



# City of London Vision Zero Plan 2023-2028



## Contents

Table of Figures .....	4
Executive Summary .....	5
Section A: Context, Approach and Framework for Delivery .....	8
Introduction .....	8
Challenges learnt from the casualty data .....	12
Safe System and a focus on the sources of harm.....	20
Section B: Safe System Programme of Action .....	27
Safe Streets .....	28
Safe Speeds .....	35
Safe Vehicles .....	40
Safe Behaviours.....	46
Post Collision Learning, Analysis and Support.....	52
Delivering the Vision Zero Plan .....	55

## Table of Figures

Figure 1: Chart to show relationship between Vision Zero and other transport goals	9
Figure 2: Chart showing progress in reducing fatal and serious casualties in the City of London from 2005-2022	11
Figure 3: Chart to show fatal and serious injuries by mode of travel (1/1/2017-09/11/2022)	13
Figure 4: Chart to show fatal and serious injuries by age (1/1/2017-09/11/2022)	14
Figure 5: Chart to show fatal and serious injuries by gender and risk by 100,000 workforce population (1/1/2017-27/07/2022)	14
Figure 6: Chart to show fatal and serious injuries by highways authority (1/1/2017-31/12/2019 and 1/1/2020 – 09/11/2022)	15
Figure 7: Chart to show fatal and serious injuries by time of day (1/1/2017-9/11/2022)	15
Figure 8: Chart to show relative risk of being fatally or seriously injured by mode of travel (1/1/2017-31/09/2021)	16
Figure 9: Chart to show relative risk of being involved in a fatal or serious collision, whilst not being the injured party, by mode of travel (1/1/2017-31/09/2021)	17
Figure 10: Key themes of the Safe System Approach	21
Figure 11: Healthy Streets indicators and contribution of safety	22
Figure 12: Targeted reductions in numbers of fatal and serious injuries in the City	25
Figure 13: Map to show collisions cluster locations in the City of London	29
Figure 14: Hierarchy of impact and vulnerability from street users	46

## Executive Summary

### Introduction

The City of London Corporation shares the ambition to eliminate all transport related deaths and serious injuries from the streets of the Square Mile. This ambition is known as Vision Zero, and the City of London Corporation hopes to achieve it by 2040. The City Corporation missed its short term 2022 target for a reduction to below 35 serious injuries and faces real challenges in remaining on track to its 2030 target of fewer than 16 fatal or serious casualties.

This Vision Zero Plan for the Square Mile reaffirms that the City Corporation, City Police and partners will seek to eradicate deaths and serious injuries, and details an evidence-led and ambitious programme of action.

Vision Zero sits at the heart of the Healthy Streets approach, and other transport policy objectives are dependent on its success. Reducing road danger not only helps to prevent casualties. It also unlocks the potential for more walking and cycling trips, contributes to a zero carbon transport system, improves local air quality and reduces congestion through improving the efficiency of the street network.

### Challenges learnt from the casualty data

The insight from the collision and casualty data identifies the following key issues to prioritise and address through the actions contained within the latter half of this plan:

1. 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.
2. 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.
3. 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.
4. 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.
5. 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.

6. 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.

This plan follows a proactive road danger reduction approach, in place of the more simplistic casualty reduction and road safety approach traditionally favoured across the UK. The shift in emphasis to tackling the origins of road danger at source is essential to achieving the end goal of prevention of fatal and serious injuries.

### **Safe Systems Approach and Targets to Achieve Vision Zero**

The Safe System approach that this action plan follows is an internationally recognised and proven framework for tackling road risk and preventing fatal and serious injury. The framework of this plan is structured around five key themes:

- Safe Streets
- Safe Speeds
- Safe Vehicles
- Safe Behaviours, and
- Post Collision Response.

The core values of the City's Vision Zero approach are that:

1. People make mistakes, so the transport system in the Square Mile needs to accommodate human error and unpredictability
2. There are physical limits to what the human body can tolerate. The City's streets need to be forgiving, so that the impact of a collision will not cause fatal or serious injury
3. All those with a role in designing, building, operating, managing and using the streets have a responsibility to reduce danger
4. All parts of the system must be strengthened in combination to multiply their effects. As a result, people are still protected if one part fails and it does not lead to death or serious injury.

Lastly, and what rests behind the City Corporation's long-term ambition for Vision Zero, is the fundamental conviction that deaths and serious injuries on the City's street network are neither inevitable, nor should they be tolerated. They are predictable, preventable yet tragic events, which the City Corporation and its partners will continue to challenge and collaborate on solutions to address.

The plan includes a set of targets to reduce deaths and serious injuries in the City. The targets are as follows:

- By 2030, fewer than 20 deaths and serious injuries
- 2040, zero fatal and serious injuries

Throughout this plan, there are a number of actions that will require wider partnership and collaboration in order to be delivered effectively. The City Corporation already has an effective forum for collaboration with key partners, called the Road Danger Reduction Partnership. The City Corporation, City Police, London Ambulance Service, London Fire Brigade and TfL meet to discuss and agree the strategic approach and initiatives to achieve Vision Zero. Further partnerships will be forged with schools, businesses, developers, couriers, construction companies and residential communities amongst others.

### **Safe System Programme of Action**

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.

The headline actions in the Vision Zero plan are as follows:

#### **Action 1 - Overarching Vision Zero Action**

- Road danger reduction will 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 their partners.

#### **Action 2 - Safe Streets**

- Deliver a programme of junction improvement schemes at priority locations

#### **Action 3 - Safe Speeds**

- Promote and encourage compliance with speed limits in the City

#### **Action 4 - Safe Vehicles**

- Take a risk-based approach to improving the design, maintenance and operation of vehicles that travel on the City's streets

#### **Action 5 - Safe Behaviours**

- Deliver behaviour change and training interventions, with a focus on improving the riding and driving behaviour of those that pose the greatest risk

#### **Action 6 - Post Collision Response**

- Improve the investigation of collisions

#### **Action 7 - Post Collision Response**

- Improve support for those that suffer the most from the effects of fatal and serious collisions

#### **Action 8 - Post Collision Response**

- Develop further monitoring, evaluation, and data improvements

## Section A: Context, Approach and Framework for Delivery

### Introduction

#### Context

The City of London is unique in its position as a global business and financial district at the heart of the Capital. It is also unique in its environment and transport mix, with a large number and proportion of people walking and cycling on streets that are narrow and centuries old. This combination creates the potential for conflict between users of the City's streets, and challenges relating to road danger unlike anywhere else in London or the UK.

Despite these challenges, and in line with the Mayor of London's ambition and international best practice, the City of London Corporation shares the ambition to eliminate all transport related deaths and serious injuries from the streets of the Square Mile. This ambition is known as Vision Zero, and the City of London Corporation hopes to achieve it by 2040. The City Corporation, City of London Police, Transport for London and emergency service partners remain convinced that death or serious injury should never be a price to pay for travelling around the Square Mile.

In 2018, the City Corporation published a five-year Road Danger Reduction and Active Travel Plan. The following year, in 2019, the City Corporation's Transport Strategy provided further detail on the measures and programmes that would help achieve the ambitious goal to prevent fatal and serious casualties on the City's streets.

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 targets it has set for casualty reduction.





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. 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 City Corporation missed its short term 2022 target for a reduction to below 35 serious injuries and faces real challenges in remaining 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.

This Vision Zero Plan for the Square Mile reaffirms that the City Corporation, City Police and partners will seek to eradicate deaths and serious injuries and details an evidence-led and ambitious programme of action.

### **Vision Zero at the centre of transport and societal goals**

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. However, beyond this duty, the reduction of road danger and improved perception of safety are all essential to achieving our broader transport and societal goals.



*Figure 1: Chart to show relationship between Vision Zero and other transport goals*

Vision Zero sits at the heart of the Healthy Streets approach, and other transport policy objectives are dependent on its success. Reducing road danger not only helps to prevent casualties. It also unlocks the potential for more walking and cycling trips, contributes to a zero carbon transport system, improves local air quality and reduces congestion through improving the efficiency of the street network.

### **Progress made and areas of focus for the plan**

The make-up of traffic in the City has changed considerably over the last two decades. The Square Mile has seen very significant increases in the numbers of people walking and cycling, whilst the numbers of people driving motor vehicles has reduced. In the 23 years between 1999, when the first traffic counts took place, and 2022, cycling numbers have more than tripled, whilst cars, taxis, private hire vehicles, motorcycles and lorries reduced by over 50 per cent.



In 2022, people cycling represented the single largest vehicular mode counted during peak times on City streets. Similarly, people walking represent more than half of all street users during peak times.

Walking and cycling, despite being active, healthy and zero-emission, also represent (along with riding a motorcycle) the most high-risk ways of travelling around the City. The numbers of people travelling by foot and cycle have increased significantly over the last 20 years, and so the general plateauing in the numbers of people killed and seriously injured (between 50-80 serious injuries and one to four fatal injuries a year)

during this period, represents a general reduction in the risk of travelling on the City's streets (see figure 2 below).

2021 saw the lowest number of fatal and serious injuries on the City's streets since records began, with a total of 40 (one person killed, and 39 seriously injured). However, in 2022 the number of fatal and serious injuries increased to 59, a figure higher than 2015, 2016 and 2017 prior to the pandemic. The City is not on track to achieve the ambitious targets set to achieve Vision Zero by 2040. More needs to be done, and this action plan presents the opportunity for the City Corporation and its partners to redouble their efforts to reduce road danger.

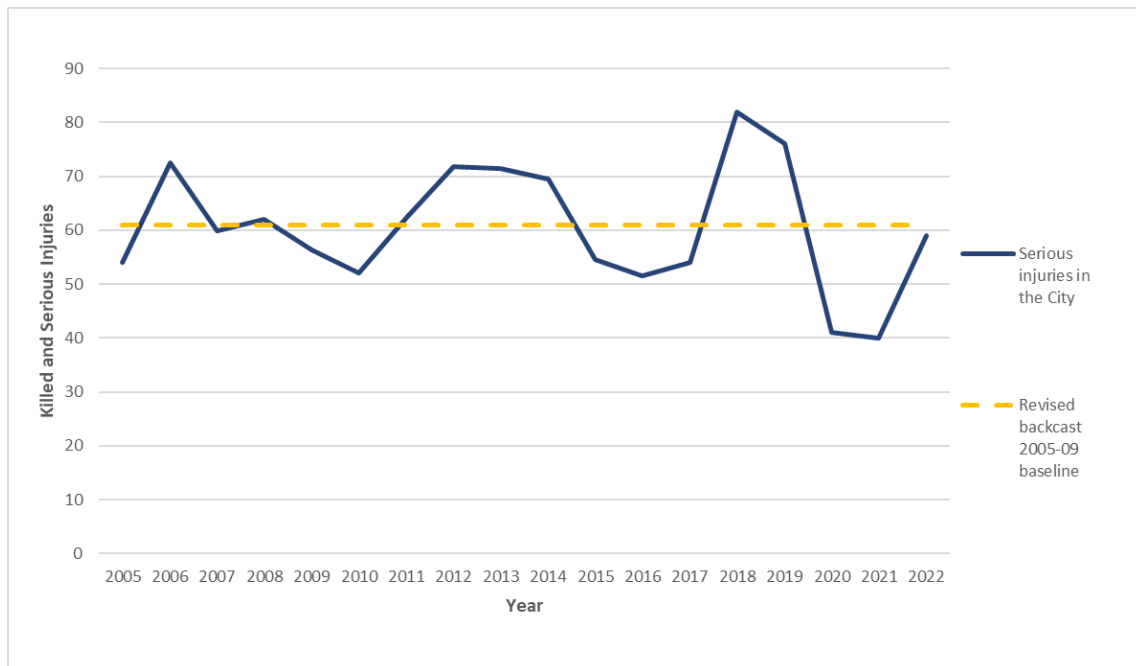


Figure 2: Chart showing progress in reducing fatal and serious casualties in the City of London from 2005-2022

## Challenges learnt from the casualty data

In the development of this Vision Zero plan, to ensure actions are as evidence led as possible, the City Corporation has developed a Vision Zero Collision Data Dashboard. This dashboard contains collision and casualty data for the City, from the start of 2017, and has been used to derive insight into collision and casualty trends. This is essential in ensuring that the actions contained within this plan, and the strategic focus of the City Corporation and partners' investment, is oriented towards addressing the key issues identified from the data.

