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Changing the narrative

Ending the acceptance of road death in London

Proposals for Vision Zero Action Plan 2 from Transport for London
by Caroline Russell AM



Caroline Russell
Green London AM

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Changing the narrative: Ending the acceptance of road death in London

Proposals for Vision Zero Action Plan 2 from Transport for London by Caroline Russell AM

Foreword

The death on the road, of someone you love, can be unexpected, brutal and utterly incomprehensible and yet it happens all the time and society has normalised it.

Motor vehicles bring risk to our streets. At the most extreme, they can be used as weapons of terrorism, but there's a terrible daily toll of people killed or seriously injured that would just not be tolerated on any other transport mode.

Collisions, never 'accidents', happen daily. They happen when people make mistakes. The problem is that when a driver loses control at the wheel through fatigue, distraction or even recklessness, people walking, crossing the road or travelling on a bike or in another vehicle can be harmed.

In London, and across the rest of the country, we can design our streets to reduce danger and keep people safe. Our engineers know how to protect children on their way to school, older people getting to the shops or a disabled person using a zebra. And, despite the mountains of evidence showing how to reduce danger effectively, our streets remain places where collisions occur and people are harmed.

Whoever makes a mistake, whether it's a tired child scooting home or a tired person at the wheel of a car or lorry, the price should not be death or life-changing injury.

The Mayor is committed to a target for Vision Zero, outlined in his Transport Strategy:

*"The Mayor, through TfL and the boroughs, and working with stakeholders, will adopt Vision Zero for road danger in London. The Mayor's aim is for no one to be killed in or by a London bus by 2030, and for all deaths and serious injuries from road collisions to be eliminated from London's streets by 2041."*¹

The first Vision Zero Action Plan was published by the Mayor and Transport for London (TfL) in July 2018. It outlined the actions required to meet these targets, and a Progress Report was published in November 2021.^{2,3}

Much progress has been made in reducing danger from construction traffic and freight vehicles. The Mayor's Direct Vision Standard was a huge win for campaigners and has made

a measurable reduction in the number of fatalities and serious injuries on our roads.⁴ I cannot help myself from smiling at people driving the low cab, direct-vision, cement mixers when they overtake me on my bike. It is reassuring to know the driver is at the same level as people cycling or crossing the road and can actually see you directly out of their window, not just via video or mirrors.

Each year in June an update on the Mayor's Transport Strategy is presented to the TfL Board, which covers progress on the Vision Zero targets. In June 2025, it stated:

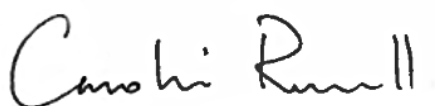
*"In 2024, provisional data shows that 3,696 people were killed or seriously injured on London's roads, a 24 per cent reduction in the number of people killed or seriously injured compared to the 2010-14 baseline. This is slightly lower than the 2023 figure of 3,710 and is the lowest number of people killed or seriously injured on London's roads ever outside of the pandemic. **While London is outperforming other UK regions, significant acceleration is needed to meet the 2041 Vision Zero ambition.**"⁵*

"Significant acceleration" shows that TfL acknowledges a step change is needed in the efforts taken to achieve Vision Zero. I welcome the Commissioner's decision to produce Vision Zero Action Plan 2 (VZAP2) and want to show with this report the urgency for TfL to take bold steps, and bring all partners, including the Metropolitan Police Service (MPS), and Londoners with them.

This report calls on TfL – and outlines proposals – to ensure our streets are properly inclusive, safe and convenient for everyone to use from the three year old riding a balance bike to get to nursery to their great grandparent walking around with a white cane and catching the bus.

We are lucky in London to have so many excellent NGOs and campaigners whose work I have drawn on in putting together this report with ideas for TfL and the MPS to include in VZAP2. I hope it serves as a prompt to Londoners to share their ideas about reducing road danger along with suggestions for urgent actions the Mayor, TfL and the MPS should be taking to reduce lives lost and injuries sustained on the streets in our city.

Caroline Russell,
Green Party London Assembly Member



Introduction

Motonormativity is so prevalent that unless you have a Matrix-style moment of revelation, congestion, bad air and the amount of public space given to motor vehicles, go entirely unquestioned by most of society.⁶ As J.N. Fahlquist said more than 15 years go: “People in industrialised societies are so used to road traffic that it is almost seen as part of nature.”⁷ The consequence of this is that road danger leading to death and injury is almost seen as inevitable, and is invisible, too.

