

Date: 16 November 2022

Item: Vision Zero Action Plan Progress Report – One Year On

This paper will be considered in public

1 Summary

- 1.1 In 2021, we published an update to the 2018 Vision Zero Action Plan. The progress report was intended to update the 2018 Action Plan with the latest evidence and reaffirm actions to 2023/24. The Action Plan is part-way through delivery and continues to guide our road danger reduction activity.
- 1.2 This paper outlines progress against these actions and puts them into context against road safety trends that have emerged since the pandemic.
- 1.3 This paper also includes a spotlight on an action delivered since publication of the refreshed document: Action 27, the impact of installing Intelligent Speed Assistance within our own fleet.

2 Recommendation

- 2.1 **The Panel is asked to note the paper.**

3 Background

- 3.1 London has a long history of tackling road danger, and in 2018 took a bold step forward with its commitment to Vision Zero, pledging to eliminate deaths and serious injuries from London's streets by 2041. This ambition now applies to all our safety activity in the organisation, including customer and workforce safety.

4 Our stakeholders

- 4.1 Our primary audience for this work was our partners in the boroughs and the police, and external stakeholders we work closely with in shaping our approach to road danger reduction. The progress report included case studies from our partners in the boroughs, businesses, schools and others, showing how they were delivering measures to reduce road danger and celebrating their achievements.
- 4.2 We launched the Vision Zero document with the Transport & Environment Committee (TEC) of London Councils. The TEC Chair, the Commissioners of TfL and the Metropolitan Police Service (MPS) contributed a joint foreword in addition to the foreword from the Mayor.

- 4.3 The joint foreword included ‘five asks’ for all London boroughs: lower speeds to 20mph, reduce traffic, redesign streets with safety in mind, promote active travel and introduce safe vehicle standards through suppliers and fleets. These five asks have provided us with a clear framework to engage with boroughs and campaigners as we work towards delivering Vision Zero in London.

5 Road safety trends emerging since publication

Long term trends

- 5.1 Our objective for roads is to reduce deaths and serious injuries by 65 per cent by 2022, 70 per cent by 2030 and for all deaths and serious injuries from road collisions to be eliminated from London’s streets by 2041. Our target for buses is for a 70 per cent reduction in people killed or seriously injured in 2022, and for nobody to be killed or seriously injured on or by a bus by 2030. The 2018 Action Plan outlines the Safe Systems framework we have adopted to work towards those goals.
- 5.2 We have seen good progress in road safety improvements but there is further to go. In 2021, the number of people killed on London’s roads fell substantially to the lowest level on record. There was a 22 per cent reduction in fatalities between 2020 and 2021, and a 44 per cent reduction in Killed and Seriously Injured (KSI) casualties from the 2005-09 baseline towards the MTS (Mayor’s Transport Strategy) target of a 65 per cent reduction by 2022. For children (0-15) we have seen a 68 per cent reduction. We met our target to reducing KSI casualties involving a bus 70 per cent for two years running (in 2020 and 2021), earlier than our interim date of 2022.
- 5.3 Since the pandemic, there has been a change in the type of road users experiencing collisions and injury on the road network. We have seen a reduction in KSI casualties while walking or using a motorbike, and a reduction in the number of people killed while cycling, but a rise in the number of people seriously injured while cycling. This is all in the context of large changes of who uses the road network, when and where. We are continuing to monitor these trends and to further understand them, while continuing to focus on reducing the harm to people walking, cycling, and motorcycling, who remain the most vulnerable on our roads.
- 5.4 Despite this change, the underlying headline trends in road danger remain the same: around 80 per cent of people killed or seriously injured were walking, cycling or motorcycling; cars are the biggest source of harm, followed by HGVs and motorcycles which pose a disproportionate risk to other road users. Buses remain the safest way to travel on the roads.
- 5.5 Figure 1 highlights the trajectory needed to meet our strategic 2030 and 2041 targets.

- 5.6 **Figure 1 – Trajectory to our 2030 interim Vision Zero target – Graph shows downward trajectory to minus 70% by 2030.**

6 Progress on actions

Overview

- 6.1 There were 36 actions set out in the Action Plan, grouped under the five pillars of the Safe System. By delivering these actions, we would expect progress towards delivering our 2030 interim target and 2041 Vision Zero goal.
- 6.2 We have made notable progress since our original Vision Zero action plan was published and we continue to work through our actions, while adding new targets and initiatives. We are proud of what we have delivered together so far. London's world-first Direct Vision Standard, which we introduced to reduce lethal blind spots on lorries, is now being enforced on all roads in London, and TfL's ground-breaking bus safety standard is mandating the latest safety technologies and designs on all new buses. Working in partnership with the boroughs, we have delivered 260km of safer, high-quality cycle routes, improved 43 dangerous junctions, delivered more than 100 Low Traffic Neighbourhoods and introduced 372 School Streets, where roads are closed at certain times to traffic to encourage more children to walk, cycle or scoot to school.
- 6.3 We continue to engage with Government on changes requiring Governmental approval or legislation such as vehicle standards (national adoption of EU General Safety Regulation), a lower default urban speed limit, motorcycle training standards and changes to who can enforce road offences and how.
- 6.4 The following provides a high level overview of progress on actions as set out in the Action Plan.