The dashboard shows that in 2022, there were 203 casualties in the Square Mile, of which 59 were serious and 144 slight. In August 2021, the last time that a person has been killed on the City's streets, a person was tragically hit by a car whilst walking near Minories late at night.

The casualty data dashboard will act as an ongoing reference tool, as new and updated data is incorporated, ensuring that the City Corporation and partners remain live to new and emerging trends so that they can be addressed with the shortest possible delay.



Despite the general reduction in risk in the City, seen through the broad plateauing of fatal and serious injuries whilst walking and cycling numbers significantly increased, the collision data dashboard indicates the following key challenges that remain:

**The data shows that many of the road danger challenges faced in the City are unique**

People walking, cycling and riding a motorcycle make up 91 per cent<sup>1</sup> of all fatal and serious injuries in the City (see figure 3 below).

This is compared to a London wide figure of 81 per cent. This reflects the unique nature of the traffic make up in the Square Mile and underscores the importance of creating a low-speed, forgiving environment that minimises risk to the most vulnerable users of the City’s streets.

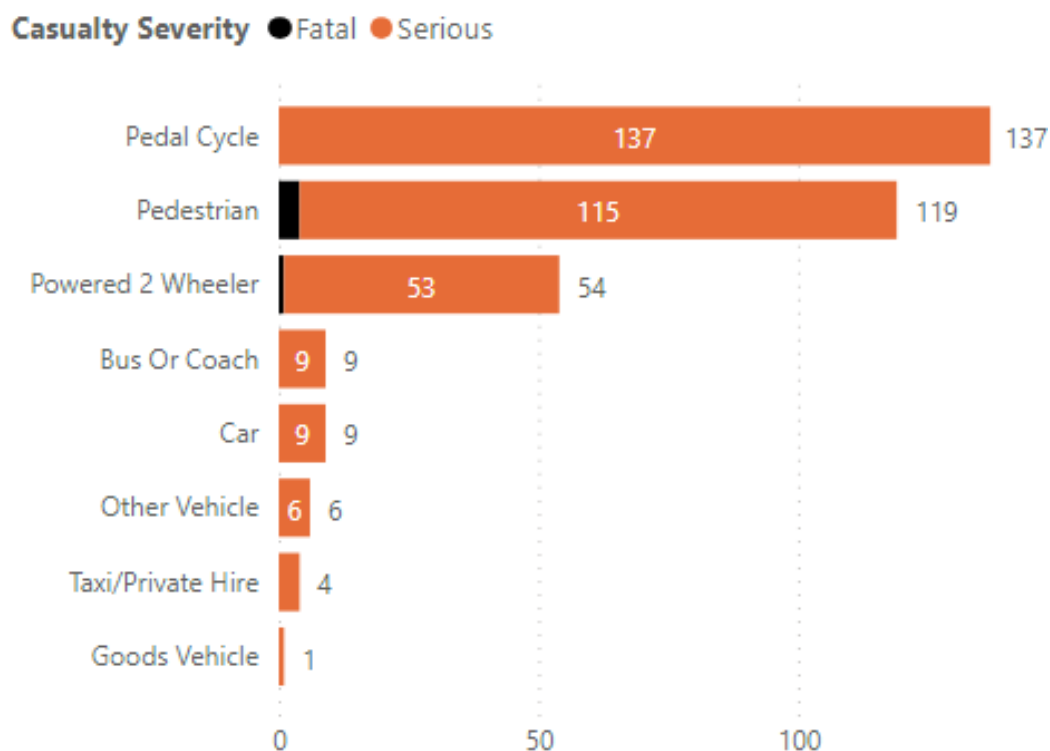


Figure 3: Chart to show fatal and serious injuries by mode of travel (1/1/2017-09/11/2022)

The majority of people killed and seriously injured are in their 20s and 30s, and over twice as many men are fatally or seriously injured than women, reflecting the age and gender profiles of the City’s daytime workforce. However, men still experience more than 34 per cent higher risk (per 100,000 population).

<sup>1</sup> (339 fatal and serious casualties between 1/1/2017-09/11/2022)

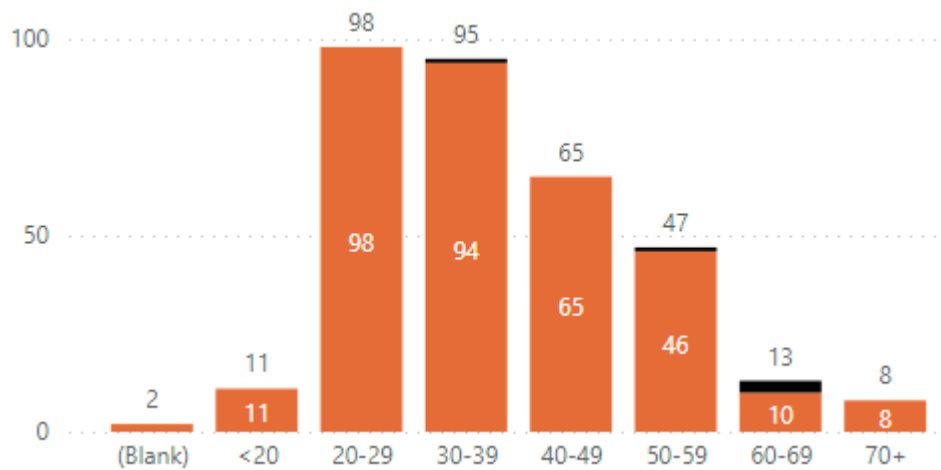


Figure 4: Chart to show fatal and serious injuries by age (1/1/2017-09/11/2022)

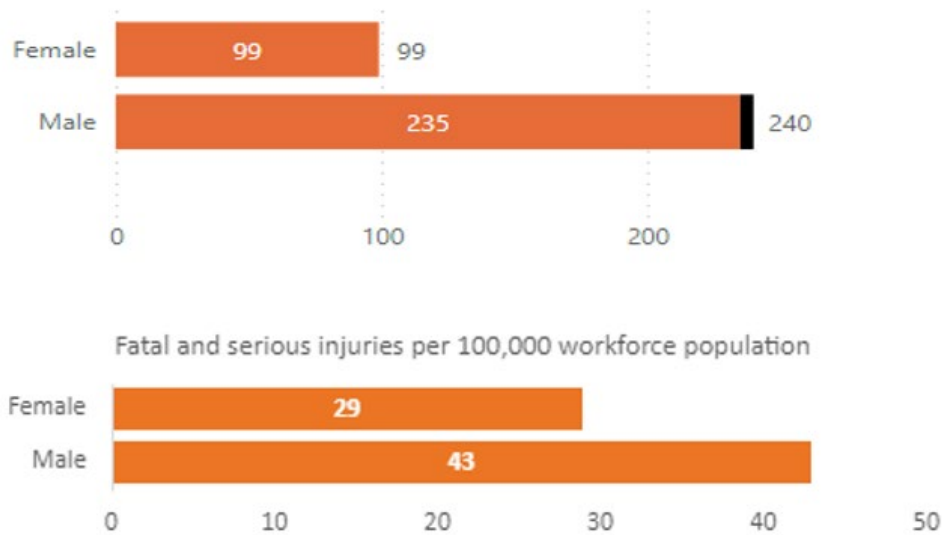
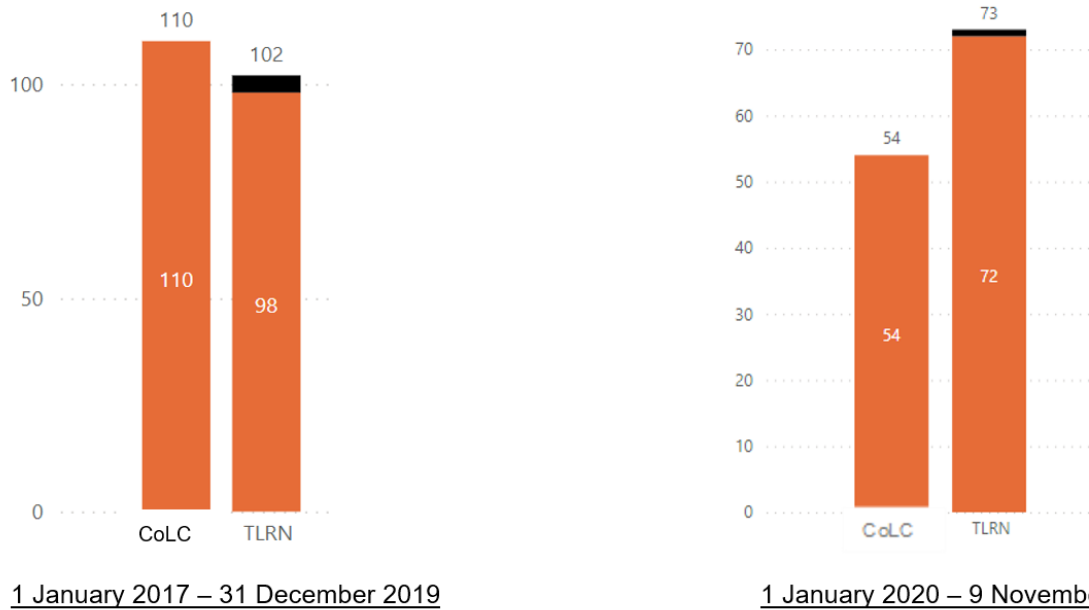


Figure 5: Chart to show fatal and serious injuries by gender and risk by 100,000 workforce population (1/1/2017-27/07/2022)

**Many of the problem locations are well known to the City Corporation and partners**

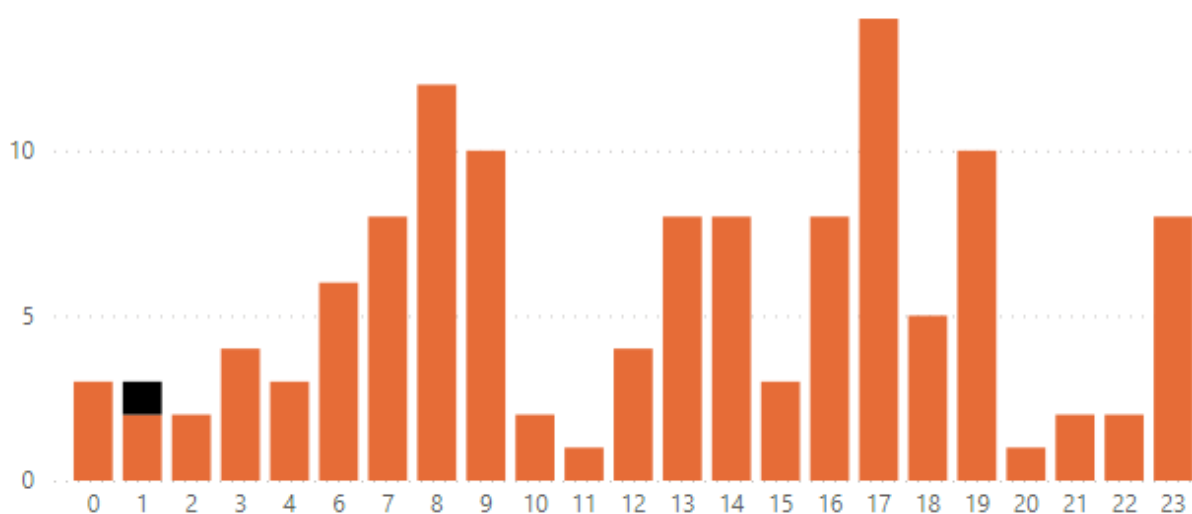
Figure 7 shows that a shift has taken place towards more fatal and serious injuries occurring on the Transport for London Road Network (TLRN). TfL's streets are the fastest, most heavily trafficked routes through the City. These streets experience the most acute conflict between large heavy vehicles and people walking, cycling and riding motorcycles. This underlines the importance of ongoing close engagement and collaborative working with TfL, to deliver solutions to reduce risk on the TLRN.