Hearing the voices of victims and their families

Provisional TfL data for 2024 shows that 109 people were killed by motor vehicles on London’s roads, the worst toll of road deaths since 2019.⁸ The data also shows that of these 109 deaths, 61 people were killed while walking, and that 13 of these deaths were in October. No other month over the last six years has such a terrible pedestrian mortality rate, all of which I raised with the Commissioner of TfL, Andy Lord, in a letter in February 2025, highlighting the lack of progress on Vision Zero targets.⁹

Across the UK (including London) the statistics are even worse: “on average, five people die every day on the road in the UK and 80 are seriously injured (10-year average from 2014-2023).”¹⁰

But where are the newspaper headlines decrying these heartbreaking fatalities? Why are there no front pages picturing every face? For the bereaved families, the shock is immense, the loss is profound and the widespread acceptance of road harm is utterly bewildering.

Abbey’s fiancé was killed in a collision with a car being driven at speed in Tottenham in May 2024.¹¹ She says:

“This grief – this complete and utter devastation – no-one should have to experience. My future with the man I love has been stolen.”¹²

Mandy Garner, whose daughter Anisha was killed in 2020 in a hit and run collision, says:

“It is absolutely vital that victims and their families are given more support and information. Every part of the justice system has been a struggle and it goes on for ever. I have written so many impact statements, reliving everything, but if it can make any difference to the process for other people it will have been worth it.

“Road deaths such as Anisha’s are criminal acts and there needs to be full support for those having to deal with the justice system, which, from my experience and talking to others, seems completely stacked against them.”¹³

TfL has made strides in working with and hearing from victims and bereaved families. In particular, after I raised Mandy Garner’s experience following the death of her daughter at Mayor’s Question Time, TfL and Mayor’s Office for Policing and Crime (MOPAC) announced a

victim support service with Brake and RoadPeace to improve support for people affected by road traffic collisions in London.¹⁴

Recommendation 1

VZAP2 should build on work by TfL and MOPAC to support victims with the aim of creating a culture that centres the voices of victims and bereaved families, and promotes an understanding of the importance of Vision Zero in the work of everyone in every job at both TfL and the MPS.

Why is driving such a hot button topic?

A recent IPPR report found that the: “Poorest households spend a quarter of their income on their car”, that transport costs take up twice the share of income for the least well-off” [and] “that poor public transport across the UK is leaving more people dependent on cars than ever before – even when it places serious strain on household budgets”.¹⁵

The report warns that the UK’s car-dependent transport system is deepening poverty and social exclusion, leaving low-income households cut off from jobs, services and opportunity.

I published research back in 2019 showing that 25 per cent of people living in outer boroughs saying they felt ‘forced’ into owning a car and that more Outer Londoners owned cars (67 per cent) than people who have more travel options in inner London, (45 per cent).¹⁶

At the time, I suggested it should be “an alarm bell for the Mayor”, who was rolling out the ULEZ, that Londoners feel pressured to have the extra expense of a car because they have no other alternatives. I recommended that to reach his 80 per cent target for journeys to be made by public transport, walking or cycling, he should help outer Londoners first by providing safe conditions for walking and cycling along with reliable and convenient bus routes.

If Londoners feel forced into car use and ownership, putting pressure on their finances, then it is understandable that measures to clean up the air or reduce danger and enable more people to walk, wheel and cycle safely, may be unpopular. Most people do not want to worsen pollution or run anyone over, they just want to get to their destination.

The debate about transport both in politics and in the media is incredibly polarised and fractious. In this context, cleaner vehicle emission standards, enforcement of speed limits or new pedestrian crossings can get framed as an imposition on people who drive, rather than as helpful measures to improve our health and reduce the numbers of people killed and injured on our roads.

There are some good examples of NGOs navigating and calling out this divided debate. Transport for All produced an excellent report ‘Pave the Way, the Impact of Low Traffic Neighbourhoods (LTNs) on Disabled People, and the Future of Accessible Active Travel’ in January 2021.

“At Transport for All, we fully support the fight for climate justice and the importance of introducing environmental initiatives that promote Active Travel such as walking and cycling. [...] However, it has been disappointing to see disabled people and their needs being used by both proponents and critics to further their political aims, with improper research and consultation leading to misinformation and inaccuracies.”¹⁷

When practical measures to reduce danger are seen as anti-driver, rather than as helpful interventions to ensure everyone gets home safely from work or school or a trip to the shops, it’s time to intervene with a plan to engage with Londoners on what they want from their streets and transport network.

