

Committee(s): Streets & Walkways Sub-Committee Police Authority Board Planning and Transportation Committee	Dated: 17 January 2023 15 February 2023 7 March 2023
Subject: Vision Zero Plan 2023 – 2028	Public
Which outcomes in the City Corporation’s Corporate Plan does this proposal aim to impact directly?	Outcome 1: People are safe and feel safe
Does this proposal require extra revenue and/or capital spending?	Y
If so, how much?	£2-3m
What is the source of Funding?	CIL, OSPR, TfL
Has this Funding Source been agreed with the Chamberlain’s Department?	N (see paragraphs 29-32)
Report of: Juliemma McLoughlin, Executive Director Environment	For Decision
Report author: Simon Bradbury, Strategic Transport Officer, Environment Department	

Summary

The City of London Corporation has made the commitment that by 2040, all transport related deaths and serious injuries will be eliminated from the streets of the Square Mile. This commitment is known as Vision Zero. The Vision Zero Plan (Appendix 1) covers the period 2023 to 2028, with longer-term interim targets, and has been written to bring the City back on track to achieve this ambition.

The Transport Strategy sets the strategic direction for achieving Vision Zero, and a range of ambitious road danger reduction measures have been delivered in the period since. However, the City Corporation is currently not on track to achieve the interim targets it set for fewer deaths and serious injuries.

This Vision Zero Plan includes a number of additional infrastructure, engineering, enforcement and behaviour change initiatives that aim to reduce road risk at source. These are structured using the Safe Systems themes of:

- Safe Speeds – action to encourage speeds appropriate to the street
- Safe Streets – to ensure streets are forgiving and do not contribute to risk to street users
- Safe Vehicles – concentrating on the vehicles that pose the greatest risk, whilst discouraging motor vehicle use where possible
- Safe Behaviours – improving the behaviour of streets users and minimising harm posed by the highest risk behaviours, and
- Post Collision Response – learning from serious collisions and improving care available for victims of road trauma.

The Vision Zero Plan sets out new targets for the reduction of fatal and serious injuries in the City. While the overall aim of eradicating fatal and serious injuries by 2040 remains, the trajectory to reach that goal has been revised, with new targets for 2026

and 2030. The full draft plan is provided in Appendix 1 and the actions and commitments are summarised in Appendix 2.

If approved, the plan will be a joint document with the City of London Police. Subject to review and approval we also expect Transport for London to be co-signatories.

Most transport projects already include measures to reduce road danger, however it is expected that an initial £2-3 million of additional capital funding will be required to deliver the Vision Zero Plan. This includes funding for feasibility and initial design work on the Safe Streets elements of the Plan. The additional funding required has not yet been agreed with the Chamberlain as this relates to the wider review of Community Infrastructure Levy (CIL) and On Street Parking Reserve (OSPR) funding that is currently underway.

The City Corporation has a statutory duty to deliver improvements that prevent road traffic collisions. The 1988 Road Traffic Act, Section 39, puts a duty on the local authority to undertake studies into road traffic collisions, and to take steps both to reduce and prevent them.

Recommendation(s)

Members of the **Streets & Walkways Sub-Committee** are asked to:

- Approve the draft Vision Zero Plan for onward progression to the Police Authority Board and the Planning & Transportation Committee for final approval, subject to the incorporation of any changes requested.

Members of the **Police Authority Board** and the **Planning & Transportation Committee** are asked to:

- Approve the Vision Zero Plan 2023 – 2028.

Main Report

Background

1. The City Corporation's current Road Danger Reduction and Active Travel Plan covers the period 2018 - 2023. This adopted the Vision Zero ambition of eliminating deaths and serious injuries from the City's streets by 2040. This core ambition was subsequently included in the Transport Strategy, which was adopted in 2019.
2. The Transport Strategy sets the strategic direction for achieving Vision Zero, and a range of ambitious road danger reduction measures have been delivered in the period since. However, the City Corporation is currently not on track to achieve the interim targets it set for fewer deaths and serious injuries.
3. This Vision Zero Plan has been developed to follow on the 2018 Road Danger Reduction and Active Travel Plan and includes proposals to get the City Corporation back on track to achieve its targets.
4. TfL published its own Vision Zero action plan in 2018, which was then updated in November 2021 with a Vision Zero progress report.
5. The goal of achieving Vision Zero is in line with the Mayor of London's own ambition and is consistent with international best practice. Whilst a goal to eradicate deaths and serious injuries is extremely ambitious and challenging to meet, the adoption of this goal reflects the belief that death and serious injuries are not inevitable or acceptable and should never be the price to pay for travelling around the Square Mile.