*Figure 6: Chart to show fatal and serious injuries by highways authority (1/1/2017-31/12/2019 and 1/1/2020 – 09/11/2022)*

Over 75 per cent of fatal and serious casualties take place at or near a junction, with over half taking place at a T-junction. This highlights the potential conflict that can arise from turning manoeuvres, and the importance of the focus in this plan on improving safety at junctions.

As might be expected, with the highest numbers of people walking and cycling during the morning and late afternoon peaks, there are spikes in the number of fatal and serious injuries at these times. However, there are also smaller peaks in serious injury seen at lunchtime and late at night, reflecting the food, retail and night-time economies in the City.

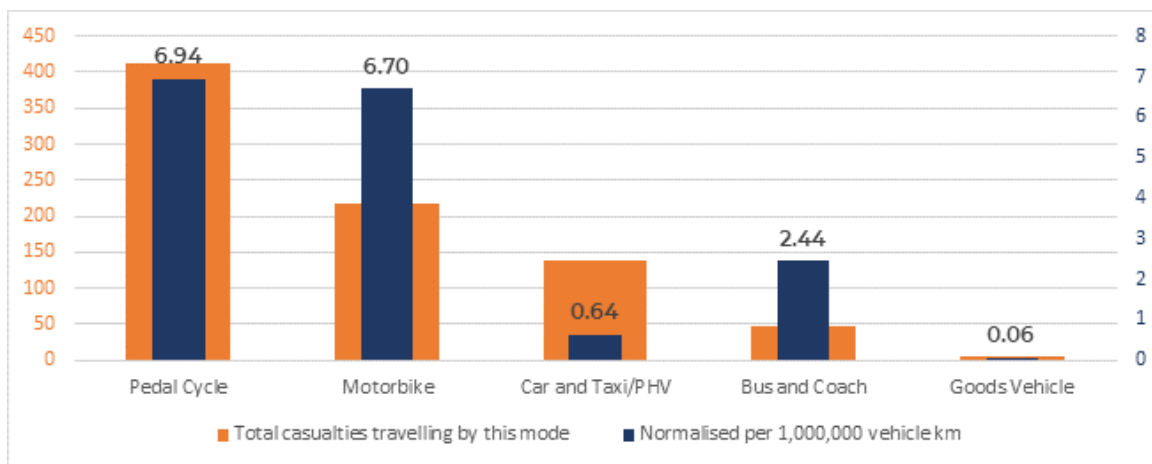


*Figure 7: Chart to show fatal and serious injuries by time of day (1/1/2017-9/11/2022)*

## Different road users on the City's streets experience different level of risk

Through combining collision and casualty data with vehicle km travelled data<sup>2</sup>, it is possible to derive a measure of vehicle risk, both the risk of being fatally or seriously injured, or of being involved in a fatal or serious collision while not being injured.

Figure 9 below shows that people riding cycles and powered two wheelers experience significantly higher risk than any other road user. Bus and coach passengers face higher risk than car and taxi and private hire passengers<sup>3</sup>, most likely due to the stop-start nature of bus travel in the City, with passengers standing or unrestrained by seat belts, and with the added hazard of stairs on double decker buses.



*Figure 8: Chart to show relative risk of being fatally or seriously injured by mode of travel (1/1/2017-31/09/2021)*

Different vehicles on the City's streets pose different levels of risk to others. When looking at the risk of each vehicle type being involved in a collision resulting in a fatal or serious injury of another street user, but not to the driver /rider of that vehicle, the data shows that people riding motorcycles pose the highest risk to others relative to their share of traffic, followed by bus/coach, heavy goods vehicles (HGVs) and car/taxi/private hire drivers.

<sup>2</sup> Normalised to 1,000,000 vehicle km using data sourced from DfT

<sup>3</sup> It is suspected there is a significant misclassification of taxis, cars, and private hire vehicles in the Stats 19 data. Therefore, for this analysis the three categories have been combined.



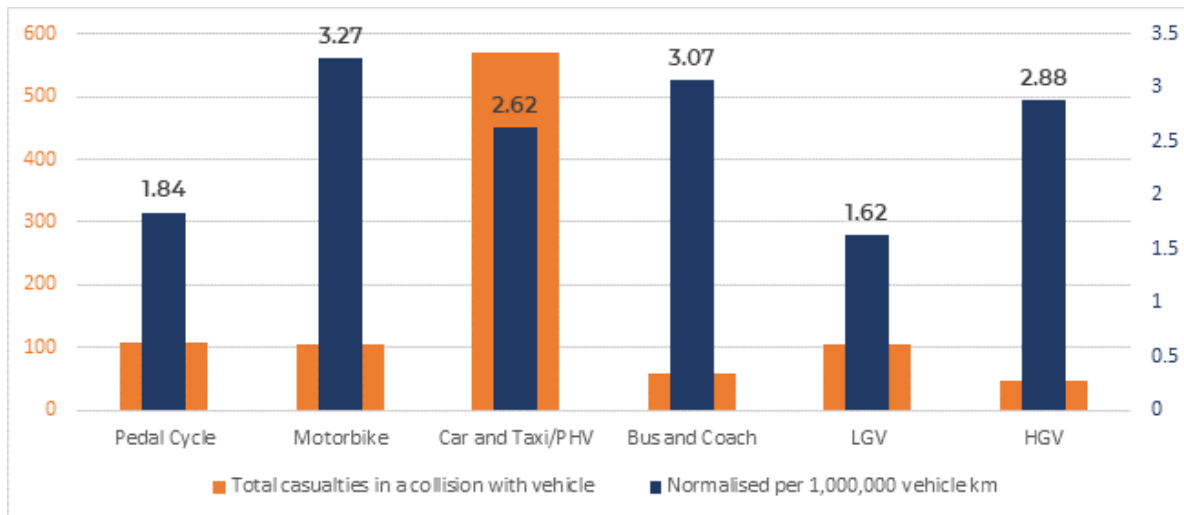


Figure 9: Chart to show relative risk of being involved in a fatal or serious collision, whilst not being the injured party, by mode of travel (1/1/2017-31/09/2021)

People riding cycles and driving light goods vehicles pose the least risk to others on the City’s streets.

### Conflict between particular road users results in the majority of fatal and serious injuries

The casualty data can be used to provide insight into who is injuring who on the City’s streets. The following section provides more detail on which vehicle types are involved in collisions that result in serious injury to people walking, cycling and riding motorcycles, i.e. 91 per cent of all serious injuries in the Square Mile.

#### People cycling

Almost half (48 per cent) of all serious injuries to people cycling involve drivers of cars, taxi and private hire vehicles. Only 13 per cent involve no other vehicle (assumed to be people walking, although some will involve no other street user) and 12 per cent involve conflict with other people cycling.

#### People walking

39 per cent of all fatal and serious injuries experienced by people walking, involve drivers of cars, taxi and private hire vehicles. 22 per cent of serious injuries involve people cycling, while 19 per cent involve people riding a powered two wheeler. This is despite there being over five times the number of people cycling in the City compared to people riding powered two wheelers (7am-7pm, 2022 data).<sup>4</sup>

#### People riding motorcycles

Riders of powered two wheelers experience particularly high risk from drivers of goods vehicles, with 24 per cent of all serious injuries involving this vehicle type. Drivers of

<sup>4</sup> [Transport in the City Data Summary](#)

cars, taxi and private hire vehicles are involved in 45 per cent of all serious injuries to riders of powered two wheelers.

Conflict between people walking and cycling makes up more than 14 per cent of all fatal and serious injuries<sup>5</sup>, showing it to be an issue requiring further investigation and action to address. However, with only 22 per cent of serious injuries to people walking involving someone cycling, and the remaining 78 per cent involving motor vehicles, the focus of attention remains on these higher risk modes.

There are inequalities in the way in which the impacts of road trauma are felt. As described above, vulnerable users of the City's streets are seriously injured more often, as are men compared to women. At a pan-London scale, people from more deprived backgrounds and ethnic minorities have also disproportionately felt the impacts of road danger. The way in which data is collected by the Police may hide other inequalities relating to protected characteristics, for example the danger and fear of danger experienced by disabled people. The City Corporation and partners will consider and incorporate efforts to ensure a more inclusive and just approach to remove inequalities in the system.



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<sup>5</sup> Eight per cent from pedestrians injured through conflict with cyclists, plus six per cent of cyclists injured with no other vehicle (presumed to be pedestrians)

## **Summary of the areas of focus for this plan**

The insight from the collision and casualty data identifies the following key issues to prioritise and address through the actions contained within the latter half of this plan:

1. 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.
2. 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.
3. 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.
4. 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.
5. 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.
6. 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.

## Safe System and a focus on the sources of harm

This plan follows a proactive road danger reduction approach, in place of the more simplistic casualty reduction and road safety approach traditionally favoured across the UK. The shift in emphasis to tackling the origins of road danger at source is essential to achieving the end goal of prevention of fatal and serious injuries.

In doing so, the opportunity exists to see transport's contribution to public health in the broader context. Through tackling the key sources of harm (travelling too fast, driver and rider distraction, drink and drug use and unlawful and risky behaviour) it is possible to prevent serious harm to users of the City's streets, whilst also improving perceptions of safety, and breaking down the barriers to even greater levels of walking and cycling.

For these reasons, successful delivery of this Plan is a critical success factor to delivery of the broader strategic transport and climate action goals for the City Corporation. In turn, the plan's success can be measured in increased walking and cycling, a less traffic dominated, more inclusive and forgiving street environment, as well as fewer people killed and seriously injured.

### **Safe System approach – a framework for delivery and principles of the approach**

The Safe System approach that this action plan follows is an internationally recognised and proven framework for tackling road risk and preventing fatal and serious injury. It is the approach that the Department for Transport has adopted and prescribed to local authorities. It is also incorporated into the Mayor and TfL's [Vision Zero Action Plan](#) and [Progress Report](#), as well as the City Corporation's own [Transport Strategy](#). The Safe System approach improves upon the obsolete approach of categorising activity by engineering, education or enforcement, and sees a death or serious injury as a failure of a 'system'.