Bus stop bypasses are another example. These are tools in an engineer’s repertoire for reducing road danger that have been used without comment for decades. Recently they have become centre stage in the polarisation of discourse about street design. Undoubtedly, there are examples that should be redesigned to take better account of the needs of older and disabled people boarding and alighting from buses, while still enabling people to cycle past a bus stop without pulling out into traffic.

Recommendation 2

VZAP2 must address the polarisation of debate about measures to reduce danger on our streets. The Mayor and TfL need to lead a wide conversation about how every Londoner can play their part in reducing miles driven, injuries sustained and lives lost on London’s roads each day.

The Policy context for VZAP2

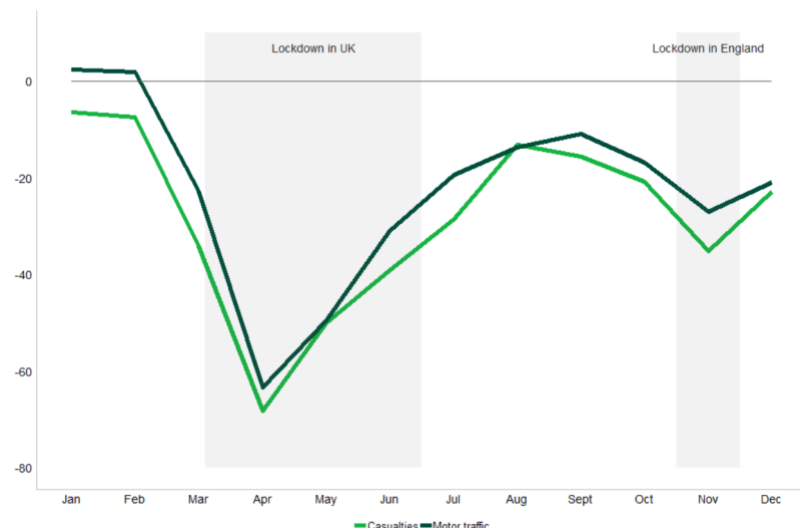
The Mayor’s Transport Strategy (MTS), Net Zero and Vision Zero targets are all connected.

Achieving the MTS target of 80 per cent of trips in London to be taken by walking, cycling and public transport by 2041, along with the accelerated Net Zero 2030 Pathway target of a 27 per cent reduction in car kms driven (from the 2018 base), will be almost impossible without shrinking private motor vehicle capacity and usage.^{18,19}

The link between traffic volumes and road danger was made abundantly clear during the pandemic. The Department for Transport (DfT) examined the impact of lockdowns on

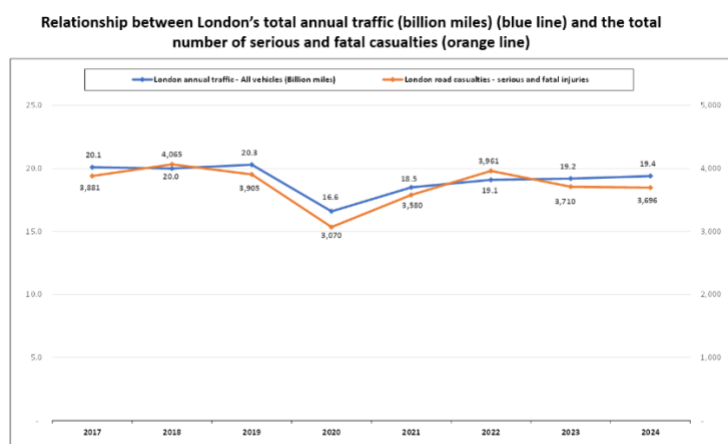
reported road casualties Great Britain for 2020. It found that with less traffic on the country's roads, the fewer casualties there were.²⁰

Chart 1: Percentage change of casualties of all severities and motor traffic, compared to 3-year average for 2017 to 2019, Great Britain, 2020



Road casualties saw the greatest monthly percentage decrease of 68 per cent in April 2020 compared to the three-year average for 2017 to 2019. This aligns with the first full month of national lockdown and the reduction in motor traffic (63 per cent), *The Impact of Lockdown on Reported Road Casualties Great Britain, Final Results: 2020, DfT*²¹

In London, the findings are the same, as this graph shows:



Source: Traffic Mileage - <https://roadtraffic.dft.gov.uk/regions/6>

Road casualties - <https://tfl.gov.uk/corporate/publications-and-reports/road-safety>

NB 2024 casualty statistics are currently provisional

The impact of the pandemic led to an 18.2 per cent decline in total vehicle miles in London between 2019 and 2020. The numbers of serious and fatal road casualties fell by 21.4 per cent. As traffic volumes have recovered in the period since 2020 (rising by 16.9 per cent between 2020 and 2024), the numbers of serious and fatal road casualties have closely mirrored those increases and in 2024 were 20.4 per cent higher than in 2020.

