

Committee(s): Planning & Transportation Committee Police Authority Board	Dated: 21 November 2023 22 November 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?	£300-400k
What is the source of Funding?	CIL, OSPR, TfL
Has this Funding Source been agreed with the Chamberlain’s Department?	N (see paragraphs 30-35)
Report of: Bob Roberts, Interim Executive Director Environment	For Decision
Report author: Simon Bradbury, Strategic Transport Officer, Environment Department	

Summary

The City of London Corporation will seek to do 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 Corporation and City Police to embed a safety culture in every aspect of their operations, from public engagement and wider corporate strategies to how we manage our streets and design new schemes.

In accordance with this key objective, the 2019 adopted 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 engineering, behaviour change, data gathering and analysis, and enforcement to reduce road risk at source.

These are structured using the five themes of:

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

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 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 Vision Zero 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 goal 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 using a 'Safe System approach' is in line with the Mayor of London's ambition and is consistent with national and international best practice, with the approach prescribed by the Department for Transport. 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 has continued to challenge 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 target for fewer deaths and serious injuries.

Current Position

5. 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.
6. 2020 and 2021 saw a reduction in the number of people killed and seriously injured. This was largely as a result of the Covid-19 pandemic and the

associated reduction in the number of people using the City's streets. However, 2022 saw a significant increase in the number of people seriously injured, with 59 serious casualties. This represented a 48 per cent increase on the previous year.

7. The City Corporation missed its short term 2022 target for a reduction to below 35 serious injuries and faces a number of challenges to remain on track to its current 2030 target of fewer than 16 fatal or serious casualties. The City's Transport Strategy is currently undergoing review, after its publication in May 2019. The Strategy will review the Vision Zero proposal and the revised targets as now recommended are set out in the plan in Appendix 1.

Area of focus for the plan

8. Collision and casualty data analysis has 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 the street network that is managed by TfL, a strong and effective partnership with TfL will be vital 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, the casualty data confirms that 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 cycling and walking is an issue that needs to be addressed to reduce danger to both parties.

Changes to the plan following Member engagement

9. Following presentation of the draft Vision Zero Plan to members at the May 2023 Police Authority Board (PAB) and a subsequent joint briefing of Members of both PAB and the Planning & Transportation Committee, the document has been revised in the following ways:
 - Responding to comments about the importance of engineering interventions, the order of the themes of action has been revised, with the

Safe Streets theme brought to the front, with a clearer focus on infrastructure investment and improvement.

- The number of actions has been reduced from 19 in the previous version, to eight headline actions, with activity that the City Corporation and City Police largely already do in each theme covered through 'supporting' actions. The plan is now more succinct, through reducing some of the background and context.
- The draft plan removes the commitment that was contained within the 2019 Transport Strategy to introduce 15mph speed limits across the City. The request for a City-wide 15mph speed limit was turned down by the Department for Transport and so this action is not included in the revised plan.
- A 'Delivering the Plan' section has been added that includes a table with detail on the headline actions, including cost/resource required, source of funding and timescales for delivery. This section makes clear that there is no expectation on the City Police to increase levels of funding or to deliver activity in addition to their existing resourcing.

The Vision Zero Programme

10. The Vision Zero Plan is structured using the Safe System approach. The Safe System 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'.
11. 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 Streets – to ensure streets are forgiving and do not contribute to risk to street users
 - Safe Speeds – action to encourage speeds appropriate to the street
 - Safe Vehicles – concentrating on the vehicles that pose the greatest risk, whilst discouraging motor vehicle use where possible, and
 - Safe Behaviours – improving the behaviour of streets users and minimising harm posed by the highest risk behaviours
 - Post Collision Response – learning from serious collisions and improving care available for victims of road trauma.
12. Key proposals 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. This is the first and overarching action that sits above the other Safe System themes.
13. Each Safe System theme of action includes one or more headline actions that contain new initiatives or feature an expansion of the existing programme. These headline actions are in turn complemented by further supporting

actions that represent continuation or more minor expansion of existing programmes.

14. 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.

Safe Streets

15. Under the theme of Safe Streets, the headline action is for:
 - A programme of junction improvement schemes to be scoped, designed and delivered to reduce danger and the fear of danger at priority locations. A ranked list of ten junction improvement schemes is included but the number of junction location schemes that will be progressed to delivery within the lifetime of this plan is yet to be determined. This will be dependent on the availability of City Corporation and / or TfL funding but will be subject to the usual public consultation and Committee approval processes, including traffic modelling for larger schemes.

Safe Speeds

16. The Safe Speeds theme includes a headline action to:
 - Promote and encourage speed compliance through designing the street to be self-enforcing, harnessing on-street technology and messaging and in-vehicle intelligent speed assistance, whilst amplifying national and London speed education and awareness campaigns.