That system is made up of the street environment, the vehicles that travel within it, the behaviours of people that use the streets, and the speeds at which they travel. This more holistic approach recognises that all parts of the system can fail and lead to a fatal or serious collision, and they need to work in combination to prevent these tragic events. As such, the framework of this plan is structured around five key themes:

- Safe Streets
- Safe Speeds
- Safe Vehicles
- Safe Behaviours, and
- Post Collision Response.



*Figure 10: Key themes of the Safe System Approach*

Whilst the final theme of Post Collision Response is not one that includes directly preventative action, it is crucially important in supporting bereaved families and those that have suffered serious injuries. It is also imperative to learn from collisions to feedback into the approach and analyse collision and casualty data to further refine and improve the programme of interventions.

The Safe System approach also introduces a set of core principles which help guide the approach and provide a focus for the delivery of initiatives to reduce road danger. The core values of the City’s Vision Zero approach are that:

1. People make mistakes, so the transport system in the Square Mile needs to accommodate human error and unpredictability
2. There are physical limits to what the human body can tolerate. The City’s streets need to be forgiving, so that the impact of a collision will not cause fatal or serious injury
3. All those with a role in designing, building, operating, managing and using the streets have a responsibility to reduce danger
4. All parts of the system must be strengthened in combination to multiply their effects. As a result, people are still protected if one part fails and it does not lead to death or serious injury.

Lastly, and what rests behind the City Corporation’s long-term ambition for Vision Zero, is the fundamental conviction that deaths and serious injuries on the City’s street network are neither inevitable, nor should they be tolerated. They are predictable, preventable yet tragic events, which the City Corporation and its partners will continue to challenge and collaborate on solutions to address.

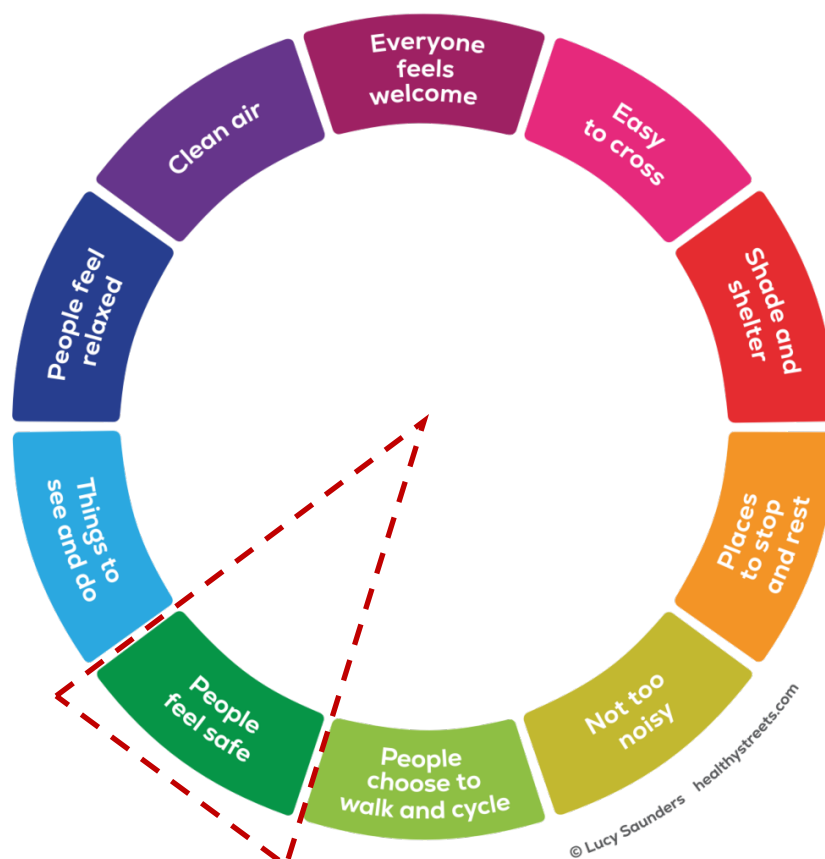


Figure 11: Healthy Streets indicators and contribution of safety

### Vision Zero and Healthy Streets

The Healthy Streets Approach provides a framework for putting human health and experience at the heart of planning transport in the City. It uses ten evidence based indicators, shown in Figure 13, to assess the experience of being on our streets. Good performance against each of the indicators means that individual streets are appealing places to walk, cycle and spend time.

The Vision Zero and the Healthy Streets approach are intrinsically related to one another, with safety and the feeling of safety being fundamental to creating environments where people wish to walk, cycle and spend time. Safer streets are healthier, more active streets. As Figure 13 above shows 'People feel safe' is one of the ten Healthy Streets indicators but all the indicators contribute to making streets safe environments, and vice versa.



## **Road Danger Reduction and a risk management approach**

The Safe System programme that follows in this plan is based upon the hierarchy of controls that is the best practice approach to health and safety risk management. This approach follows an order of interventions from most effective to least effective:

- Elimination (physically removing the hazard) – the City’s proactive approach to the reduction of motor traffic in the Square Mile will mitigate the risk posed by motor vehicles.
- Substitution (replacing the hazard) – encouraging the adoption of more active, sustainable forms of transport will replace the risk from motor vehicles (e.g. goods vehicles) with lower risk transport modes (e.g. cargo cycles)
- Engineering (isolating people from the hazard) – junction improvement schemes and the expansion and enhancement of the City’s cycle network are examples of engineering initiatives that assist in protecting street users from risk.
- Administrative controls (changing the way people behave) – behaviour change initiatives can have more limited effect but are still an effective tool in reducing the level of risk in the system through encouraging safer travel behaviours.
- PPE (protecting people with Personal Protective Equipment) – PPE has the potential to reduce the injury outcome should a street user be involved in a collision. However, this should be seen as the last resort, after efforts to eliminate and mitigate the risk.

As set out in its Transport Strategy, the City Corporation will continue to take a proactive approach to reducing the amount and dominance of motor traffic in the Square Mile. Where trips continue to be made, the City Corporation and partners will encourage them, where possible, to be switched to alternative safer forms of travel. Engineering measures alongside vehicle safety improvements will further reduce risk, before relying on behaviour change initiatives and finally personal protective equipment as the last resort to reduce road danger.





## Targets to monitor progress towards Vision Zero

To monitor progress and underline the ambition to Vision Zero, the City Corporation has set targets for reducing deaths and serious injuries.

The Transport Strategy set the target of zero by 2040, along with the target set of a 70 per cent reduction against 2010-14 levels by 2030. The target to achieve a reduction of fatal and serious injuries to below 35 in 2022 was missed.

Due to the costs and time required for the actions in this plan to bed in and take effect, progress to achieve the 2030 target is weighted towards the latter part of the 8-year period following the publication of this plan.

The City Corporation has worked with TfL to further understand the impact of the improved reporting of injury severity by the City Police. Following the change in reporting, more injuries are being classified as serious rather than slight. TfL and the City Corporation have applied an updated 'back-estimation factor' to historic fatal and serious casualty numbers prior to the change in 2017. This results in a slightly higher figure of 20 for the 2030 target than the 16 previously proposed, due to the higher 2010-14 baseline.

Targets to reduce deaths and serious injuries in the City are now as follows:

- By 2030, fewer than 20 deaths and serious injuries
- 2040, zero fatal and serious injuries

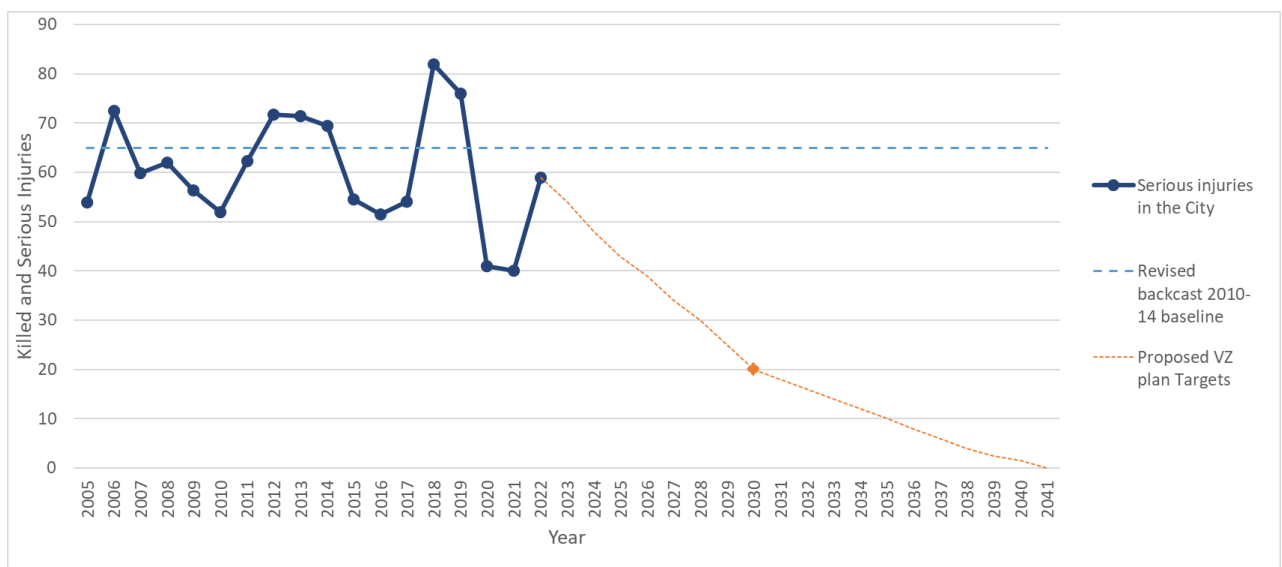


Figure 12: Targeted reductions in numbers of fatal and serious injuries in the City

## **Delivering in partnership**

The Vision Zero ambition and the intermediate target set out above cannot be achieved by any one agency acting alone.

The City Corporation already has an effective forum for collaboration with key partners, called the Road Danger Reduction Partnership. The City Corporation, City Police, London Ambulance Service, London Fire Brigade and TfL meet to discuss and agree the strategic approach and initiatives to achieve Vision Zero. This forum will continue to be essential in managing delivery of this plan and will report on progress to the Safer City Partnership Strategy Board.

As a business district the City has far more daily employees that visit the Square Mile, compared to the c.9,000 residents, and for this reason the plan cannot be developed or delivered without the essential input of the business community. The Active City Network (ACN), a forum made up of Business Improvement Districts and other major businesses in the City will continue to steer, communicate, challenge and support the road danger reduction activity delivered in the Square Mile through its steering group. The ACN will be used as a sounding board and forum for feedback on delivery of the many actions in this plan.

Business Improvement Districts (BIDs) will continue to act as key allies and delivery partners in communicating with and influencing the business community, to help deliver the City Corporation's objectives.

We will also engage and cooperate with surrounding central London boroughs. Collaboration, knowledge sharing, economies of scale and collective influence will be the hallmarks of the Central London Vision Zero Forum, which will help to coordinate activity to achieve the shared Vision Zero goal.

Throughout this plan, there are a number of actions that will require wider partnership and collaboration in order to be delivered effectively. These partnerships will be forged with schools, businesses, developers, couriers, construction companies and residential communities amongst others, and are in addition to the partnership forums mentioned above.

Through this approach, partners will work hand in hand with each other to deliver the ambition and realise the goal of the eradication of death and serious injury from the City's streets.