Sources: Traffic Mileage DfT (London only; billion miles); Serious and Fatal Road Casualties, TfL Road Danger Reduction Dashboard²²

Other research backs up the DfT findings:

- The University of Lancaster found in 2015 that the London Congestion Charge resulted in “meaningful” reductions of traffic volumes and “substantial” and “significant” reductions in collisions and fatalities.²³
- The New York City Congestion Pricing scheme (\$9 peak toll to drive into Manhattan below 59th Street) is seeing 12-16 per cent fewer vehicles entering the zone on a typical day.²⁴ Crashes with injuries are down 14 per cent year-on-year (5 Jan to 30 Mar period in 2024 vs 2025).²⁵

Work to date to establish the Safe System (which underpins TfL’s Vision Zero Action Plan) is struggling to achieve the required reductions in casualties. To achieve the 2030 interim target of reducing the numbers of people Killed and Seriously Injured (KSIs) to 1,316 in London, there needs to be a 64 per cent reduction (2,380 KSIs) from the 2024 (provisional) figure of 3,696 reported KSIs.

Under the GLA Act, the Mayor has powers to bring in road charging schemes, but he has ruled out pay-per-mile charging in this mayoral term, so he needs to urgently bring in other traffic reduction policies if London is not to slip further behind the Vision Zero targets.

The principle must be about supporting access and capacity primarily for necessary motor vehicle trips such as bus journeys, freight deliveries, construction traffic, journeys by disabled people and their carers. TfL needs to provide safe, convenient and affordable

buses, especially in outer London, while reducing the convenience for people to drive, when their journey could be made by walking, wheeling, cycling or public transport.

Recommendation 3

VZAP2 needs to incorporate alternative actions to reduce traffic volume, which could have been delivered by London-wide Road User Charging. These should include, but are not limited to:

- reallocating main road private motor traffic capacity, such as schemes like those on Tottenham Court Road, Bank Junction, Stoke Newington Church Street and Bishopsgate. Most main roads in London could move to having a maximum of one lane for private motor traffic in each direction, protected cycle lanes, wider pavements and deliveries from side roads.
- providing more bus routes in outer London, boosting bus priority, making all bus lanes operate 24/7 and deploying bus gates.
- delivering a Healthy Streets audit of the entire Transport for London Road Network (TLRN) focussed on Red Routes, with a sustainable kerbside strategy implemented and funded. All private motor vehicle parking moved to side streets or removed, as was originally intended for this arterial road network, and if any private motor vehicle parking remains it should not be free.
- increasing pedestrianisation – in addition to Oxford Street – and a network of safe, accessible cycling routes across London and in central London aiming to match the environments that are increasingly seen in other leading global cities, such as Paris.
- reviewing the timings of the Central Congestion Charging Zone (CCCZ) so that it operates in the evenings again; increasing the costs of using the CCCZ with an escalator, with mitigation for small and medium enterprises (SMEs) and key workers to pay a lower charge and to levy a higher charge for the heaviest private motor vehicles; and extending charging to motorcycles.
- taking a strategic pan-London approach to sustainable freight, with TfL and the GLA leading on coordination of consolidation hubs, area-wide loading restrictions, a shift to rail and water, and measures to increase last-mile pick-up points.

How do we address motonormativity?

The action that is needed to achieve Vision Zero, while including how we talk about it, goes beyond this to societal change. Nneka Henry, Head of UN Road Safety Fund:

“It is not enough to wish for safer streets or to imagine that the limited resources which are currently being invested is nearly enough to make it happen. This moral imperative requires us to invest in infrastructure, enforce laws, and educate the public, all while treating each life on the road with the utmost respect.”²⁶

Alter the language around driving

RoadPeace first made the case for using ‘crash’ not ‘accident’ to describe what happens when a driver runs into a person or another car over 25 years ago:

“Crashes have causes and contributory factors, accidents have excuses. Using ‘accident’ encourages a sense of fatalism, with fewer resources invested in prevention efforts as a result.”²⁷

More recently, University of Westminster’s Active Travel Academy in collaboration with journalist Laura Laker, provided guidance to help improve reporting on road collisions by journalists.

