

<b>Committee(s):</b> Police Authority Board Planning & Transportation Committee	<b>Dated:</b> 24 May 2023 18 July 2023
<b>Subject:</b> Vision Zero Plan 2023 – 2028	<b>Public</b>
<b>Which outcomes in the City Corporation’s Corporate Plan does this proposal aim to impact directly?</b>	Outcome 1: People are safe and feel safe
<b>Does this proposal require extra revenue and/or capital spending?</b>	Y
<b>If so, how much?</b>	£2-3m
<b>What is the source of Funding?</b>	CIL, OSPR, TfL
<b>Has this Funding Source been agreed with the Chamberlain’s Department?</b>	N (see paragraphs 35-38)
<b>Report of:</b> Juliemma McLoughlin, Executive Director Environment	<b>For Decision</b>
<b>Report author:</b> Simon Bradbury, Strategic Transport Officer, Environment Department	

## Summary

The City of London Corporation remains committed to doing everything it can to make the streets of the Square Mile safe for everyone, working with key partners such as the City of London Police and Transport for London to keep people safe from harm.

This is collectively known as Vision Zero and requires the City to embed a safety culture in every aspect of its operations, from our public engagement and wider corporate strategies to how we manage our streets and design new schemes.

In accordance with this key objective, the 2019 Member-approved Transport Strategy established the strategic direction for achieving Vision Zero, setting the ambition of seeking to eliminate transport related deaths and serious injuries from the streets of the Square Mile by 2040.

A range of ambitious road danger reduction measures have been delivered in the period since the adoption of the Transport Strategy but more still needs to be done. As a result, the latest Vision Zero Plan includes a number of additional initiatives focusing on behaviour change, data gathering and analysis, risk reduction engineering initiatives and enforcement that aim to reduce road risk at source.

These are structured using the five themes of:

- Safe Behaviours – improving the behaviour of street users
- Safe Speeds – encouraging speeds appropriate to the street
- Safe Streets – designing streets so they don’t contribute to risk
- Safe Vehicles – focusing on vehicles that pose the greatest risk
- Post Collision Response – learning from serious collisions and improving care for victims of road trauma

Some of actions set out in the plan can be delivered through existing funding sources but given the much-reduced funding now available from TfL, it is expected that an

initial £2-3m of additional capital funding will be required from City funds to deliver these outcomes.

Such additional funding could be made available through the Community Infrastructure Levy (CIL) and / or the On-Street Parking Reserve (OSPR), subject to the necessary prioritisation and approvals process through the Resource Allocation Sub Committee. However, your Committee's endorsement of the Vision Zero Plan and its objectives would significantly enhance the business case for this funding to be prioritised within these ringfenced sources.

Finally, if approved, the Vision Zero Plan would be jointly owned by the City Corporation and the City of London Police, with TfL expected to become a co-signatory.

### **Recommendation(s)**

Members of the **Police Authority Board** and **Planning and Transportation Committee** are recommended to approve the Vision Zero Plan 2023 – 2028.

### **Main Report**

#### **Background**

1. The City Corporation's Vision Zero Plan supersedes the previous Road Danger Reduction and Active Travel Plan covering the period 2018-23, and the ambition was included within the Transport Strategy which was adopted in 2019.
2. Alongside the need to embed an enhanced safety culture across all aspects of road danger reduction, transport planning and public realm design, the Vision Zero commitment also established an ambition to seek to eliminate deaths and serious injuries from the City's streets by 2040.
3. The goal of achieving Vision Zero is in line with the Mayor of London's ambition and is consistent with international best practice. TfL published its own Vision Zero action plan in 2018, which was then updated in November 2021 with a Vision Zero progress report.
4. The City's Transport Strategy set the strategic direction for achieving Vision Zero for the Square Mile, and a range of ambitious road danger reduction measures have been delivered in the period since. For example, Bank junction has undergone considerable change to reduce risk to those using the street, whilst events such as Lunchtime Streets have helped to give greater priority to people walking in the City. The City Police have continued to crack down on dangerous behaviour from those that put others at risk in the Square Mile. However, more needs to be done in order for the City to reach its interim targets for fewer deaths and serious injuries.
5. Whilst a goal to eradicate deaths and serious injuries is extremely ambitious and challenging to meet, the City and its partners should strive to do everything they can to prevent such individual tragedies. The ambition reflects

the belief that death and serious injuries are not inevitable, nor should they be tolerated as the potential price to pay for travelling on the City's streets.