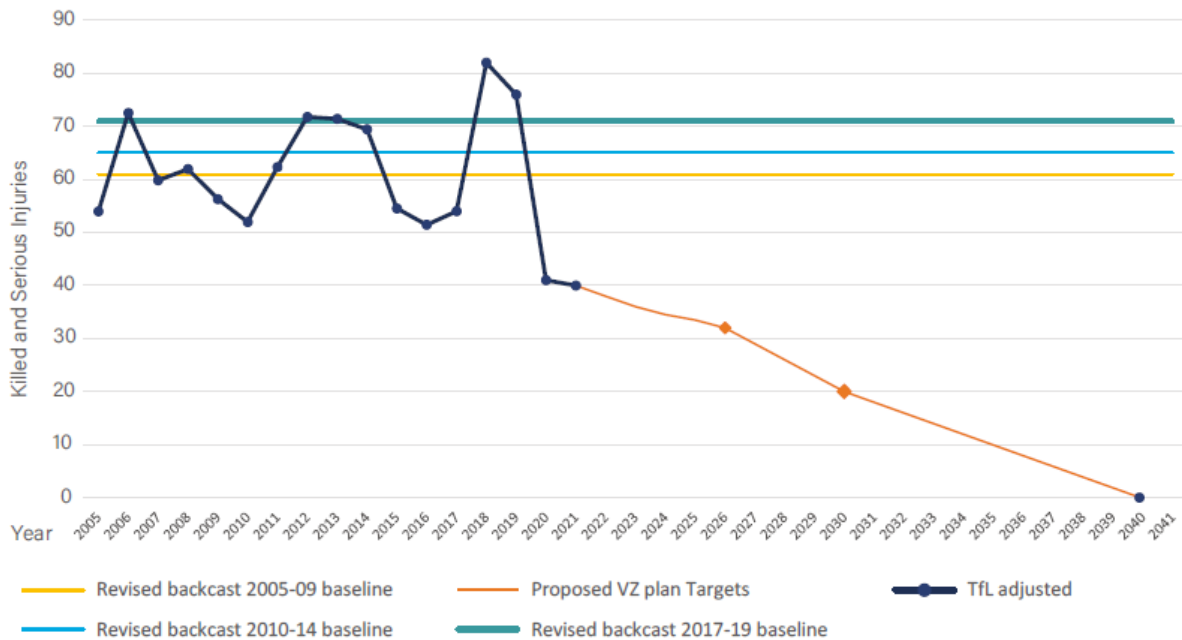
Current Position

6. Between the period 2005-2019, the City saw a general plateauing in the numbers of people killed and seriously injured on its streets (between 50-80 serious injuries and one to four fatal injuries a year). Considering the significant increase in the numbers of people walking and cycling over this period, the fact that there was not a concurrent increase in fatal and serious injuries was an indication of reduced risk overall. The next two years, 2020 and 2021, saw significantly reduced numbers as a result of the Covid-19 pandemic, with 41 and 40 fatal and serious injuries respectively (with one fatal injury in 2021 and none in 2020).
7. However, discounting the pandemic-related reduction in fatal and serious injuries in 2020 and 2021, the City does not appear to be on track to achieve the ambitious trajectory to achieve zero by 2040. More needs to be done, and the new Vision Zero Plan affords the opportunity for the City Corporation and its partners to redouble efforts to reduce road danger and prevent deaths and serious injuries.

Revised targets to achieve Vision Zero

8. In the development of the Vision Zero Plan the City Corporation has refreshed its analysis of collision and casualty data back to the start of 2017.

9. The analysis showed that in 2021, there were 152 casualties in the City, of which 39 were serious and one fatal.
10. To monitor progress and underline the commitment to eradicating deaths and serious injuries, the following interim targets have been included within the draft plan:
 - By 2026, fewer than 32 deaths and serious injuries each year in the City
 - By 2030, fewer than 20 deaths and serious injuries
 - By 2040, zero fatal and serious injuries each year



Area of focus for the plan

11. The collision and casualty data analysis described above revealed the following insights and areas of focus for reducing road danger and casualties:
 - People walking, cycling and riding motorcycles are the most vulnerable users of the City's streets, and efforts should be prioritised towards reducing the risk that they experience.
 - Junctions are the highest-risk locations, with complex turning manoeuvres presenting greater potential for conflict. The focus of the City Corporation and TfL's engineering programme should be on these locations.
 - With over half of all deaths and serious injuries occurring on streets that are managed by TfL, a strong and effective partnership with TfL will be essential in reducing risk and casualties in the City.
 - Certain vehicles, notably motorcycles, buses/coaches and heavy good vehicles pose greater risk to people walking and cycling, and significant gains in the reduction of road danger and prevention of injuries can be achieved by mitigating the risk they pose.

