

MAYOR OF LONDON

Sian Berry AM

Chair of the London Assembly Transport Committee
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Date: 19 October 2022

Dear Sian,

Thank you for the letter from the London Assembly Transport Committee of 6 May regarding its Vision Zero investigation. I am sorry for the delay in responding.

Reducing the dominance and overall numbers of the most dangerous vehicles is central to the Healthy Streets Approach, which focuses on creating streets where people can travel freely, sustainably and actively.

Since introducing the world-recognised Vision Zero approach for London's streets and committing to eliminate all deaths and serious injuries from London's streets by 2041, we have seen casualties fall faster than the national average. By 2020, the number of people killed or seriously injured on London's roads had reduced by 52 per cent against the government's 2005-09 baseline. In particular, vulnerable groups such as children have seen a 74 per cent reduction in deaths and serious injuries over the same period.

I was pleased to read the Committee's acknowledgement that London is world-leading in much of this space. I am confident that measures such as our pioneering Direct Vision Standard and ground-breaking Bus Safety Standard are saving lives. And these two measures do not stand alone, we have also continued vital work to deliver safety improvements at 43 of London's most dangerous junctions, introduced 260km of safer high-quality cycle routes and led the way by introducing lower speed limits on Transport for London (TfL) roads.

But despite the progress we have made in recent years, 96 people sadly died on London's roads in 2020, with 2,974 people seriously injured. Working towards Vision Zero must be a partnership effort, with success only achieved through the collective efforts of London's boroughs, the police and TfL. All parties involved are aware of the scale of the task in front of them, and are all ready to undertake this work.

It would be remiss of me not to mention the critical role the government plays in delivering against this goal. I have set out a really ambitious plan to eliminate deaths and serious injuries from London's roads. It is no secret that this progress was absolutely dependent on TfL securing a longer-term funding deal from the government, to allow it, London's boroughs, and their policing partners to deliver this programme. In September, TfL reached a funding agreement with the


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government, which runs until 31 March 2024. This hard won agreement means that TfL can now get on with the job of supporting London's recovery from the pandemic. The funding settlement allows £80m per year of investment (on average) to be allocated to TfL's Healthy Streets programme. In addition, the settlement provides £69m of direct borough funding (per year) to support local investment in walking and cycling schemes across the city. While this is up from around £30m per year on average under TfL's previous current budget, it is still lower than predicted levels before the pandemic. This funding goes some way towards meeting the challenge, however, it must be sustained over the longer term.

Please refer to the Annex for a detailed response to the recommendations of the London Assembly Transport Committee's investigation on Vision Zero.

Finally, I would like to thank the Transport Committee for focusing on this important issue and offer you my assurances that I, along with TfL and the Metropolitan Police Service (MPS) are more determined than ever to achieve Vision Zero and work towards the eradication of all loss of life and serious injuries from London's streets by 2041.

Yours sincerely,

A handwritten signature in blue ink, appearing to read 'Sadiq Khan', with a small '2' written below the 'h'.

Sadiq Khan
Mayor of London

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Annex

Mayor of London's response to the recommendations of the London Assembly Transport Committee's investigation into Vision Zero

Recommendation 1

TfL should continue to work in partnership with boroughs and the Met to deliver on the Vision Zero Action Plan, with a particular focus on addressing inconsistent application of measures across different boroughs, such as procurement standards.

Delivering Vision Zero is only possible through the crucial partnership between TfL, the police and London's boroughs.

The MPS Roads and Transport Policing Command (RTPC), jointly funded by TfL and the MPS, is one of the UK's largest policing commands and is dedicated to ensuring all journeys on the roads and surface transport are safe, secure and reliable. The command has the lead policing responsibility for road danger reduction in London and focuses its efforts on tackling the vehicles, drivers and road user behaviours that cause the greatest risk on the roads. TfL also funds the MPS to undertake safety camera enforcement. Together, TfL and the MPS are working to deliver a significant increase in enforcement of offences, such as speeding, that contribute to fatal and serious injury collisions.

Around 70 per cent of deaths and serious injuries in London take place on borough roads, so the strategic partnership between TfL, the police and London's boroughs is the foundation of our approach to achieving Vision Zero. Boroughs, as the legal Highway Authorities for their streets and with key duties around land use, public health, education and more, have a wide range of powers and are well placed to take action. Combined with their unique relationship with local residents, communities and businesses, boroughs have not just the opportunity but also the insights to respond to the Mayor's Vision Zero goal in ways that are optimal for the areas they serve.

