction in KSI overall, and a 50 per cent reduction in KSI for children, compared to 1994-98 casualty levels.⁶⁴ In 2001, the previous Mayor of London added several London-specific targets to the national targets, for a 40 per cent reduction in KSI for pedestrians, cyclists and for motorcyclists. The government is currently consulting on new road safety targets, to reduce both road deaths and KSI by 33 per cent by 2020, compared to 2004-08 casualty levels.⁶⁵

In 2006, the previous Mayor again updated the 2010 targets, reflecting London's strong progress to date. The table overleaf indicates which targets London is working toward and how the city is performing so far.⁶⁶ This shows that targets for child KSI and slight casualties have been met, with London also on line to meet the overall and pedestrian KSI targets. Progress against the cyclist and motorcyclist KSI targets, however, has been slower.

⁶⁴ Compared to 1994-1998 average collision rates.

⁶⁵ *A Safer Way: Consultation on Making Britain's Roads the Safest in the World*, Department for Transport, April 2009

⁶⁶ *Collisions and casualties on London's roads 2007*, Transport for London, 2008

Table 6: London's performance against road safety targets

Target	1994-98 base	Target figure for 2010	2007 figure	Reduction so far (%)
Overall KSI (50% decrease)	6,684	3,342	3,784	43%
Pedestrian KSI (50% decrease)	2,137	1,069	1,292	40%
Cyclist KSI (50% decrease)	567	284	461	19%
Motorcyclist KSI (40% decrease)	933	560	819	12%
Child KSI (60% decrease)	935	374	331	65%
Slight casualties (25% decrease)	38,997	29,248	24,577	37%

Transport for London, 2008

Since November 2001, Transport for London has been working to an overarching strategy for road safety, set out in the *Road Safety Plan for London*, which included the 2010 casualty reduction targets.

The introduction of more 20mph zones was a key part of this strategy: *'The Plan will involve increasing the use of measures such as speed cameras, 20mph zones and 'Home Zones'. These measures have already proved their worth and their expansion to other parts of London is considered essential in creating safer streets for people.'*⁶⁷ The plan also recommended that area-wide 20mph speed limits could

⁶⁷ *London's Road Safety Plan*, Transport for London, 2001. 'Home Zones' are a similar type of scheme, employing a variety of measures to make residential streets more pedestrian-friendly.

be set on an experimental basis, without using physical traffic calming measures.

The upcoming Mayor's Transport Strategy is expected to set out further London's approach to road safety. The Department for Transport is also working on a new national road safety strategy which will set new long-term casualty reduction targets. Already, Transport for London has set new performance indicators for road safety in its Business Plan published in late 2008.⁶⁸ These state that by 2017/18 the number of people killed or seriously injured on London roads would be reduced by 63 per cent compared to the 1994-98 base, and child KSI reduced by 80 per cent. The table below shows what this means in terms of how the target reductions compare to current casualty levels.

Table 7: Transport for London performance indicators

Performance Indicator	2008/09 projection	2017/18 target	Percentage reduction⁶⁹
Total KSI	3,810	2,473	35%
Child KSI	327	187	43%

⁶⁸ *Business Plan 2009/10-2017/18*, Transport for London 2008

⁶⁹ 2017/18 performance indicator, compared to 2008/09 projection

Appendix 3 Views and information

Oral information

During this investigation the committee heard from the individuals listed below at three informal roundtable meetings, a formal Transport Committee hearing and a visit to Portsmouth. Minutes of these meetings are available via:

<http://www.london.gov.uk/assembly/transport/index.jsp>

Andrew Howard, The AA
John Couch, Local Authority Road Safety Officers Association
Jason Killens, London Ambulance Service
Nick Lawrance, London Ambulance Service
Mario Lecordier, London Borough of Enfield
Councillor Terence Neville, London Borough of Enfield
Maryann Allen, London Borough of Hackney
Andrew Cunningham, London Borough of Hackney
Councillor Alan Laing, London Borough of Hackney
Steve Walker, London Borough of Hackney
Councillor Brian Haley, London Borough of Haringey
Abu Barkatoolah, London Borough of Lambeth
Darien Goodwin, London Borough of Lewisham
Councillor Chris Edge, London Borough of Merton
Sally Crew, London Borough of Southwark
Eamon Doran, London Borough of Southwark
Judy Green, London School of Hygiene and Tropical Medicine
Chris Grundy, London School of Hygiene and Tropical Medicine
Rebecca Steinbach, London School of Hygiene and Tropical Medicine
Robert Gifford, Parliamentary Advisory Council on Transport Safety
Councillor Lynne Stagg, Portsmouth City Council
Simon Moon, Portsmouth City Council
Angela Gill, Portsmouth City Council
Margaret O'Neill, Portsmouth City Council
John Billard, Portsmouth City Council
Elizabeth Dainton, RAC Foundation
Amy Aeron-Thomas, Roadpeace
Tony Doherty, Transport for London
Chris Lines, Transport for London
Ben Johnson, Transport Research Laboratory
Heather Ward, University College London