- Whilst the above vehicles pose the greatest risk, efforts to reduce fatal and serious injuries to zero also need to focus on cars, taxis and private hire vehicles, as the vehicles involved in most serious collisions by number.
- People riding motorcycles are disproportionately involved in serious injury of both themselves and others, and conflict between people riding cycles and people walking is an issue that needs to be addressed to reduce danger to both parties.

The Vision Zero Programme

12. The Vision Zero Plan is structured using the Safe Systems approach. The Safe Systems framework improves upon the traditional approach of categorising activity by engineering, education or enforcement, and sees a death or serious injury as a failure of a 'system'.
13. All elements of the street 'system' need to work in combination to prevent the tragic events. As such, the framework of this plan is structured around five key themes:
 - Safe Speeds – action to encourage speeds appropriate to the street
 - Safe Streets – to ensure streets are forgiving and do not contribute to risk to street users
 - Safe Vehicles – concentrating on the vehicles that pose the greatest risk, whilst discouraging motor vehicle use where possible
 - Safe Behaviours – improving the behaviour of streets users and minimising harm posed by the highest risk behaviours, and
 - Post Collision Response – learning from serious collisions and improving care available for victims of road trauma.
14. Key commitments under each of these themes are as set out below, with a single overarching objective for road danger reduction to be made central to the design and delivery of all initiatives, through strengthening and building the Vision Zero safety culture in the City Corporation, City Police and other partners.
15. Working in partnership with the City Police is an essential element for successful delivery of the Vision Zero plan, and integral to the delivery of all five themes of the Safe System Approach. This draft plan has therefore been prepared with the City Police and Transport for London, and is to be seen as a joint document with these key partners¹.
16. The key actions and commitments from the plan are summarised in the spreadsheet in Appendix 2.

Safe Speeds

17. The Safe Speeds theme includes action to:

¹ Subject to review and approval of the final plan by TfL

- Introduce advisory speed limits below 20 mph (likely either 15mph or 10mph) on streets where people often need to walk in the carriageway and where there is the greatest risk of interaction between people walking and people cycling and driving
- Introduce telematics and intelligent speed assistance (ISA) across the City Corporation's vehicle fleet to improve driver behaviour and promote speed compliance
- Increase high profile, high visibility speed enforcement methods targeted at the locations identified as being highest risk.

Safe Streets

18. Under the theme of Safe Streets, actions and commitments include:
- Develop a City of London Vision Zero design audit that will be applied to all engineering schemes, to ensure that guidance and best practice has been applied.
 - Deliver a prioritised programme to re-design and de-risk the junction locations where the risk of serious collisions is the greatest.

Safe Vehicles

19. The Safe Vehicles theme includes the following actions:
- In line with the commitments made in the City Corporation's Transport Strategy, deliver a range of initiatives to reduce the number of motor vehicle trips in the City, with private vehicle use particularly discouraged.
 - Take a risk-based approach to improve the design, maintenance and operation of vehicles that travel on the City's streets e.g. work with TfL and partners to support the development of a motorcycle fleet accreditation standard
 - The City of London Police commit to educate, engage and enforce against users of the City streets that drive or ride vehicles in a way that puts themselves or others at risk.

Safe Behaviours

20. Under Safe Behaviours, actions include:
- To engage with TfL to inform and apply their courier and professional powered two-wheeler engagement in the City and help develop an industry standard for rider training and safe riding practices
 - Investigating the potential to strengthen the Fleet Operator Recognition Scheme (FORS) requirement for suppliers in the City Corporation's supply chain
 - The City Police broadening their enforcement and engagement to include anti-social and road danger offences e.g. cyclist close pass,

careless and dangerous driving, and errant cycling behaviour, including red light jumping.

- To ensure a consistent message, and to avoid additional development costs, the City Corporation and Police will support and amplify TfL's campaigns and marketing activity, along with the DfT's Think! campaigns through its own channels.

Post Collision Response and Monitoring & Evaluation

21. Lastly, the Post Collision Response and Monitoring & Evaluation theme covers actions to support the victims of road trauma and learn from collisions when they happen, including:
 - The City Corporation and City Police will work together to apply new and emerging collision investigation practices to ensure that learnings from serious collisions can be gathered as quickly and efficiently as possible.
 - The City Police will ensure that it signposts and refers individuals to the specialist services that exist to aid and support those bereaved or seriously injured at the most difficult of times.