Safe Speeds

- 6.5 Lowering speeds remains one of the most important things we can do to reduce road danger. It also makes our streets less dominated by motor vehicles, more attractive for walking and cycling and reduces noise, pollution and carbon emissions, which is why we are on track to deliver 140km of lower speeds to the TLRN by 2024. We have engaged with the Government on

lowering the default urban speed limit on residential roads and are encouraging boroughs to adopt a default 20mph limit.

- 6.6 To improve compliance with speed limits, we have optimised where speed cameras are deployed and have enhanced enforcement activity, so that we will meet the commitment to have the ability to enforce increased numbers of contraventions if needed by up to one million offences by 2024. The delegation of enforcement powers to Police Community Support Officers will be granted soon when the new Met Commissioner signals his intent, which we hope will be received shortly. The Command's PCSOs play a significant role in reducing road danger. There is more they, and other PCSOs, could do to tackle speeding if they had the powers to stop and deal with speeding drivers at the roadside.

Safe Streets

- 6.7 Our recent funding deal with the Government has given us more certainty to deliver enhancements to our road network. We have reduced danger at junctions with 43 Safer Junctions and plan to deliver an additional three Junctions by 2024, and undertake feasibility and engagement on a further 10 Safer Junctions schemes by 2024, to address our most dangerous junctions.
- 6.8 Further pedestrian crossings and safety improvements will be delivered, as well as the continued roll out of the cycle network. We have continued to fund the boroughs to deliver schemes that contribute to Vision Zero.

Safe Vehicles

- 6.9 In 2021, we launched the Direct Vision Standard for heavy goods vehicles (HGVs). It is a world-first, industry leading lorry safety permit scheme, applicable to freight operators in London. It measures the driver's direct field of vision from their cab and rates it from zero to five stars, with those rated zero having to retrofit additional safety features to enhance the drivers view of hazards in an urban setting. We plan to further tighten the standard by 2024. We have engaged with the European Union and manufacturers to adopt these standards as part of the General Safety Regulation for all new vehicles sold in Europe. We have also committed to make all vehicles in the GLA supply chain FORS (Fleet Operator Recognition Scheme) Gold standard accredited by 2024, updated planning guidance to recommend CLOCS (Construction Logistics and Community Safety) silver standard.
- 6.10 We continue to call on the Government to support full adoption of the EU General Safety Regulation (GSR) making the latest safety technologies mandatory in all new vehicles in the UK from 2024.
- 6.11 We are also leading the Bus industry in our efforts to make buses the safest in the world. A number of enhancements that improve safety are being installed as standard on new vehicles. These include intelligent speed assistance, acoustic vehicle alerting systems for quiet running vehicles; non-slip flooring to reduce passenger slips, trips and falls; pedal indicator lights to reduce instances of pedal confusion; and blind spot mirrors to increase visibility of

vulnerable road users are being installed as standard on new vehicles. However, the pace of installing technology has been constrained by global supply chain issues and our funding envelope. Nevertheless, we have also taken tough measures to improve safety by combatting bus driver fatigue, including ensuring that all managers in bus garages have undertaken fatigue training. All ten London bus operators now have a Fatigue Risk Management System, and in partnership with our Operators we have introduced programmes to improve Health and Wellbeing of drivers.

- 6.12 We recently wrote to London borough councillors and shared with them a video with our five Vision Zero asks of boroughs. One of the asks in the video is for boroughs to manage work related road risk through adoption of the FORS & CLOCS Standard into their contracts and operations. Boroughs can manage work related road risk through FORS & CLOCS as part of their Local Implementation Plans. The most recent LIPS guidance (2022) includes provision for this.