## Section B: Safe System Programme of Action

This section of the action plan details the actions that the City Corporation, City Police and other partners will take, structured around the key themes of the Safe System approach. The actions build on the [City Corporation's Transport Strategy](#), particularly Proposal 20: *Apply the safe system approach and the principles of road danger reduction to deliver Vision Zero*. The Transport Strategy sets the strategic framework for transport in the City to 2044. Achieving Vision Zero will require the delivery of other proposals in the Transport Strategy, such as traffic reduction and enabling more walking and cycling.

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.

### **OVERARCHING VISION ZERO ACTION – ACTION 1:**

***Road danger reduction will 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 their partners.***

*Vision Zero will be a central facet of activity, with the reduction of road risk considered a core element of success for all street infrastructure schemes and initiatives.*

*Key elements of the process of strengthening the safety culture will include:*

- *applying language guidelines for road collisions, e.g. “crash” or “collision” not “accident”, and referring to the driver or rider, not the vehicle, participating in London Vision Zero week, Project EDWARD<sup>6</sup>, national road safety week and other similar campaigns,*
- *recognising success in delivering initiatives that support Vision Zero, as well as inviting ideas for innovation and creativity,*
- *raising and maintaining ongoing awareness of individual fatal and serious collisions when they occur, along with trends in fatal and serious injury numbers in the City of London.*

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<sup>6</sup>Project EDWARD (Every Day Without A Road Death) is a platform for highlighting good practice in road safety in the UK, through a week of action in October each year.

## Safe Streets

The City Corporation and TfL as the highway authorities for the City's street network have the opportunity to re-design and re-engineer streets to reduce risk and prevent harm.

The focus of action will be at those locations that present the greatest risk and where people walking, cycling and riding powered two wheelers are most vulnerable, namely junctions. Almost four in five of all casualties in the City take place at a junction, where turning movements and street users crossing each other's paths leads to greater road risk.

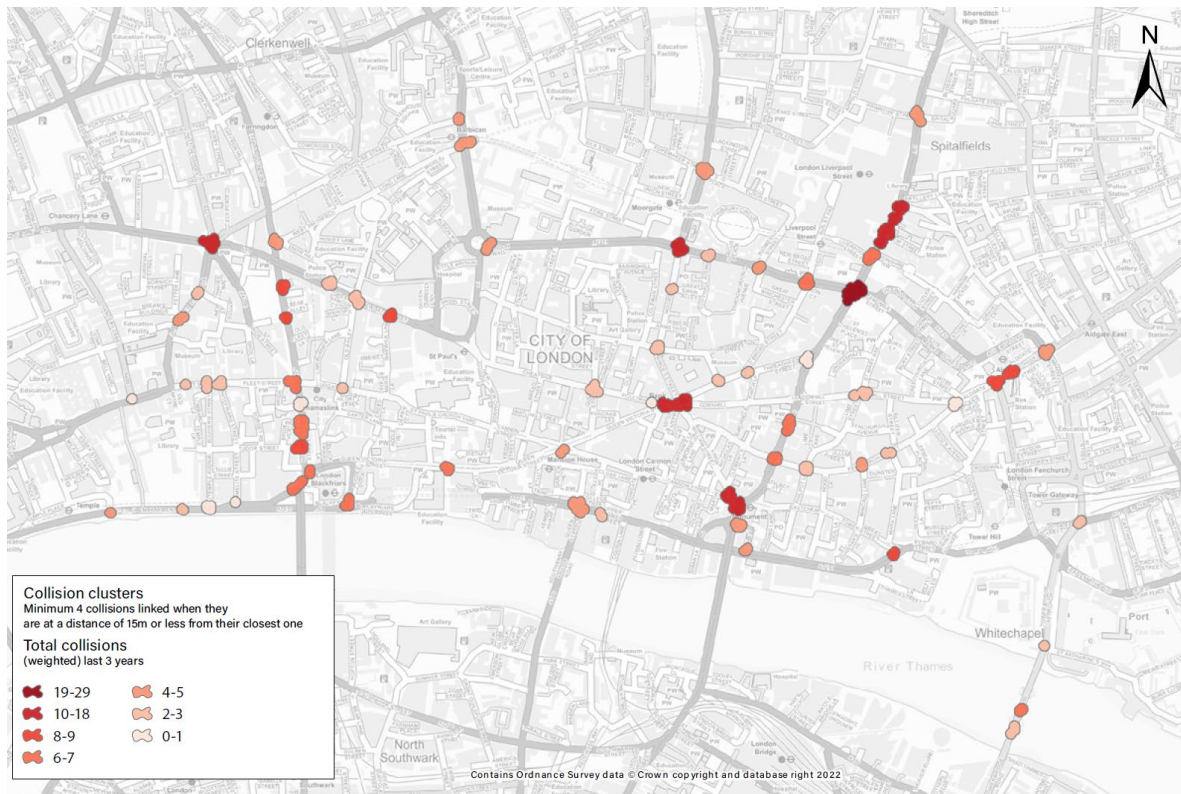
T-junctions present particular risk, with over half of all fatal and serious injuries occurring at these locations. In terms of the contributory factors to fatal and serious collisions as recorded by the City Police; 'Failed to Look Properly', 'Careless/Reckless/In a Hurry' and 'Failed to Judge Other Person's Path or Speed' are the most common. However, it should be noted that these are recorded after the collision, either by a police officer at the scene or by a member of the public online or over the counter at a police station, often without detailed knowledge of the circumstances of the collision.



The City Corporation has recently developed and applied a new, more sophisticated approach to the identification and prioritisation of junctions identified for remedial action. The approach is based upon analysis of serious injury clusters in the City, with

individual road user 'conflicting pairs' ranked and prioritised by potential for treatment and risk reduction and so value for money. The process will continue to also be applied to the TLRN, in order that the City Corporation can work with TfL to highlight the problem locations on their network of streets, including Monument junction.

The following map shows the locations on the City street network ranked by fatal and serious casualty numbers over the last five years.



*Figure 13: Map to show collisions cluster locations in the City of London*

Three of the top four locations are on the TLRN (Bishopsgate outside Liverpool Street Station, Bishopsgate / Wormwood Street, King William Street / Cannon Street), plus Bank Junction on the City Corporation's street network.

Removing TLRN junctions from the analysis, along with locations with recently completed schemes or committed future ones, produces a list of remaining junctions ranked by fatal and serious casualty numbers<sup>7</sup>.

The locations above are in addition to already planned and committed schemes, as part of the City Corporation's major and minor schemes programmes, including:

- Bank Junction and surrounding streets
- St Paul's gyratory transformation project
- St Mary Axe and Leadenhall Street traffic access restrictions, and

<sup>7</sup> Schemes delivered since 2017 were discounted from the analysis, along with ones that have funding committed for delivery within the next 5 years

- Pedestrian Priority Programme locations

The City Corporation commits to developing proposals for these prioritised junction locations within the lifetime of this plan to 2028.

Communications and marketing following scheme completion will aim to improve perceptions of safety and encourage more people to walk and cycle.



### **HEADLINE SAFE STREETS ACTION - ACTION 2:**

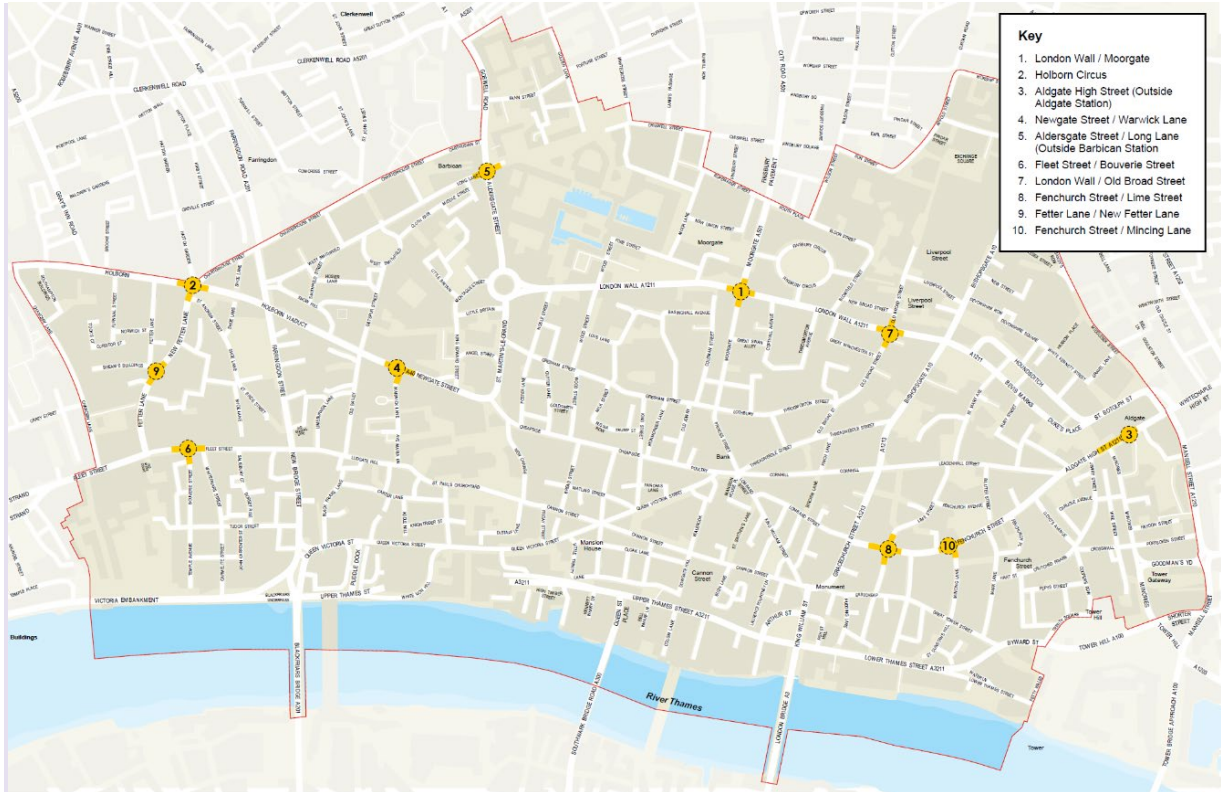
***A programme of junction improvement schemes will be scoped, designed and delivered to reduce danger and the fear of danger at priority locations.***

*Vision Zero will only be achieved in the City through delivering a prioritised programme to re-design and de-risk the junction locations where the risk of serious collisions is the greatest.*

*This ranked list of junction improvements is as follows:*

1. London Wall / Moorgate
2. Holborn Circus
3. Aldgate High Street (Outside Aldgate Station)
4. Newgate Street / Warwick Lane
5. Aldersgate Street / Long Lane (Outside Barbican Station)
6. Fleet Street / Bouverie Street

- 7. London Wall / Old Broad Street
- 8. Fenchurch Street / Lime Street
- 9. Fetter Lane / New Fetter Lane
- 10. Fenchurch Street / Mincing Lane



*The number of junction location schemes that will be progressed to delivery within the lifetime if this plan is yet to be determined and will be dependent on the availability of City Corporation or TfL funding.*

*The process of priority junction identification will be refreshed on an annual basis to ensure problem locations and the profile of risk has not significantly changed.*

### **Safe Streets Supporting Actions**

In addition to the key Safe Streets action above, the City Corporation will continue to deliver a comprehensive programme of engineering work to reduce risk on the City's streets. Supporting actions are as follows:

#### **SUPPORTING SAFE STREETS ACTION 2A:**

**Develop and apply safe streets design principles and best practice, including a City of London Vision Zero design audit.**

- *The City of London Corporation will work with TfL to apply design principles and practices that minimise the risk to the most vulnerable users of the City's streets. The prioritisation process for future schemes will incorporate casualty prevention.*

- *This approach of reducing exposure to risk through reducing the presence of motor vehicles (on accordance with the City of London Street Hierarchy), minimising the potential for conflict in time and space and prioritising the movement of people walking and cycling will be the hallmarks of the City of London Vision Zero design audit. This will be applied to all schemes, to ensure that guidance and best practice have been applied.*
- *The City Corporation will ensure that the successes of casualty reduction schemes are shared in future, and also that the anticipated reduction in casualties and road danger, leading to other ancillary benefits, are incorporated into the prioritisation process.*
- *Alongside these design principles and audit, existing and planned best practice guidance such as the Cycle Route Quality Criteria, Motorcycle Design Guide and Planning for Walking Toolkit will all be used and applied where appropriate in future scheme development.*
- *The City Corporation will ensure that safety and the reduction of road risk is made central to all infrastructure delivery, including major schemes, minor schemes, Healthy Streets programmes and Section 278 agreements.*
- *The planning process will be used to ensure that, where appropriate, new developments contribute to providing safer streets by securing highway works to mitigate the impact of the development and to reduce road risk.*

The hierarchy of measures shown on page 22 helps provide a framework for the approach to be taken throughout the delivery of this plan. Consistent with this, a framework of design principles will help support a common approach and ideology for the delivery of street improvement schemes.