The Mayor's office and TfL were delighted that the Chair of London Councils Transport and Environment Committee and Mayor of Hackney Phil Glanville and the Metropolitan Police Commissioner jointly wrote the foreword for TfL's recently-published Vision Zero Action Plan update to demonstrate our collective commitment to reducing road danger and eliminating deaths and serious injuries caused by road collisions. Our continued collaboration is key.

We have taken on board the Committee's feedback on procurement and will continue to discuss this with our partners across London, including by encouraging boroughs to include Fleet Operator Recognition Schemes and Construction Logistics and Community Safety in their procurement standards.

Recommendation 2

Sustained measures should be put in place to ensure that vulnerable road users, such as pedestrians, cyclists and motorcyclists, are properly protected and further attention should be given to addressing issues of inequality in relation to road safety, with a clear programme of future work to address danger.

In London, people walking, cycling, and riding motorcycles are at the greatest risk of road danger from motor vehicles – these vulnerable road users account for around 80 per cent of people killed or seriously injured every year.

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This is why Vision Zero's ambition is at the heart of TfL's Healthy Streets Approach and seeks to tackle the greatest sources of danger through the internationally recognised Safe System framework. The Mayor's Vision Zero Action Plan progress report commits to publishing analysis describing unequal road outcomes this year, and to sharing this with boroughs and other stakeholders, which will provide an improved basis for targeted action.

The partnership between TfL, police and London's boroughs works to deliver a Safe System approach, which protects people walking, cycling, and riding. This focuses on:

- **Safe speeds:** lowering speeds to reduce the severity of collisions. For example, in March 2020, TfL introduced a 20mph speed limit on all of its roads within the central London Congestion Charging zone as part of its Vision Zero commitment to eliminate death and serious injury on the capital's roads by 2041, and 108km of its roads are now 20mph. In 2021/22 it reduced the speed limit on 30km of TfL roads, including a new 20mph speed limit on A3220 Battersea Bridge and A3212 Chelsea Embankment, A13 Commercial Road and all the remaining 30mph TfL Road Network roads in the City of Westminster. Subject to ongoing funding, TfL aims to reduce the speed limit on an additional 77km of its road network.
- **Safe streets:** redesigning streets so that they are Healthy Streets and reduce the risk for people facing the greatest danger – those walking, cycling and riding motorcycles. TfL is committed to improving the most dangerous junctions in London. Safety improvements have been delivered at 43 junctions to date. Design work continues on the remaining 30 junctions in the programme, including detailed design of York Road roundabout and Holloway Road / Drayton Park, with these schemes respectively delivering essential motorcycle and pedestrian safety measures. Construction dates will be confirmed subject to funding.

Working with London boroughs to introduce hundreds of school streets across the capital, where roads are closed at certain times to traffic to make it safer, cleaner and easier for children to get to school on foot, by bike or by scooter. There are now 511 School Streets in London in total. We have also worked with the boroughs to deliver more than 100 Low Traffic Neighbourhoods across London and research shows that where Low Traffic Neighbourhoods have been introduced, road traffic injuries have halved relative to the rest of London.

- **Safe vehicles:** allowing only the safest vehicles to use London's roads. London's Direct Vision Standard leads the world, improving protection for vulnerable road users and saving lives. Almost 200,000 HGVs have been issued with safety permits, of which 100,000 zero-star vehicles have been upgraded with new safe systems including side-view cameras and motion sensors. Standards will tighten further in 2024, with the introduction of three stars as the minimum standard for operating in Greater London. HGVs that cannot meet the three-star standard by design will have to retrofit a Progressive Safe System, giving the driver much better sight of vulnerable road users and other hazards.
- **Safe behaviours:** engaging and educating people about travelling safely. A three-tiered approach (Highly-targeted activity focused on high-risk individuals/vehicles; Intelligence-led activity focused on known problems – location/time/user/offence; and Highly-visible patrols) to roads policing focuses on high-harm and high-risk offenders, such as those with a history of dangerous driving and/or regular drink/drug driving arrests. TfL is working with the MPS to have the capacity to enforce up to one million speeding offences by 2024/25.

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- **Post-collision learning and justice:** learning from collisions and better supporting the people who have been involved. In 2021, TfL completed an in-depth independent review of MPS investigations of 38 collisions where someone was killed while walking, 33 collisions where someone was killed while riding a motorcycle, and 30 cases where someone involved in a fatal collision was speeding. The purpose of this was to understand the root causes of fatalities in London and help us design and refine interventions. The report took a detailed look at the circumstances surrounding each collision, and the causal factors that led to a tragic loss of life. It confirmed the importance of reducing the speed of traffic, designing safer streets to increase the visibility of people walking, cycling and motorcycling, and fitting safety technology to vehicles, which prevented or mitigated the impact of collisions.