### **Current Position**

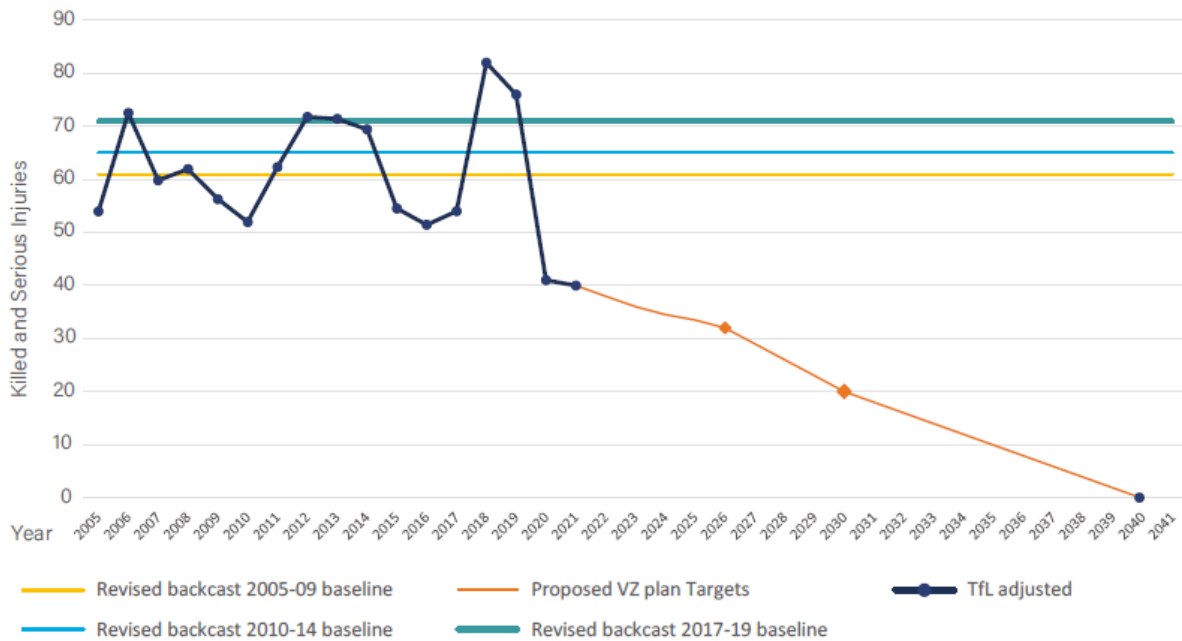
6. Between the period 2005-2019, the City's streets saw a general levelling off in the numbers of deaths and serious casualties, with between one and four people killed and 50-80 seriously injured each year. Considering the significant increase in the numbers of people walking and cycling over this period, the absence of a concurrent increase in fatal and serious injuries suggests that risk in a broader sense has been reduced, even if the absolute number of serious casualties had not fallen.
7. Unsurprisingly, 2020 and 2021 saw significantly reduced numbers of serious casualties as a result of the Covid-19 pandemic, with 41 and 40 serious injuries respectively, including only one fatal injury (in 2021).
8. However, as the number of people returning to the City increases following the pandemic, 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.
9. The ambitions within the Plan already look to be challenging, and considering the data before the pandemic, it is clear that further steps need to be taken to remain aligned to the ambition of seeking to eliminate such serious incidents by 2040.

### **Revised targets to achieve Vision Zero**

10. 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.
11. The analysis showed that in 2021, there were 152 casualties in the City, of which 39 were serious and one fatal.
12. To monitor progress and underline the commitment to eradicating deaths and serious injuries, the City Corporation set interim targets in its Local Implementation Plan for the achievement of zero by 2040. The target for 2022 of fewer than 35 fatal and serious injuries appears unlikely to be achieved<sup>1</sup>.
13. Following analysis of the City's collision and casualty data, the interim targets to 2040 have been revised, with a new 2026 target and a revised target for 2030. The targets included within the draft plan are as follows:
  - 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

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<sup>1</sup> Casualty data for 2022 is still provisional, with finalised data expected in June



### Area of focus for the plan

14. 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 hot spot 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 must continue to focus on cars, taxis and private hire vehicles as these are 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

15. 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'.
16. 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 Behaviours – improving the behaviour of streets users and minimising harm posed by the highest risk behaviours
  - 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, and
  - Post Collision Response – learning from serious collisions and improving care available for victims of road trauma.
17. Key commitments under each of these themes are as set out below, but it is also intended to ensure the Vision Zero culture is made central to the design and delivery of all our initiatives across the City Corporation, City Police and other partners.
18. 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 partners<sup>2</sup>.