“This could mean describing all human actors in collisions neutrally, such as ‘driver and pedestrian in collision’, rather than, say, ‘pedestrian hit by car’, which research shows unintentionally shifts focus to the only named human actor, and implicitly attaches a degree of blame.”²⁸

It is great to see the take up of this culture shift. For example, the City of London’s Vision Zero 2024-2028 plan includes:

“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.”²⁹

And TfL’s Vision Zero Action Plan includes 141 mentions of ‘collision’ and just one mention of ‘accident’, where they are explaining that:

“The Vision Zero approach is based on the fundamental conviction that loss of life and serious injuries are neither acceptable nor inevitable” and that: “An incident that results in an injury is sometimes referred to as an ‘accident’, a word that implies that

*there is no cause and that it is therefore inevitable.*³⁰

“While there has been great success in meeting previous targets for reducing the number of people killed and seriously injured, no death or serious injury is acceptable, so the ultimate aim must be zero.”³¹

It’s clear that the people working in the field as campaigners, academics or TfL officers understand that language matters and the way it affects society’s attitude to road danger. But the understanding of the need to radically reduce the toll of death and injury on our roads by every means possible is just not cutting through in the media or more widely in public discourse.

Recommendation 4

VZAP2 must include a communication plan challenging the language around collisions, and getting Londoners on board with the urgent need to tackle the epidemic of road harm on our streets.

Challenge the culture of speeding

Speeding has long been recognised as a risky behaviour. In 2009, the Journal of Public Health described it as: “an example of an offence that is often not considered a major breach of the law, even though speeding is said to be one of the most important causes of traffic mortality.”³²

Even the BBC feeds into this culture. On 17 July 2025, a report was published with the headline “Public should have been told about North Yorkshire speed camera”.³³ Instead of focussing on a speed camera that had been criminally cut down their headline effectively proposed that speeding – a criminal offence – doesn’t really matter. This normalisation that speed limits are not to be taken seriously is lethal and has to be shifted.

Reducing vehicle speeds is key to reducing both the likelihood of a collision occurring and the severity of the outcome when collisions do occur. Speed is reported as a contributory factor in around half of the fatal collisions in London in 2023, and in May 2025 TfL published data covering a 25-year period demonstrating that reducing speed limits to 20mph resulted in a 34 per cent reduction in the number of people killed or seriously injured on borough roads.^{34,35}

The government’s ‘clunk click every trip’ advertising campaigns in the seventies reduced road harm by persuading us to wear seatbelts when travelling in cars.³⁶ This was followed in the eighties by hard-hitting adverts convincing society about the harm and social unacceptability of the drink drive culture of ‘one for the road’.

Speeding needs to become as socially unacceptable as it is to drink and drive or to drive without wearing a seatbelt. In the absence of national campaigns, TfL needs to do a huge communications piece to tackle this.

Recommendation 5

VZAP2 should include a big communication campaign to educate Londoners about the harm of speeding and the wider benefits of lower speeds.

Stop the rise of 'carspreading'

In the UK, cars and vans are getting taller, wider, longer and heavier every year, mainly due to increased availability and sales of Sports Utility Vehicles (SUVs).

Mini



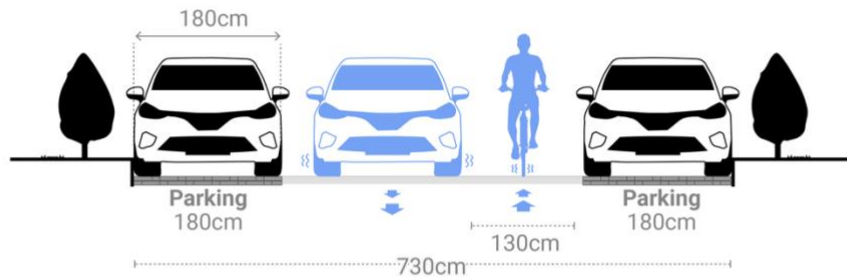
Minis are no longer so mini! The 1963 Mini measured 3054 x 1397 x 1356mm. The 2016 Mini has bulked out to 3821 x 1727 x 1414mm³⁷

The surge in SUVs is not due to consumer demand either, they are being foisted on us by the car companies. YouGov polling conducted on behalf of Clean Cities, found:

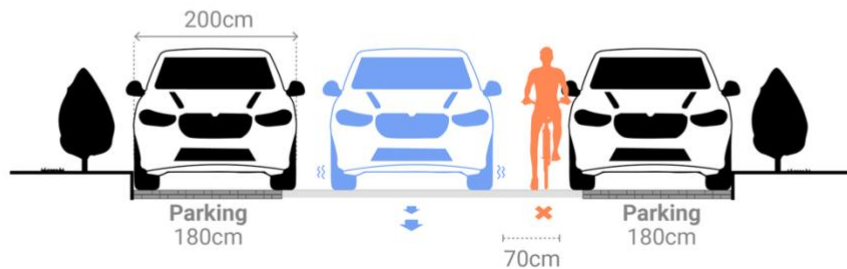
- 61% of UK passenger car owners agree that “SUVs take up too much space”.
- 71% of car owners also agree that SUVs make parking more difficult.³⁸

Mega SUVs leave too little space for other road users

Average new car width: 180cm (200cm with mirrors)



Mega SUV width: 200cm (220cm with mirrors)



Source: T&E 2024. Notes: Image shows a residential street with cycling in both directions, one way for all other traffic, and parking for vehicles on both sides. A 730 cm width is frequently used for such streets in Europe.

CleanCities   T&E

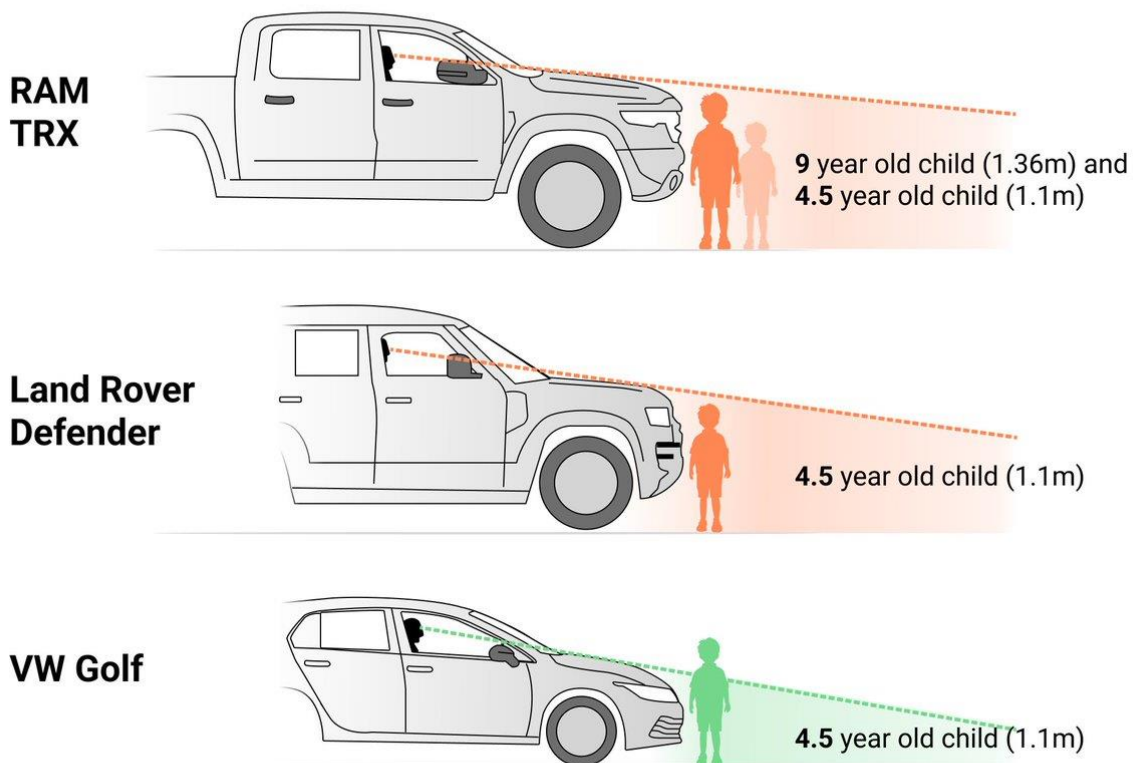
This diagram shows that wider cars reduce the available road space making it impossible for people driving cars to overtake people on bikes safely³⁹

As well the implications for road space, additional damage to road surfaces, pollution from tyre wear and higher carbon emissions, the really worrying issue with this trend to larger cars is that the increased height of the bonnet and weight of the vehicle multiplies the risk of both fatalities and head injuries, especially for children.