Recommendation 3

The Committee acknowledges TfL's position that funding from government impacts on their ability to deliver elements of the Vision Zero Action Plan and also hopes that this is recognised in funding negotiations with Government going forward. The Committee would therefore like to understand what alternative options have been explored by TfL if a long-term funding agreement is not reached, in order to work towards the targets set out in the Action Plan.

The new funding agreement between the government and TfL runs until 31 March 2024. The funding settlement allows £80m per year of investment (on average) to be allocated to investment in TfL's Healthy Streets programme. In addition, the settlement provides £69m of direct borough funding (per year) to support local investment in walking and cycling schemes across the city.

Not all aspects of the Vision Zero plan are funded through capital investment. Now TfL has financial certainty until March 2024, these programmes – such as cycle training – will be reviewed when TfL undertakes its business planning process, with a view to publishing a new Business Plan later this year.

TfL is investigating alternative funding sources, including national funds (Levelling Up Fund, Major Road Network fund) and developer contributions (section 106, Community Infrastructure Levy).

TfL's commitment, and that of its partners, to pursuing our Vision Zero ambition is unwavering – but it really will be unattainable if the partnership cannot fund the interventions needed to make it a reality.

Recommendation 4

The Committee recommends that TfL develops an approach that tackles lack of compliance with speed limits, to stop cars travelling at high speeds and to help move towards the Vision Zero targets. The Committee also recommends that a full dashboard including enforcement is produced by the Met Police, to allow for ongoing monitoring.

The MPS undertakes more speed enforcement than any other police force in the country. It prioritises enforcement of the offences that cause the greatest risk and harm, with speeding the most commonly-enforced offence. During 2021/22, the MPS enforced 544,022 priority road traffic offences. This accounted for 90 per cent of all MPS traffic enforcement. In 2021/22, the MPS dealt with an additional 190,758 priority offences compared with the year before (an increase of 54 per cent).

In line with the commitments in the Vision Action Plan Progress Report, TfL has been working with the MPS to increase the level of police enforcement to tackle speeding and the harm it causes.

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The MPS enforced 476,685 speeding offences in 2021/22. This is an increase of 72 per cent from the previous year – an additional 199,105 offences enforced.

The MPS and TfL are working towards implementing new safety camera technology that will enable the police to take action against high-risk speeders, regardless of which camera has captured the speeding offence. Once approved by the Home Office, this software will enable us to be more targeted in our enforcement by targeting extreme speeders, repeat offenders and priority locations.

New mobile safety camera capability consisting of five lasercam devices are now being operated by Roads Policing Police Community Support Officers (PCSOs) in the RTPC and complement police roadside enforcement activity and the fixed safety camera network. The mobile cameras will significantly improve police capacity to deal with emerging issues, be more responsive to local community concerns and support the rollout of lower speed limits as part of an effective speed management approach. We have also made it easier for local authority road safety teams to request additional police support. The new mobile safety cameras have been in operation since the end of January 2022, and the MPS has enforced 9,500 speeding offences with them.

Another effective measure to help vehicles comply with speed limits is Intelligent Speed Assistance (ISA) technology. 2,740 buses and 360 TfL fleet cars and vans are now fitted with ISA. Together this is helping to regulate the speeds of all traffic on bus routes.

TfL regularly publishes enforcement statistics through its quarterly [safety, health and environment report](#).

In addition to this, TfL, with the MPS and City of London Police, publish an annual bulletin of police traffic enforcement statistics. It is the intention that this data will form part of a publicly accessible dashboard that will go live later this year, and be updated on a more regular basis.

Recommendation 5

TfL should continue to consider quantifying the potential impact of technologies such as Autonomous Emergency Braking (AEB) and Intelligent Speed Assistance (ISA) in London, to reduce the severity of traffic collisions and to support progress to Vision Zero.

Vehicles have become much safer for people travelling in them over the last decade, with a 77 per cent drop in deaths and injury for those driving and travelling in cars since the 2005-09 baseline. However, the same progress has not been made for people outside of a vehicle.

TfL is confident that if every existing and proven technology and safety feature were to be adopted by all vehicles overnight, by 2041 more than 7,500 serious injuries and more than 150 fatalities could be avoided in London alone. Of all these technologies, ISA will have the greatest impact. TfL is engaging with the government to support full adoption of the EU General Safety Regulation, making safety technologies mandatory in all new vehicles in the UK from 2022.