### Safe Behaviours

19. Actions within the Safe Behaviours theme, include:
  - Engaging 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 continuing with 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. A proportionate approach will be adopted to align the risk and degree of danger caused with the severity of the engagement

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<sup>2</sup> Subject to review and approval of the final plan by TfL

or enforcement response, in turn building trust and confidence in the City Police.

- The City Corporation and City Police supporting and amplifying TfL's campaigns and marketing activity, along with the DfT's Think! Campaigns, through their own channels to ensure a consistent message and to avoid additional development costs.

### Safe Speeds

20. The Safe Speeds theme includes action to:

- Trial the introduction of advisory speed limits below 20 mph 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. Additional information on speed limits below 20mph is provided in Appendix 3.

Whilst advisory speed limits do not have the same legal enforcement powers as a mandatory limit, they will highlight to people driving and cycling that the area is a low speed environment where additional caution should be taken.

- Introducing telematics and intelligent speed assistance (ISA) across the City Corporation's vehicle fleet to improve driver behaviour and promote speed compliance
- Increasing high profile, high visibility speed enforcement methods targeted at the locations identified as being highest risk.

### Safe Streets

21. Under the theme of Safe Streets, actions and commitments include:

- Developing 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.
- Delivering a prioritised programme to re-design and de-risk the junction locations where the risk of serious collisions is the greatest.

22. Safer streets and speeds projects will be subject to the usual public consultation and Committee approval processes, including traffic modelling for larger schemes.

### Safe Vehicles

23. The Safe Vehicles theme includes the following actions:

- In line with the commitments made in the City Corporation's Transport Strategy, delivering a range of initiatives to reduce the number of motor vehicle trips in the City, with private vehicle use particularly discouraged.
- Taking 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 commits to continue to educate, engage and enforce against users of the City's streets that drive or ride vehicles in a way that puts themselves or others at risk.

### Post Collision Response and Monitoring & Evaluation

24. 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 working 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 ensuring 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.

### **Engagement to Develop the Vision Zero Plan**

25. 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.
26. 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.
27. 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.
28. Finally, actions have been circulated across the City Corporation, City Police TfL and emergency service partners to gather final input and clarification.

### **Proposal**

29. It is therefore proposed to adopt the Vision Zero Plan for 2023-28 on the basis of adopting the approach set out in the paragraphs above, including revised targets for the medium term.
30. In particular, the focus on promoting the culture of Vision Zero embedded in all aspects of our policies, procedures, highway design and public engagement will sit alongside the specific initiatives and interventions that form part of the Safer Systems framework.
31. Vision Zero will also form a crucial role in supporting the business case to seek funding for individual schemes and initiatives through the new prioritisation process for funding from the Community Infrastructure Levy and / or On-Street Parking Reserve (see below).

## **Corporate & Strategic Implications**

### Strategic implications

32. The Vision Zero Plan supports the delivery of Corporate Plan outcomes 1, 2, 3, and 12.
33. 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.
34. Delivery of the Vision Zero Plan will mitigate departmental risk ENV-CO-TR 001 – Road Safety.

### Financial / resource implications

35. 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.
36. 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 has recently finished. 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 Resource Allocation Sub Committee.
37. 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. However, your Committee's endorsement of the Vision Zero Plan and its objectives would significantly enhance the business case for this funding to be prioritised within these ringfenced sources.
38. 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

39. 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.
40. 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.*
41. The City Corporation also has a statutory duty under s16 of the Traffic Management Act 2004 to manage the road network (as far as reasonably practicable) to ensure the expeditious movement of traffic on the authority's road network, as well as the road networks of other authorities.
42. In meeting these and other statutory obligations, every authority must seek to balance these requirements alongside their other policies, objectives & priorities.

### Equalities Implications

43. 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

44. 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

45. None

### **Conclusion**

46. 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.
47. 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.

48. 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 20 people killed or seriously injured each year already looks to be challenging.
49. The Vision Zero Plan 2023-2028 seeks to reassert the City Corporation and City Police's commitment to work towards the eradication of deaths and serious injuries, with a programme of action oriented towards the areas of focus seen in the latest collision data.
50. 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
- Appendix 3: Additional information on speed limits below 20mph

## **Background Papers**

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

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