If you are hit by a vehicle with a conventional bonnet you are likely to be hit below your centre of gravity and be thrown onto the bonnet of the car, whereas if you are hit above your centre of gravity you are more likely to be knocked down and run over. The higher the bonnet of the vehicle, the more likely the severity of the injuries sustained.^{40,41} Plus, a higher bonnet reduces the visibility for the driver, as the image below clearly shows.

The higher the bonnet, the bigger the blind spot:

More high-fronted SUVs would mean more children drivers don't see



Analysis based on children of average European height standing to the centre of vehicle fronts. Drivers are of average European adult height. Vehicle assessment and modelling by Summerskill / Loughborough University SDCA (2025)

CleanCities  

This diagram shows that taller cars with higher bonnets reduce the visibility for the driver, at the most extreme, rendering even nine-year-old children invisible⁴²

A systematic review published by a British Medical Journal, Injury Prevention, looked into whether sports utility vehicles (SUVs) and light truck vehicles (LTVs) cause more severe injuries to pedestrians and cyclists than passenger cars in the case of a crash. This found that a person walking or cycling hit by a sports utility vehicle (SUV) or light truck vehicle (LTV) is 44 per cent more likely to be fatally injured than if they are hit by a smaller passenger car. If a child is hit by an SUV or LTV, they are 82 per cent more likely to be killed.⁴³

Recommendation 6

VZAP2 should include action by TfL to:

- work with the London boroughs to dissuade people from driving heavier, larger cars by using London-wide, weight-based parking surcharges for on-street resident and visitor parking, as recommended by the SUV Alliance.
- propose actions based on the evidence of the danger presented by larger, heavier cars, such as:
 - a public awareness campaign to alert Londoners to the harm they pose.
 - a tobacco-style ban on advertising of heavier, larger cars – including hybrid, plug-in hybrid and electric – on the TfL advertising estate.

Increase road rules awareness

The ‘Safer Streets for All’ report by the Bikeability Trust and Living Streets was written in response to the Government’s upcoming Road Safety Strategy and contains findings, evidence and recommendations that the Mayor, TfL and the MPS should consider for VZAP2.

“Our streets should be places where everyone can feel safe, supported, and empowered, whether walking to school, cycling to work, or wheeling to the local shops. Yet far too often, vulnerable road users face avoidable risks and everyday journeys are marked by danger.”⁴⁴

The report includes research showing a worrying lack of awareness amongst drivers of basic Highway Code details relating to pedestrian priority at side road junctions with 31 per cent of drivers saying they would turn across the path of a pedestrian trying to cross a side road, while 50 per cent of drivers said they did not understand safe passing distances when overtaking people riding bikes.

Sadly, these statistics do not come as a surprise to anyone who walks, wheels or cycles in London.

Recommendation 7

VZAP2 should address the lack of public understanding about Highway Code rules that are in place to protect people walking and cycling as part of TfL’s communication package for Londoners, TfL and MPS staff.

Make roadworks diversions people centred

All too often, diversions round roadworks appear to be designed for the convenience of people in motor vehicles and not for the benefit or even safety of people walking or cycling. TfL has perfectly good guidance that should address this, but it feels as if convenient, safe walking and cycling routes are not a high priority when civil engineering projects are undertaken.

Diversions for roadworks can have a disproportionate impact on cycleways as cycle infrastructure often depends on a fragmented network that is vulnerable to the loss of individual links within it. A good example of this issue is the Greenway which links key destinations including stations, high streets and a hospital and has long been a strategic cycle route, which after minor upgrades, was added to the Mayor's cycleway network in 2018.