Written information

The committee received written information from the following organisations.

The AA
Association of British Drivers
Knightsbridge Association
Living Streets
London Forum of Amenity and Civic Societies
Metropolitan Police Service
Putney Society
RAC Foundation
Roadpeace
Royal Society for the Prevention of Accidents
Speed Check Services
Transport for London
20's Plenty For Us

The following London boroughs responded to the committee's survey.

London Borough of Barking & Dagenham
London Borough of Barnet
London Borough of Bexley
London Borough of Brent
London Borough of Bromley
London Borough of Camden
London Borough of Croydon
London Borough of Ealing
London Borough of Enfield
London Borough of Greenwich
London Borough of Hackney
London Borough of Hammersmith and Fulham
London Borough of Haringey
London Borough of Harrow
London Borough of Havering
London Borough of Hillingdon
London Borough of Hounslow
London Borough of Islington
Royal Borough of Kensington and Chelsea
Royal Borough of Kingston upon Thames
London Borough of Lambeth
London Borough of Lewisham

London Borough of Merton
London Borough of Newham
London Borough of Redbridge
London Borough of Richmond upon Thames
London Borough of Southwark
London Borough of Sutton
London Borough of Tower Hamlets
London Borough of Waltham Forest
London Borough of Wandsworth
City of Westminster

Appendix 4 Orders and translations

How to order

For further information on this report or to order a copy, please contact Richard Berry, Assistant Scrutiny Manager, on: 020 7983 4199 or email: richard.berry@london.gov.uk

See it for free on our website

You can also view a copy of the report on the GLA website:
<http://www.london.gov.uk/assembly/reports>

Large print, braille or translations

If you, or someone you know, needs a copy of this report in large print or braille, or a copy of the summary and main findings in another language, then please call us on: 020 7983 4100 or email: assembly.translations@london.gov.uk.

Chinese

如您需要这份文件的简介的翻译本，
请电话联系我们或按上面所提供的邮寄地址或
Email 与我们联系。

Vietnamese

Nếu ông (bà) muốn nội dung văn bản này được dịch sang tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện thoại, thư hoặc thư điện tử theo địa chỉ ở trên.

Greek

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

Turkish

Bu belgenin kendi dilinize çevrilmiş bir özetini okumak isterseniz, lütfen yukarıdaki telefon numarasını arayın, veya posta ya da e-posta adresi aracılığıyla bizimle temasa geçin.

Punjabi

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 दस्तावेज़ 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 একটা সারাংশ নিজের ভাষায় পেতে চান, তাহলে দয়া করে ফো করবেন অথবা উল্লেখিত ডাক ঠিকানায় বা ই-মেইল ঠিকানায় আমাদের সাথে যোগাযোগ করবেন।

Urdu

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،
فارجاء الاتصال برقم الهاتف أو الاتصال على
العنوان البريدي العادي أو عنوان البريدي
الالكتروني 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.

Appendix 5 Principles of scrutiny

An aim for action

An Assembly scrutiny is not an end in itself. It aims for action to achieve improvement.

Independence

An Assembly scrutiny is conducted with objectivity; nothing should be done that could impair the independence of the process.

Holding the Mayor to account

The Assembly rigorously examines all aspects of the Mayor's strategies.

Inclusiveness

An Assembly scrutiny consults widely, having regard to issues of timeliness and cost.

Constructiveness

The Assembly conducts its scrutinies and investigations in a positive manner, recognising the need to work with stakeholders and the Mayor to achieve improvement.

Value for money

When conducting a scrutiny the Assembly is conscious of the need to spend public money effectively.

Greater London Authority

City Hall

The Queen's Walk

More London

London SE1 2AA

www.london.gov.uk