Safe Behaviours

- 6.13 Collectively, we need to work towards a culture of safer driving, which must be addressed to help us achieve Vision Zero. More than 90 per cent of collisions on London's roads are linked to unsafe driving behaviours. We have continued to improve behaviours on the roads with the MPS focusing on the most dangerous drivers, using highly visible patrols deployed based on casualty data and local intelligence. We are working with the Government to improve education and training, particularly motorcycle training, and have launched targeted publicity and campaigns to continuously reinforce messages on Vision Zero.
- 6.14 Enforcement has a critical role in challenging the culture of those drivers who think speeding is a victimless crime. Speed enforcement in London currently uses a combination of on-street officers, fixed-site digital cameras and mobile speed enforcement vans. The new three-tiered approach to enforcement is now in place and provides the framework for how officers are deployed. This is supported by a new risk-based analytical approach to help prioritise deployments and inform the tactics used, with an intensified focus on the most dangerous drivers and riders. The MPS have expanded their enforcement capacity, which means that up to one million speeding offences will be able to be enforced by 2024. This is being supported by 50 new redeployable cameras for civil enforcement of road traffic rules to tackle danger hotspots.
- 6.15 We are continuing to raise standards for professional drivers through education and training. For example, we have expanded FORS to include a standard for the motorcycle courier sector and are rolling out a programme of safety training for existing and new bus drivers. To improve the safety of motorcycle riders and people walking and cycling, we have called on the Government to make road safety education part of the national curriculum and are working directly with the new motorcycle delivery companies to better understand how we can safeguard people who ride for work.

- 6.16 We have continued, in partnership with the MPS, to promote and engage the public on reducing road danger.

Post collision response

- 6.17 It is vital that we work with our partners to ensure anybody affected by a collision on our roads receives the support they need and deserve. In October 2022 we held a Victim Summit, attended by the Mayor of London, the Commissioner, and senior TfL leaders to hear first-hand the effects that road danger has on survivors and their families.
- 6.18 To provide justice to victims of traffic collisions we have become better at pushing through media channels the criminal justice outcomes of fatal and life-changing or life-threatening collisions that proceed to prosecution and have pushed for driving bans by magistrates for repeat offenders and those accumulating 12 penalty points on their license. We have also better signposted the most appropriate restorative justice and post-collision support service, such as the Sarah Hope Line to the victims of collisions.
- 6.19 Continual learning from collisions is essential to avoid similar incidents in future. We have enhanced evidence gathering training through new equipment and training at the MPS and have worked with bus operators on better information sharing. We are trialling new technology which allows the collection of data from vehicles and collision learning and are also bringing together Original Equipment Manufacturers, innovators and key stakeholders to focus on how innovation through emerging technologies could be applied in vehicles to support our road safety objectives. We have also responded to the Government consultation on creating a road accident investigation board and we welcome their decision to progress with this.
- 6.20 People from more deprived backgrounds are less likely to own a car and more likely to live in areas with high exposure to traffic and road risk, air pollution, noise and community severance caused by traffic. These Londoners are also more likely to walk for longer, and if they do own a motorised vehicle, are more likely to drive or ride for work, putting them at greater risk. We are working to highlight the link between deprivation and poor road safety outcomes, and using that data to prioritise road safety interventions, including by sharing that information with the boroughs. We intend to publish this data by the end of 2022.

Our Performance

- 6.21 It is vital that TfL leads by example, using the safest vehicles and ensuring that staff using its vehicles always demonstrate exemplary driving behaviours.
- 6.22 TfL started retrofitting Sturdy speed limiting technology to our commercial vehicle fleet in 2021 as a key part of our fleet safety programme and with the aim of reducing speeding across the fleet. We completed the fitment of active ISA units to 360 vehicles in our fleet in March 2022.

- 6.23 The ISA system limits uses GPS positioning to limit the speed of the vehicle to the prevailing local speed limit. It is fitted with a time-limited override capability which enables drivers to override the system in case of errors or loss of signal.
- 6.24 An evaluation of the effectiveness of the retrofit programme has been carried out by Apollo, an independent consultancy. Apollo examined approximately two years' worth of trip and safety incident data from June 2020 to July 2022 to determine how effective the technology has been in reducing speeding in our fleet. The results have been extremely encouraging. Some of the key findings included:
- (a) a 62 per cent reduction in speeding incidents amongst vehicles fitted with ISA;
 - (b) a reduction in speeding incidents observed across all speed limits;
 - (c) no increase in the number of harsh braking, harsh cornering, or harsh acceleration incidents, alleviating concerns that the ISA fitment may have unintended consequences in terms of driving style;
 - (d) no significant change to the number of trips taken by vehicles after ISA was fitted, suggesting that ISA vehicles are not being avoided; and
 - (e) the average distance travelled and average journey time taken for each trip was largely unaffected by the fitment of ISA, helping to refute the misconception held by many that speeding will get you to your destination significantly sooner.
- 6.25 These positive results will help make the strategic case for the inclusion of ISA technology in our fleet and more widely in London, and in other fleets and vehicle standards, helping us to achieve our Vision Zero ambition. We will be looking at including ISA technology as part of our specification for new TfL vehicles alongside our move to a zero emission fleet.

List of appendices to this report:

None

List of Background Papers:

None

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