Development of the Vision Zero Plan

22. The Vision Zero plan and the actions and commitments contained within it were developed through extensive engagement and collaboration, both within and external to the City Corporation.
23. Data and insight from the refreshed collision data analysis, along with a junction prioritisation tool led to the drafting of actions oriented towards the key themes.
24. Safe System thematic workshops were then held with colleagues across the City Corporation, City Police and TfL, as well as separate engagement workshops for transport stakeholders and business / resident groups. Engagement sessions included workshops and one-to-ones with transport representative groups and campaign organisations, including Motorcycle Action Group, Logistics UK, the Brewery Logistics Group, London Cycling Campaign and the Licenced Taxi Drivers Association.
25. Finally, actions have been circulated across the City Corporation, City Police TfL and emergency service partners to gather final input and clarification.

Corporate & Strategic Implications

Strategic implications

26. The Vision Zero Plan supports the delivery of Corporate Plan outcomes 1, 2, 3, and 12.
27. The City Corporation's Transport Strategy includes the ambition to deliver Vision Zero, and the Vision Action Plan will help in delivering the casualty reduction targets set within the Strategy.

28. Delivery of the Vision Zero Plan will mitigate departmental risk ENV-CO-TR 001 – Road Safety.

Financial / resource implications

29. Most transport projects already include measures to reduce road danger, however it is expected that an initial £2-3 million of additional capital funding will be required to deliver the Vision Zero Plan. This includes funding for feasibility and initial design work on the priority junctions, which is the major capital Safe Streets element of the Plan. This initial funding will allow us to develop accurate cost estimates for these projects and prioritise delivery to inform future capital bids.
30. The additional funding required has not yet been agreed with the Chamberlain as this relates to the wider review of CIL and OSPR funding that is currently underway. Capital funding proposals for the delivery of the Vision Zero Plan will be included as part of future submissions for consideration by the Corporate Priorities Board and RASC.
31. We are proposing adopting the Vision Zero Plan in advance of this additional capital funding being agreed so that any funding bids are informed by policy commitments and to avoid delaying the delivery of other elements of the Plan.
32. Smaller scale interventions, strategic measures and behaviour change campaigns will be funded through local risk, officer time and annual Local Implementation Plan (LIP) funding.

Legal implications

33. The City Corporation has a statutory duty to deliver improvements that prevent road traffic collisions. The 1988 Road Traffic Act, Section 39, puts a duty on the local authority to undertake studies into road traffic collisions, and to take steps both to reduce and prevent them.
34. The pertinent wording from the Act is:
39.2 Each local authority must prepare and carry out a programme of measures designed to promote road safety and may make contributions towards the cost of measures for promoting road safety taken by other authorities or bodies.

Equalities implications

35. A Test of Relevance for an Equalities Impact Assessment (EqIA) has been completed for the Vision Zero Plan. It concluded that there were no negative impacts on people with protected characteristics, and that the impacts of the Vision Zero plan and its actions were only positive.

Climate implications

36. Delivery of some of the actions in the Vision Zero Plan support the objectives of the City Corporation's Climate Action Strategy to reduce the use of motor vehicles and enable more walking and cycling.

Security implications

37. None

Conclusion

38. Road danger reduction measures delivered over the last five to ten years have been successful in preventing an increase in fatal and serious injuries in the City, despite increasing numbers of people walking and cycling.
39. 2020 and 2021 saw significant reductions in numbers of fatal and serious injuries as a result of reductions in the numbers of people travelling in the City due to Covid-19 related public health measures and increased home-working.
40. As the number of people returning to the City increases the challenge for the City Corporation, City Police and TfL will be to prevent a concurrent increase in the numbers of people killed and seriously injured on the streets. The achievement of the 2030 target of fewer than 30 people killed or seriously injured each year already looks to be challenging.
41. The Vision Zero Plan 2023-2028 seeks to reassert the City Corporation and City Police's commitment to eradicate deaths and serious injuries, with a programme of action oriented towards the areas of focus seen in the latest collision data.
42. Progress towards the achievement of actions and commitments in the Vision Zero action plan will be monitored and reported to the Planning and Transportation Committee through the Transport Strategy Annual Report, and through updates on departmental risk ENV-CO-TR 001 – Road Safety.

Appendices

- Appendix 1: Draft Vision Zero plan.
- Appendix 2: Draft Vision Zero action and commitments log

Background Papers

- [City of London Transport Strategy](#)
- [City of London Road Danger Reduction and Active Travel Plan 2018-2023](#)

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