#### **SUPPORTING SAFE STREETS ACTION 2B:**

Deliver smaller scale targeted improvements to reduce risk to people walking, cycling and riding motorcycles in line with the insight derived from casualty data

*Deliver a range of engineering initiatives that reduce risk to the most vulnerable users of the City's streets –those walking, cycling and riding motorcycles – through enhanced engagement with the groups that represent them.*

Alongside the initiatives outlined above, the dominance of people walking, riding cycles and powered two wheelers in the casualty numbers requires that the street network be upgraded to reduce the risk to these modes of transport. For each of these modes, there are specific interventions that will help to reduce danger, and the fear of danger.

To help reduce risk to people on foot, the City Corporation will:

- Work with TfL to identify potential locations for the introduction of green person authority signalised crossings to prioritise movement of people walking



- Raising the carriageway to pavement level at side streets to prioritise people walking, improve accessibility and reduce speeds
- Work with TfL to minimise waiting times and maximise crossing times at signalised pedestrian crossings
- Review pavement and pedestrian island widths at locations with high footfall
- Commission research to better understand conflict between people walking and cycling, to help identify design engineering and behavioural solutions that reduce injury
- Further enhance pedestrian priority on 'Local Access' streets.

To reduce road danger for people riding cycles, the City Corporation and partners will:

- Use the City's Vision Zero Collision Data dashboard to help inform the network of future cycle infrastructure improvements
- Review collision conflicts in the context of parking and loading bays to ascertain whether risk for people riding cycles or powered two wheelers is higher where parking and loading is present
- Work with TfL to identify signal timing improvements that will reduce risk at junction locations and improve convenience for people walking and cycling
- Use third party data (e.g. Strava) to identify high cyclist flow routes and consider further segregation / improvements for these routes, particularly where collision clusters exist

To reduce road danger for people riding motorcycles, the City Corporation and partners will:

- Use the City's Vision Zero Collision Data dashboard to identify and prioritise powered two wheeler collision clusters
- Infrastructure schemes in the City will take into account best practice design and engineering principles to reduce risk to powered two wheelers, through road safety audits and TfL's Motorcycle Safety Review Tool, which the City Corporation will help develop and subsequently apply.

The City Corporation will continue to engage with groups representing different street users when designing new schemes to understand their particular concerns and ensure that they are addressed.

### ***SUPPORTING SAFE STREETS ACTION 2C:***

Enhance the delivery of road danger reduction engineering initiatives through effective monitoring and reporting, whilst seeking additional funding opportunities and future proofing the network.

- *The City Corporation will seek new funding sources and opportunities for road safety research and/or schemes, e.g. for research from the Road Safety Trust or other grant making trusts.*

- *The City Corporation will investigate ways to enhance and advertise the process of reporting road defects or locations of concern e.g. working with partners such as fixmystreet.com and/or TfL's ReportIt tool.*
- *In future, the City Corporation will make better use of TfL's Traffic Accident Diary System (TADS) collision monitoring system to monitor new schemes for collisions to identify and fix any teething problems quickly and build a best practice portfolio of successful scheme design.*
- *Lastly, the City Corporation will work with TfL and relevant industry partners to identify advancements in infrastructure technology and consider how they should be integrated into the network in future, e.g. interactive signage or 'connected infrastructure' with the ability to interact with vehicle movements.*

## Safe Speeds

The speed at which vehicles travel in a busy urban environment such as the Square Mile, is key to creating places where people are safe and feel safe. Not only is the speed at which a vehicle is travelling the most important factor in whether or not a collision will occur, it is also the fundamental factor dictating whether the resulting injury will be fatal, serious or slight. Vehicles travelling at higher speeds create greater risk, worsen perceptions of safety, deter people from walking and cycling and can lead to a hostile, traffic dominated street environment.

The City Corporation has already led the way in the Capital in setting lower, 20mph speed limits to help create forgiving streets. Safe Speeds draws in action from across Safe Streets, Vehicles and Behaviours that contribute to a reduction in speed.

### **HEADLINE SAFE SPEEDS ACTION – ACTION 3:**

***Promote and encourage 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.***

*The City Corporation will:*

- *ensure all its projects that deliver changes to the City's streets create low speed environments that are self-enforcing.*
- *identify locations across the Square Mile where trials of innovative signage will help create lower speed environments and reduce road danger. This may include cautionary or advisory signage and messaging to help encourage people to drive and ride at speeds appropriate to the context to improve perceptions of safety and ensure that people do not feel vulnerable or unsafe.*
- *introduce speed indicator devices at locations with the lowest levels of speed limit compliance and highest risk to prevent serious collisions.*
- *align with TfL's approach and set the standard for driving behaviour by introducing intelligent speed assistance<sup>8</sup>*
- *(ISA) in its own vehicle fleet and promote its use by other fleets that operate in the City, including the fleets of City Corporation partners, suppliers and service providers.*
- *use its own channels, including to the business community, to amplify national and London speed awareness campaigns at a local level.*

Setting the appropriate speed limits to promote a calm, welcoming street environment is not sufficient to achieve the necessary reduction in speeds. Speed limits need to be reinforced by street design that reflects the desired maximum speed. It is also important to point out that at certain times and locations, a safe, appropriate speed will

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<sup>8</sup> Intelligent speed assistance (ISA) is a system that alerts the driver and then limits the vehicle's engine power when necessary to help prevent the driver from exceeding the stipulated speed limit.

be some margin below the limit. Safe speeds will be achieved in the Square Mile through effective street design, sophisticated vehicle and on-street technology measures and marketing and awareness campaigns.

Whilst designing streets to prompt safe speeds is the primary action, technology also has a role to play in assisting with speed compliance. Research suggests that on street speed indicator devices can be effective in prompting a reduction in mean speeds<sup>9</sup>.

Trials of innovative signage will focus 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.

The City Corporation will engage with key stakeholders including the City Police, London Ambulance Service, London Fire Brigade, neighbouring London boroughs and the business community in the development and delivery of this programme. Following implementation, the trial schemes will be monitored and evaluated to understand whether expansion of the programme to further streets is warranted. Innovative signage will highlight to people driving and cycling that the area is a low speed environment where additional caution should be taken.



Rather than developing its own behaviour change and marketing campaigns, the City Corporation will seek to maximise return on investment through delivering DfT and TfL

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<sup>9</sup> <https://content.tfl.gov.uk/effectiveness-of-sids.pdf>

campaigns in the Square Mile. These will be tailored to reflect the unique context in the City where appropriate.

## Safe Speeds Supporting Actions

In addition to the key Safe Speeds action above to promote compliance with existing speed limits, the City Corporation and City Police will continue to deliver a comprehensive programme of work to reduce risk on the City's streets. Supporting actions are as follows:

### **SUPPORTING SAFE SPEEDS ACTION 3A:**

***The City of London Police will maintain its on-street engagement and speed enforcement activity to focus on locations and times where poor compliance presents the greatest risk.***

- *Using high profile, high visibility speed enforcement methods targeted at the locations identified as being highest risk, the City Police will crack down on drivers and riders travelling at unsafe speeds.*
- *Roads policing operations will not lead to punitive measures by default. Instead, the City Police will engage and advise users of the City's streets on how to travel at safe speeds, avoiding risk to others.*
- *Existing cameras are located only on the TLRN and so the City Corporation will engage with TfL's process of reviewing the prioritisation process for installing new cameras to advance the importance of camera enforcement in the City.*

For most people using the City's streets, the combination of speed limit signs and markings supported by street design and a sense of responsibility will be sufficient for them to travel at a safe speed. However, there will remain a small but hard to engage few that continue to break the law and put other users of the City's streets in danger. It is these road users that will be targeted by the roads policing practices of the City police.

This will include engagement with people cycling, to encourage them to travel at safe speeds to reduce risk to themselves and other people.

The benefit of high profile roads policing will expand beyond the operations themselves, as dangerous road user behaviour is deterred. Through communicating and raising the profile of the City Police's on street speed enforcement activity, users of the City's streets will know to adhere to the speed limit and reduce risk to others.

The City Corporation and City Police remain of the view that speed cameras have a valid role in assisting with speed compliance on the City's streets.



### **SUPPORTING SAFE SPEEDS ACTION 3B:**

***The City of London Corporation and Police will investigate the use of additional data sources to improve their understanding of the impact of speed and the identification of locations for speed enforcement, communications or engineering solutions.***

Recognising the significance of speed and its contribution to road danger and poor perception of safety on the City's streets, it is imperative that the City Corporation, City Police and partners fully understand where, when and how inappropriate speed impacts most acutely.

## Safe Vehicles

Delivering Vision Zero in the Square Mile means the City Corporation and its partners must use all avenues available to them to reduce risk in the 'system', and this includes the vehicles that travel on the streets.

As the hierarchy of measures on page 22 shows, the most effective control to reduce vehicle risk, is through reducing the number of motor vehicles. This reduction in vehicle movements is consistent with Proposal 11 in the Transport Strategy, which commits to taking a 'proactive approach to reducing motor traffic'. It helps to reduce the dominance of vehicular traffic in the City, supports the Climate Action Strategy and efforts to improve air quality and improves perceptions of safety, encouraging people to walk and cycle more.

Each day on the City's streets, there are thousands of trips made by vehicles that are either not essential or could be made by other more active, healthy, zero carbon and lower risk modes. The City Corporation will continue its efforts to reduce the number of motorised goods vehicles that make delivery or servicing trips in the City.

The Transport Strategy aims to reduce general motor traffic by 25 per cent and motorised freight trips by 15 per cent by 2030, and this Vision Zero plan underlines the importance of that activity. The City Corporation remains ready to work with the Mayor and TfL to explore a proactive approach to reducing all forms of motor traffic on London's streets (including through next generation road user charging).