Safe Vehicles

17. The Safe Vehicles theme includes the following headline action:
 - The City Corporation and partners will take a risk-based approach to improving the design, maintenance and operation of vehicles that continue to travel on the City's streets. Including through:
 - a. encouraging TfL to identify all opportunities to improve safety, both in the design specification for future London black cabs and in its influence over private hire vehicle operators
 - b. making design recommendations, where powered two wheelers continue to be used, to ensure the vehicles used by restaurant and grocery delivery companies and professional courier services pose the least risk to others
 - c. seeking to influence future legislation on e-scooters, and other micro-mobility and emerging transport technologies, to ensure that measures to encourage safe use are incorporated.

Safe Behaviours

18. The headline actions within the Safe Behaviours theme, is to:

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

- Deliver behaviour change and training interventions, with a focus on improving the riding and driving behaviour of those that pose the greatest risk. This action includes initiatives to:
 - a. work with TfL's Taxi & Private Hire team to encourage them to strengthen safety requirements where possible, e.g., driver safety training, police incident reporting etc
 - b. support TfL with insight, data and expertise to advise on bus safety programme initiatives relevant to the City
 - c. work with the City Police to support and amplify the campaigns, communications and behaviour change activity of TfL, the DfT and other agencies, e.g., campaigns to promote awareness of the Highway Code.

Post Collision Response and Monitoring & Evaluation

19. Lastly, the Post Collision Response and Monitoring & Evaluation theme covers headline actions to support the victims of road trauma and learn from collisions when they happen, including action:
 - the City of London Corporation and City Police to continue to deliver a high level of collision investigation to help inform and develop the approach to reducing road danger and preventing fatal and serious injuries
 - injury outcomes from collisions in the City to be minimised through access to emergency care, and support to be improved for those that suffer the most from the effects of fatal and serious collisions
 - further monitoring, evaluation and data improvements, along with greater reporting, to foster a proactive forward-thinking safety culture in the Square Mile.

Engagement to Develop the Vision Zero Plan

20. The Vision Zero Plan and the actions contained within it were developed through extensive engagement and collaboration, both within and external to the City Corporation.
21. 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.
22. 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.
23. Finally, actions have been circulated across the City Corporation, City Police TfL and emergency service partners to gather final input and clarification.

Proposal

24. 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 a revised target for the medium term.
25. 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.
26. Vision Zero will also form a crucial role in supporting the business case to seek funding for individual schemes/projects 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

27. The Vision Zero Plan supports the delivery of Corporate Plan outcomes 1, 2, 3, and 12.
28. The City Corporation's Transport Strategy includes the ambition to deliver Vision Zero, and the Vision Zero Plan will help in delivering the casualty reduction targets set within the Strategy.
29. Delivery of the Vision Zero Plan will mitigate departmental risk ENV-CO-TR 001 – Road Safety.

Financial / resource implications

30. Most transport projects already include measures to reduce road danger, and so some of the actions set out in the plan can be delivered through existing workstreams. From the annual TfL LIP funding, it is recommended that an initial £300-400k of revenue funding over the 5 year plan period will be required to deliver these outcomes and therefore will be allocated from anticipated funding.
31. However, given the much-reduced funding now available from TfL to the City Corporation, and the scale of work required to deliver the Safe Streets element, a further £2-3m of additional funding will be required to scope feasibility and initial design work on the priority junctions. This will be the subject of a future capital bid. This initial funding will allow us to develop accurate cost estimates for these projects and prioritise delivery to inform future specific project capital bids.
32. 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.

33. 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 proposals and to avoid delaying the delivery of other elements of the Plan.
34. Smaller scale interventions, strategic measures and behaviour change campaigns will be funded through local risk, officer time and annual Local Implementation Plan (LIP) funding, an assumed amount based on indicative allocations from TfL is allocated in the delivery section of the plan.
35. The actions contained in this plan that relate to the City Police will not require any additional funding. Police officer time for engagement and enforcement activity will be met through existing available resources.

Legal implications

36. 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.
37. 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.
38. 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.
39. In meeting these and other statutory obligations, every authority must seek to balance these requirements alongside their other policies, objectives & priorities.

Equalities Implications

40. 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

41. 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

42. None

Conclusion

43. 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.
44. 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.
45. However, 2022 saw a significant increase in the number of people seriously injured, with 59 serious casualties. This represented a 48 per cent increase on the previous year. The achievement of the 2030 target of fewer than 20 people killed or seriously injured each year already looks to be challenging.
46. The Vision Zero Plan 2023-2028 seeks to reassert the City Corporation and City Police's ambition 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.
47. Progress towards the achievement of actions in the Vision Zero 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 2023-2028.

Background Papers

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

Simon Bradbury

Strategic Transport Officer
Environment Department

Simon.Bradbury@cityoflondon.gov.uk