TfL's world-leading Bus Safety Programme is delivering the greatest reduction in people killed or seriously injured per journey of any form of transport on the roads, with 77 per cent fewer people killed or seriously injured on or by a bus by the end of 2020, compared to 2005-09.

TfL's Bus Safety Standard mandates additional and enhanced safety requirements for buses. As part of this, it has led the way in developing and implementing a bespoke urban bus sound for its Acoustic Vehicle Alerting System (AVAS). AVAS alerts all road users to the presence of quiet

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running vehicles while addressing the specific needs of vision-impaired customers. The Urban Bus Sound is available for license on buses outside of London too, and is being adopted in northern England, Scotland, Northern Ireland and the Republic of Ireland.

Around 25 per cent of London's bus fleet now has ISA, which prevents a bus from accelerating above the speed limit, and this is now a standard requirement on all new buses coming into service, with an active retrofit programme also underway. Research commissioned by TfL includes an estimate of the safety and wider benefits that can be achieved by adopting this technology. This research is [published on TfL's website](#).

Advanced Emergency Breaking (AEB) is a mandatory requirement for all new London buses from 2024 as set out in the Bus Safety Standard Roadmap. [The Bus Safety Standard research](#) includes an estimate of the safety benefits that can be achieved by adopting this technology.

All of the measures included in TfL's Bus Safety Standard are fully evidence-based with supporting research and benefits estimated. Reports for each measure are [available here](#).

Additionally, London endorses the adoption of safety standards equal to or better than the European Union's General Safety Regulation Two, which would see the introduction of AEB and ISA as a minimum standard. We have urged the government to make this a fundamental part of its new road safety strategy.

Recommendation 6

The Committee recommends that easily available training continues to be a priority for TfL and is funded accordingly, with particular focus on training provision for drivers of larger vehicles. TfL should also continue discussions with DfT on how they can work in partnership with central government to make training more widely available for all road users in London.

TfL has had a good track record in defining and creating bespoke training courses for London's bus and HGV drivers, which recognise the specific challenges they face.

The teams responsible for developing TfL's Safer Urban Driving course for freight operators and our Destination Zero training for bus drivers have worked closely during the development process to share learnings and develop synergies between the two types of training. Both of these courses contribute one day of training towards the mandatory training requirement for HGV and Bus Driver Certificate of Professional Competence (CPC).

We must recognise that there are legal and operational differences between buses and HGVs, and both courses are evidence-led to address specific safety issues, meaning that the training available should always be bespoke to the requirements of each type of driver.

TfL continues to work with bus operators on further training and communications to support and help embed Destination Zero. This includes projects funded through the bus driver Fatigue, Health & Wellbeing Innovation Challenge such as 'Driver's Mate' from DriveTech and the 'Night Club' from The Liminal Space.

Additionally, TfL funds free cycle skills courses for adults and families who live, work or study in London. Bikeability is a cycle training programme delivered by the boroughs for children, which takes place in schools. Given the immense pressures on TfL's finances, I am proud that TfL has been able to continue to fund cycle training up to and including Q1 of 2022/23.

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As laid out in the Mayor's manifesto, we remain committed to enabling adults and children in every London borough to benefit from cycle training. Cycle training plays a vital role in enabling more Londoners to cycle, cleaning up our air and helping to create a transport network that is greener and more sustainable. Though TfL made the difficult decision to pause funding for cycle training due to the impacts of successive short-term agreements with the government, restarting funding for face-to-face cycle training has been a priority. Two million pounds of extra funding for this financial year will bring this year's face-to-face cycle training budget to £2.7m in total, ensuring that children and adults across the capital can access high-quality, in-person training. TfL will continue to work closely with the boroughs to fund further projects that enable more people to walk and cycle safely and easily.

There are three levels of training, which can be completed through primary and secondary schools. Adult cycle skills has different levels to choose from including Basic, Urban and Advanced. We also offer a free online Cycle Skills course to boost cyclists' confidence with four quick modules

TfL delivers school behaviour change programmes collaboratively with the boroughs, to help educate young Londoners on how to travel safely. TfL's STARS programme (Sustainable Travel; Active, Responsible, Safe) engages more than half of London's primary schools to educate and encourage sustainable travel in a safe and responsible way.

TfL's STARS Safety and Citizenship scheme, delivered in partnership with London Transport Museum, covers all Year 6 pupils, helping to educate them on safe behaviours and travel to support their transition into secondary school.