The chart on page 16 shows the vehicles that pose the greatest risk relative to their share of traffic on the City's streets, and it is these that should be the focus of the City Corporation's effort to reduce danger. However, the City Corporation's influence on vehicle design, standards and operation varies, and it is imperative that the City Corporation collaborates effectively with its partners to seek influence over those vehicles that they own, procure or operate. In some cases, and consistent with principle 4 of the Safe System approach (see page 20), where the degree of influence on the vehicle itself is limited, then a greater focus will be applied to improving driving and riding standards, or street design that reduces the risk they pose.

### **HEADLINE SAFE VEHICLES ACTION – ACTION 4:**

***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. The City Corporation will:***

#### **Buses and coaches**

- *continue to engage with TfL to provide insight, data and advice on the approach to reduce the risk posed by London buses on the City's streets.*
- *seek opportunities to engage with coach operators to encourage them to incorporate retrofit advanced safety technologies such as intelligent speed assistance (ISA), driver monitoring and alcohol locks.*

#### **Taxi and private hire**



- *Encourage 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*

### Freight vehicles

- *seek the highest standards through the use of the innovative CityMark initiative, which encourages construction sites to take a more holistic view of safety beyond the hoardings and to prioritise the reduction of risk to other road users.*

### Professional couriers and delivery riders and drivers

- *collaborate with TfL and neighbouring boroughs through TfL's Motorcycle Road Safety Charter to engage and raise standards of restaurant and grocery delivery companies and professional courier services. These companies represent a significant proportion of powered two wheeler trips, so through the charter we will encourage the use of non-motorised forms of transport, including foot and cycle where possible.*
- *make 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.*
- *collaborate with partners to improve vehicle standards and maintenance and seek to support the development of a motorcycle fleet accreditation standard.*

### Cycles

- *work with the City Police to prompt and encourage good cycle maintenance and standards through on-street engagement, awareness raising events and engagement with the business community.*

### Future technology

- *work with partners to investigate and potentially trial new safety technologies, such as driver distraction monitoring and retrofit Advanced Driver Assistance Systems (ADAS). Collaboration with other partners including TfL will be vital in future-proofing the street network.*
- *ensure that the City Corporation has a voice in steering thought-leadership and research on the topics of connected and autonomous vehicles (CAVs) adaptation (including ensuring access to post-crash vehicle data), data collection through CCTV, and technology and mapping company engagement and data sharing.*
- *seek 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.*

### **SPOTLIGHT ON: City Mark**

City Mark aims to influence the level of work-related road safety (WRRS) compliance on construction sites in the City of London, helping reduce risks for people walking, and those riding cycles and motorcycles.

City Mark is an initiative that builds on existing schemes and best practices, namely the Fleet Operator Recognition Scheme (FORS) and Construction Logistics and Community Safety (CLOCS) scheme and acknowledges developments that operate at the highest WRRS compliance levels. In the City of London, one of the biggest road risks comes from construction and supply chain vehicles that support over 60 active developments. City Mark aims to work with clients, developers, and haulage and transport companies involved in these developments to understand and recognise the WRRS initiatives they have implemented. City Mark has been added to the existing Considerate Constructors Scheme (CCS) to recognise developments and sites that operate to the CLOCS and FORS work related road safety (WRRS) standards and accreditations.

CCS and City Mark organise awards events to reward and recognise sites that are exemplars at implementing CLOCS and FORS throughout their supply chains and can demonstrate best practices in compliance assurance. Previous winners include Citygrove and Skanska at 60 London Wall (Client/Principal Contractor Award) and Knight Harwood at 60 Moorgate (Contractor Logistics Award).



## Safe Vehicles Supporting Actions

In addition to the key Safe Vehicles action above to reduce the risk that vehicles on the City's streets pose, the City Corporation will continue to influence and reduce vehicle risk through a range of supporting actions, as follows:

### **SUPPORTING SAFE VEHICLES ACTION 4A:**

***The City Police will continue to educate, engage and enforce against users of the City streets that drive or ride vehicles that put themselves and others at risk.***

- *The City Police will continue to inspect hundreds of vehicles each year, with the City Police Commercial Vehicles Unit continuing to support the London Freight Enforcement Partnership (LFEP), alongside Transport for London, the Metropolitan Police Service and the Driver and Vehicle Standards Agency*
- *E-scooters that are not part of the London trial, and other devices e.g. hoverboards and e-unicycles remain illegal on streets and footways across the City, and the City Police will engage, educate and potentially seize the devices belonging to individuals that break this law.*
- *The same rule will apply for people that have adapted their cycles or ride ones that fail to comply with legal requirements and put themselves and other users of the City's streets at risk.*
- *The City Police will adapt their enforcement approach with further developments in micro-mobility, ensuring future legislation on their use is consistently applied, with users of illegal models apprehended and the vehicle potentially seized.*



#### **SUPPORTING SAFE VEHICLES ACTION 4B:**

**Raise vehicle safety standards through the City Corporation setting the benchmark through its own fleet, whilst using procurement processes, supply chain and influence on other businesses to further extend the benefits. The Corporation will:**

- *introduce retrofit intelligent speed assistance (ISA) where appropriate into its own fleet, and will share the cost, environment and safety benefits with other partners (e.g. suppliers, contractors, and business community)*
- *use telematics to monitor and address any instances of driving behaviour, such as speeding, harsh acceleration and braking, that falls below the standard expected of its employees and workers<sup>1</sup>*
- *investigate options for gamification / incentivisation of safe behaviours (rewards) and dependent on the results, potentially expand to other partners*
- *continue to use its power and influence across its broader supply chain to raise standards in more and more vehicles, including the potential to match our own fleet standards, such as with a minimum star rating in the Euro NCAP Commercial Van ratings*
- *encourage longer term and larger contract suppliers to incorporate telematics, and demonstrate that they monitor, investigate and act upon instances of poor driving behaviour by their workers.*

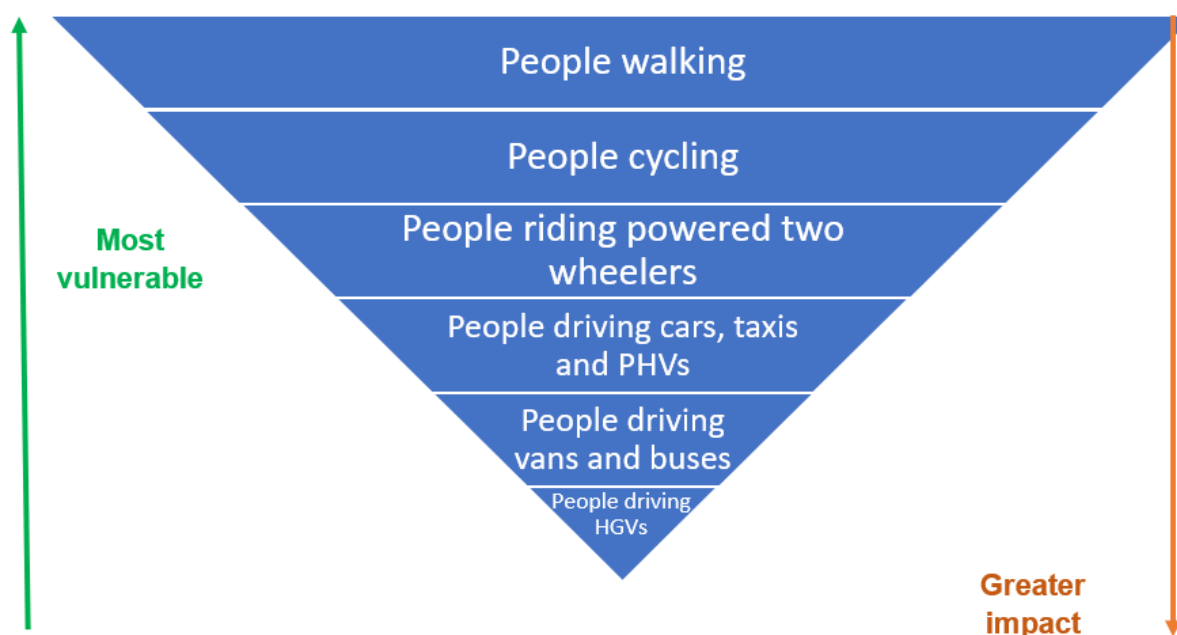
## Safe Behaviours

The behaviour of those that use the City's streets is too often the failure point that can lead to a fatal or serious collision. The system needs to accommodate human errors to ensure a death or serious injury does not result, but nonetheless dangerous, inconsiderate, and illegal behaviour will be tackled through training, enforcement, communications and other behavioural interventions. The engagement and enforcement activity set out in this chapter are additional to the actions included in other sections, including Safe Speeds.

The City Corporation will apply a hierarchy of road users and interventions, with a focus on improving the behaviour of those that present the greatest harm.

The City of London has long adopted a road danger reduction approach, which translates into a hierarchy, akin to that incorporated in the revised Highway Code 2022. Those users of the City's streets that drive or ride larger, heavier, motorised vehicles, have the potential to cause greater harm to those that are walking, riding cycles or driving motor vehicles that are less large than their own.

However, as set out in the principles of the Safe System approach on page 19, all those with a role in designing, building, operating, managing and using the streets have a responsibility to reduce danger.



*Figure 14: Hierarchy of impact and vulnerability from street users*

The City's casualty data shows that the majority of fatal and serious collisions result from the involvement of vehicles ridden or driven by professional drivers e.g. drivers and riders of courier / delivery motorcycles, light or heavy goods vehicles, buses and taxis and private hire vehicles. The focus of action will be on using the channels and levers under the control of the City Corporation and partners to influence and improve the driving and riding behaviour of these street users.

## **HEADLINE SAFE BEHAVIOURS ACTION – ACTION 5:**

***Deliver behaviour change and training interventions, with a focus on improving the riding and driving behaviour of those that pose the greatest risk. The City Corporation will:***

### Professional drivers and delivery riders of powered two wheelers and cycles

- *investigate the potential to strengthen its existing Fleet Operator Recognition Scheme (FORS) requirements for suppliers, including a condition that drivers have Safer Urban Driving training or on-cycle / immersive training.*
- *collaborate with TfL and other authorities to help inform national standards, including the design (and database) of Compulsory Basic Training for new and novice powered two-wheeler riders, compulsory requirement for Safer Urban Driving in Driver Certificate of Professional Competence (CPC) etc.*
- *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.*

### Taxi and private hire vehicles

- *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, Disclosure and Barring Service (DBS) frequency etc.*
- *encourage TfL to investigate options to reduce distraction of taxi and private-hire drivers, particularly through app-based operation, which is a particular risk to themselves, their passengers and all other road users.*

### Buses

- *support TfL with insight, data and expertise to advise on bus safety programme initiatives relevant to the City.*

### Other drivers and riders

- *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*
- *enhance engagement through the Active City Network (ACN), business improvement districts (BIDs) and other business channels to support and amplify messaging to commuter powered two wheeler riders, to promote safe, considerate and risk aware riding.*

### E-scooters and cycles

- *pursue the adoption of Community Safety Accreditation Scheme (CSAS) powers to address issues of anti-social behaviour by those cycling in the City*
- *develop a new campaign to highlight the risks of conflict between people walking and cycling in the City, with a call to action for cyclists to reduce the risk they pose*
- *promote training opportunities to e-scooter users to ensure that they ride in a way that minimises risk to people using the City's streets.*

- *promote cyclist training through business and resident channels so that people cycling know to ride calmly and in a way that anticipates others.*
- *undertake research on the patterns and origins of conflict between people walking and cycling to help understand and inform initiatives to help prevent further injuries from occurring.*





## Safe Behaviours Supporting Actions

In addition to the key Safe Behaviours action above to improve the riding and driving behaviour of those that pose the greatest risk, the City Corporation and City Police will continue to influence and enhance behaviour through a variety of other measures:

### **SUPPORTING SAFE BEHAVIOURS ACTION 5A:**

***The City Police Roads Policing Unit will continue to take an intelligence led and highly visible approach to tackling unsafe and illegal behaviour on the City's streets. Actions include:***

- *Using intelligence and evidence from casualty data and other sources, the City Police will deliver targeted enforcement of dangerous and reckless driving and riding, including using unmarked police vehicles.*
- *Adopting a proportionate approach to offences in the City, the City Police will continue their enforcement and engagement activity, to include anti-social and road danger offences e.g. cyclist close pass, careless and dangerous driving, riding cycles on the pavement and not obeying traffic signals, to tackle instances of riding and driving that present danger and negatively impact perceived safety.*
- *Amplifying the deterrent effect and discouraging users of the City's streets from behaving recklessly or illegally the City Corporation and Police will raise awareness of driving offences and criminal justice outcomes.*
- *The Police will target high-risk riders of powered two wheelers, including those that are uninsured, with enforcement measures, and the criminal justice outcomes will be regularly reported.*
- *Unsafe, reckless and irresponsible cycling in the City, such as red-light jumping will be addressed through officers stopping, engaging and enforcing against those responsible.*
- *The City Police currently engage with people using illegal private e-scooters and other forms of micro-mobility, and occasionally seize vehicles. If e-scooters become legalised, the City Police will continue to identify and target dangerous and illegal behaviours, including riding on the pavement.*
- *Vision Zero ambassadors in the business community will help to act as exemplars of road danger reduction e.g. raise awareness of the imperative to achieve Vision Zero, promote driver training in the supply chain.*
- *The City Corporation and Police will work together, and with the BIDs to develop and implement Business Community Roadwatch events.*

Communication and awareness raising of road policing campaigns, along with high-visibility operations will further increase the deterrent in the City.

Roads policing will take a proportionate approach to target particular high risk individuals and behaviours that pose a higher risk to others. However, a proportionate approach will be adopted to align the risk and degree of danger caused with the

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

The City Corporation's road danger reduction approach focusses on reducing the potential harm caused by users of the streets that pose the greatest risk. However, all users of the City's streets have a responsibility for their own safety, as well as that of others, and so the programme includes a focus on education and filling knowledge gaps of those cycling and riding powered two wheelers.

Figures 3 and 8 on pages 12 and 14 show that not only do people riding cycles represent the greatest number of fatal and serious injuries in the City, but they also experience the highest risk. As such, it is imperative that the City Corporation supports new and novice, but also more experienced cyclists with the skills and expertise to cycle safely in the City.



#### **SUPPORTING SAFE BEHAVIOURS ACTION 5B:**

***A range of training, marketing and communications campaigns will help empower and educate people walking, riding cycles and motorcycles, to help prevent them from being injured on the City's streets.***

*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.*

People riding cycles and motorcycles

- *The City Corporation will provide and promote free cycle training for people who live, work and study in the City, working closely with City businesses to offer this training in a convenient and easily accessible way.*
- *Due to the unique challenge of levels of cyclist / pedestrian conflict, the City Corporation will develop a cycling code of practice that will be shared with the business community through the Active City Network, to distribute through cycle user groups - promoting good standard of cycling behaviour.*
- *The City Corporation will raise awareness of 1-2-1 Motorcycle Skills training through its communication channels with City businesses.*
- *The Beyond CBT: Skills for Delivery Riders course is aimed specifically at delivery riders and again the City Corporation will investigate ways in which to promote the course to professional riders, including through supply chain and procurement practices.*
- *The City Corporation and partners will support TfL in its efforts to lobby for an improvement and update to the CBT syllabus and ensure it instils the necessary skills and safety awareness for modern urban riders.*
- *Since FORS expanded its remit to motorcycle fleets in 2018, the City Corporation and partners will continue to explore opportunities to promote the uptake of this accreditation as part of procurement contracts.*
- *The City Corporation and partners will engage with people walking, cycling or riding motorcycles in the City to understand their concerns and perceptions and then use the findings to tailor the existing training and campaign offer.*
- *Lastly, virtual reality (VR) Exchanging Places events that allow people to experience the blind spot from the driver's seat of an HGV will continue to be run in the City to ensure people walking and cycling take care near these large vehicles.*

#### *Children and schools*

- *The City Corporation will continue to promote and encourage schools to work towards STARS accreditation.*

## Post Collision Learning, Analysis and Support

Fatal and serious injury collisions on the City's streets are tragic but largely preventable events, and through treating them as such, the City Corporation and Police will learn from them to help prevent their reoccurrence whilst supporting the victims that suffer the consequences. The City of London Police apply an industry leading approach to fatal and serious collision investigation to determine culpability and potential criminality in the event of a crash. However, there is more that the City Corporation and Police can do to draw further learnings and ensure that they are applied in the design and operation of the street environment to prevent the reoccurrence of serious collisions.

### Investigating and learning from serious collisions

#### **HEADLINE COLLISION INVESTIGATION ACTION - ACTION 6:**

***The City of London Corporation and City Police will 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.***

- *The City Corporation and City Police will expand the Go Look See protocol to other serious collisions in the City to extract learnings from the most serious and life-changing events.*
- *In addition to post-collision investigations the City Police will undertake a process of exploratory Environmental and Visual Audits (EVAs).*

EVAs are officer-led reviews of the street environment to gather intelligence that helps to tailor the approach to roads policing and other road danger reduction interventions.

In June 2022, the government announced the formation of a Road Safety Investigation Branch (RSIB) to make independent safety recommendations and shape future road safety policy. The RSIB will investigate incidents on the country's roads and provide insight into what needs to change to help save lives.

- *The City Corporation and City Police will work together to apply new processes as a result of national and London pilots and schemes to improve collision investigation.*

#### ***In addition:***

- *The City Corporation will identify opportunities to complete further data analysis to better understand risk on the City of London's streets, and*
- *The City Corporation will seek to develop and apply innovative approaches to develop a measure of risk in the City.*

## **Supporting the victims of serious road traffic collisions and reducing injury outcomes**

### **HEADLINE VICTIM CARE ACTION – ACTION 7:**

#### ***Injury outcomes from collisions in the City will be minimised through access to emergency care***

- *The City Corporation will help to ensure that injury outcomes are reduced as much as possible through working with the London Ambulance Service (LAS) and the City Police to ensure that potentially life-saving medical equipment is readily available and accessible when or where it is needed within the City e.g. defibrillators and trauma bags. This equipment will assist in reducing all injury outcomes in the City, not just as a result of road traffic collisions.*
- *Through participating in the TfL, Mayor’s Office for Policing and Crime, Brake and Roadpeace victim support trial, 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.*

#### ***Support will be improved for those that suffer the most from the effects of fatal and serious collisions.***

- *The City Corporation will also engage with LAS teams to explore how the City Corporation could improve access for their paramedics i.e. dispatch cars, cycles and motorcycles, HEMS vehicles etc. The City Corporation will work closely with emergency services when developing traffic restrictions to reduce potential impacts on emergency response times.*

## Monitoring, evaluation and data improvements

In order to understand the City Vision Zero partners' progress towards the goal of zero death and serious injury, a robust and proactive monitoring and evaluation framework is required.

### **HEADLINE EVALUATION AND DATA ACTION – ACTION 8:**

***Develop further monitoring, evaluation and data improvements, along with greater reporting, to foster a proactive forward-thinking safety culture in the Square Mile.***

#### Investigating and learning from serious collisions

- *To gather even more insight from the Stats 19 collision data, the City Police will further improve the accuracy of collision reporting, through additional training for officers and awareness raising of the importance of understanding causation factors in preventing future collisions.*
- *The City Corporation and City Police will also work with TfL, and in turn the DfT, to improve vehicle and casualty categorisation in Stats 19 collision data recording (e.g. taxi separate to private hire vehicles, bus separate to coach, micro-mobility modes etc, as well as individual characteristics including disability and race).*

*The relationship between reducing road danger and promoting more walking and cycling trips is well understood. However, it is often individuals' perception of danger that prevents them from travelling actively, and this perception can often differ from the reality of where, when and how road danger materialises.*

- *The Corporation will explore ways to identify how individuals' perception of safety needs to be improved, along with ways to improve it through danger reduction interventions, marketing and communications.*

#### Developing a proactive approach to road danger reduction

- *Move beyond just fatal and serious injury numbers and establish a suite of outcome-oriented 'lead' performance indicators, in support of the overarching fatal and serious injury reduction target.*
- *In line with this, the City's Vision Zero partners will promote the reporting of dangerous and illegal road user behaviour, as well as self-reporting of personal injury collisions where the police did not attend.*
- *In turn, the City Police will publish and report more statistics relating to enforcement activity, along with criminal justice outcomes for those that have been found guilty of illegal road user behaviour.*

## Delivering the Vision Zero Plan

The table set out below provides further information on the delivery of the eight headline actions contained in the Vision Zero plan, including cost and resource required for delivery, along with the funding source and delivery period.

The eight actions are the headline actions under the five Safe System themes (plus one additional overarching action), that represent new or significantly expanded activity for the City Corporation, City Police and partners. The supporting continuation actions under the Safe System themes will be resourced through existing project and programme budgets.

For the actions and proposals that relate to the City Corporation, they will be funded by a combination of capital and revenue funding. The On-Street Parking Reserve (OSPR) and Community Infrastructure Levy (CIL) will be the key sources for capital funding, while TfL's Local Implementation Plan (LIP) funding will be the main source for revenue funding, along with the City Corporation officer time.

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.



<b>ACTION NUMBER</b>	<b>ACTION</b>	<b>ACTION THEME</b>	<b>ADDITIONAL COST AND RESOURCE</b>	<b>FUNDING SOURCE</b>	<b>DELIVERY PERIOD</b>
1.	Make road danger reduction central to the design and delivery of all initiatives	Overarching	Action will not require additional budget	n/a	2024 – 2029+
2.	Deliver a programme of junction improvement schemes at priority locations	Safe Streets	£2-3m for feasibility design	On-Street Parking Reserve (OSPR) and TfL Local Implementation Plan (LIP) Funding	2025 – 2026
			£20-50m for design and delivery	Community Infrastructure Levy (CIL), S278 developer funding and OSPR	2026 – 2029+
3.	Promote and encourage compliance with speed limits in the City	Safe Speeds	c.£100k, plus delivered through existing project budgets, and Environment Department officer time	TfL LIP Funding CIL and OSPR City Corporation	2024 – 2029+
4.	Take a risk-based approach to improving the design, maintenance and operation of vehicles that travel on the City's streets	Safe Vehicles	Environment Department Officer time	City Corporation	2025 – 2029+
5.	Deliver behaviour change and training interventions, with a focus on improving the riding and driving behaviour of those that pose the greatest risk	Safe Behaviours	c.£35k per annum, plus Environment Department officer time	TfL LIP Funding City Corporation	2024 – 2029+
6.	Improve the investigation of collisions	Post Collision	c.£40k plus Environment Department officer time	TfL LIP Funding City Corporation	2025 – 2029+
7.	Improve support for those that suffer the most from the effects of fatal and serious collisions	Post Collision	Environment Department Officer time	City Corporation	2024 – 2029+
8.	Develop further monitoring, evaluation, and data improvements	Post Collision	Environment Department Officer time	City Corporation	2024 – 2029+