TfL also funds The Road Safety Club, which is an educational programme and resource delivered to all nursery and pre-school settings, teaching children the basics of road safety to set them up for success as they move into primary school.

Recommendation 7

TfL should focus on leading the implementation of a positive safety culture across the bus industry in London and should ensure bus operator contracts facilitate safety being paramount. TfL should also ensure that bus driver fatigue is considered as an important feature in reducing road danger.

Fostering a just and fair culture across our bus operations is integral to tackling fatigue and achieving Vision Zero.

TfL works collaboratively with the bus operators to ensure that in providing bus services, all steps necessary are taken to support the safety and wellbeing of staff, passengers and other road users.

We use a Safety Performance Index (SPI) that assists in the monitoring of trends in safety performance across a number of key safety indicators, aiming to identify areas where safety can be enhanced across the network holistically. The SPI enables all operators to work together and share best practice in support of a safe network by not treating bus safety in the same way as service reliability.

TfL regularly meets with bus operators to review their safety performance and check their safety cultures and improvement initiatives. All serious incidents on the network are investigated and relevant learnings are shared with all operators to promote accident and injury reduction.

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Vision Zero objectives are set out clearly throughout the London Bus Driver's Big Red Book – the manual every London bus driver is given. In addition, all of London's bus drivers are currently undertaking CPC 'Destination Zero' training specifically about Vision Zero. As of January 2022, 11,161 drivers have completed Destination Zero and it is expected that all bus drivers will have completed it by the end of 2022. TfL would be happy to host a briefing for the London Assembly outlining how Destination Zero is delivered by its bus operating partners.

TfL is working with operators to expand and deliver a Fatigue Management Programme for bus drivers to look at new ways to manage and prevent fatigue. Last year, TfL worked with bus operators to deliver targeted fatigue management training to 1,800 supervisors and operational managers. TfL is also promoting innovative fatigue, health and wellbeing initiatives for bus drivers through the delivery of the Bus Safety Programme and leading the Fatigue, Health & Wellbeing Innovation Challenge jointly with bus operators. Fatigue detection technology will be rolled out across 500 buses by the end of 2022, subject to funding availability.

TfL regularly meets with the bus operating companies through its Bus Operator Forum to discuss safety issues in a non-competitive format. This allows best practice and improvements in safety culture to be easily and proactively shared.

Recommendation 8

TfL should provide an update on the progress of the e-scooter trial, including: the numbers of rides and injuries that have occurred during the trial; whether this was in line with TfL's estimates and projections; and how the lessons learned will inform policy development.

While the trial is ongoing, it would be premature to draw any firm conclusions. The final results of the trial will not be reported until after the trial ends, but TfL is cautiously optimistic regarding how successful it has been so far. In May, TfL announced it had extended the trial until November 2022 and more information can be found [here](#).

Since the launch in June 2021, there have been over 900k journeys, and 16 reported serious injuries. Regular [updates on the trial are already published by TfL](#).

TfL is happy to meet with Committee Members in-person to provide more information about how the e-scooter trial is operating in their constituencies.

Recommendation 9

The Committee recommends that TfL takes further steps to change the culture of road users in a positive way and asks TfL to share with this Committee details of these steps. This should build on Action 30 in the progress report, with more detail on how this will be achieved.

There is an underlying need to change the culture of road use – a culture that is deeply entrenched in society – alongside individual behaviours. Risky behaviours are an expression of the values and beliefs people hold about acceptable road use. If this underlying culture is not changed, it is less likely that London will achieve effective behaviour change.

In response to the results of independent research commissioned by TfL, our communications approach will consider how to promote a culture of empathy amongst all road users in London. TfL has a comprehensive communications and engagement strategy for Vision Zero that addresses the

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challenges that lie ahead and aims to tackle a deep-rooted road culture that believes that collisions that lead to deaths and serious injuries are inevitable.

Since the Vision Zero action plan was published in 2018, the police have taken action against almost one million speeding drivers, nearly 100,000 uninsured drivers, and around 40,000 drivers caught driving under the influence of drugs and alcohol. TfL has also committed to increasing police capacity to enforce up to one million speeding offences a year by 2024/25.

Additionally, the Mayor and TfL welcome the recent changes the government has made to the Highway Code. In particular the move to change the new hierarchy of responsibility and better protect vulnerable road users. TfL and the Department for Transport's marketing teams are working to raise awareness of this in London.

TfL is happy to provide the Chair and Deputy Chair of the Committee with an update on the programme, so do please reach out to TfL Government Relations to arrange this.