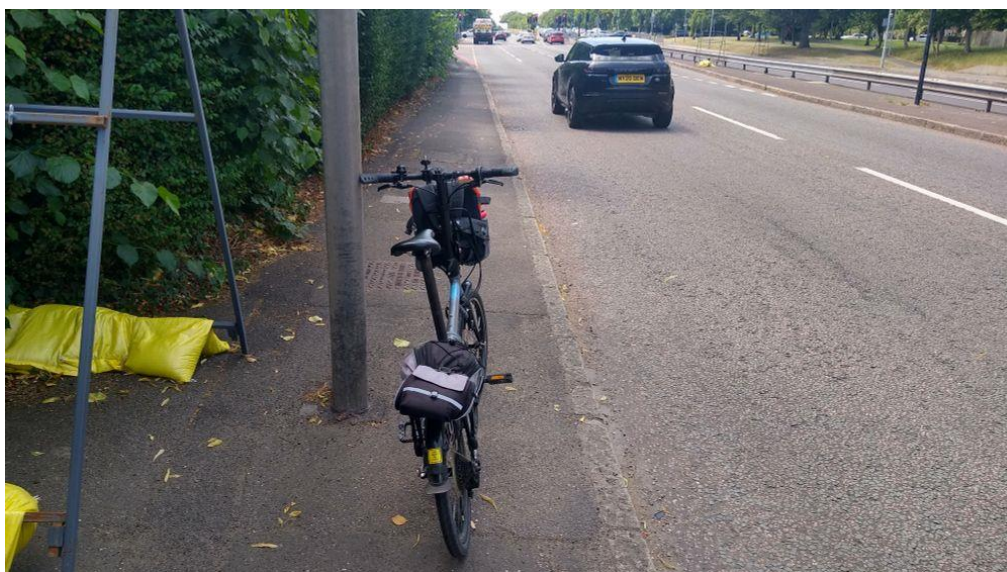
When it has been closed for maintenance – largely due to the sewers the route runs above – diversions have not been to the same standard as the closed Greenway. This means that the effective quality and safety of the route has been compromised by diversions for years at a time.

In response to multiple constituents raising concerns about the safety and convenience of the temporary walking and cycling route around the Greenway closure, I wrote to the multiple authorities involved: Thames Water, the Greater London Authority, Newham Council and Transport for London.⁴⁵ Their published responses make clear the urgent need for a coordinated approach to ensure that temporary closures do not leave gaps in London's network of walking and cycling routes.

Another recent example is Gallows Corner, a £60 million road improvement scheme that started in June 2025. The temporary signage advertising the upcoming roadworks on the pavement by the A12 in Havering was pushing people walking, wheeling or cycling closer to 50mph traffic.

There were barriers across dropped kerbs that forced people to tackle adverse cambers and raised kerbs. And the A127 toucan crossing was closed displaying a map telling people to walk, wheel or cycle all the way round the entire gyratory.

It should be obvious to anyone working in traffic management when temporary arrangements do not take account of the needs of children, older or disabled people. It shouldn't need a passing civil engineer like @RantyHighwayMan to point out these basic problems to TfL on social media.⁴⁶



Ranty Highwayman posted this photo and others on social media on 21 June 2025 saying:
 “So pleased to see that for Monday's closure of #GallowsCorner, @london.gov.uk has made sure that the flood of temporary diversion signs are not in any way going to impact those of us who walk, wheel and cycle on the #A12 shared-use path. It's lovely to get close to the 50mph traffic. [...] Passing this afternoon on my folder and this is the space left to get though. And that's with skinny handlebars”⁴⁷



Ranty Highwayman posted this photo and others on social media on 21 June 2025 saying:
 “And of course I was going to cross the A127 toucan at #GallowsCorner, but it's closed and with the little map telling me to go all the way round the entire thing”⁴⁸

Recommendation 8

VZAP2 must ensure:

- that diversion routes for walking and cycling are planned with participation by TfL, the relevant borough and any other public body involved. There should be contingencies for long-term closures, such as increasing the density of the cycle network to provide high-quality nearby alternative routes. TfL should also update their guidance on diversions to include off-road routes like the Greenway and consider how lane rental and infrastructure coordination approaches can be used to support Vision Zero.
- people installing and signing off on temporary diversion works have accessibility and Vision Zero training so they understand the TfL guidance and how important it is that signage for roadworks is designed and positioned for the safety, comfort and amenity of people walking, wheeling and cycling, especially children, older and disabled people, and not just for people driving past in vehicles.

Improve the public reporting of unsafe driving practices

If someone witnesses a road offence, such as a car close passing someone on a bike, or a person using a mobile phone while driving, they can use the MPS webpage 'Report a road traffic incident' to upload evidence, including photos and videos from dashcams, mobile phones and helmet cameras.⁴⁹

However, many people are unaware they can do this, or that they can report a crime that they witnessed but were not directly involved in.

The West Midlands Police and Crime Commissioner in his 2025-2029 Police and Crime Plan includes working with communities to deter unsafe driving by encouraging more public reporting:

*"The public can play their part in improving road safety. Cameras on dashboards, helmets and mobile phones are recording incidents that can serve as actionable evidence. I have invested in and will continue to support Operation Snap, focusing on increasing third party reporting and maintaining a high percentage of reports that lead to warning letters, penalty notices or prosecutions when clear evidence is available. My campaign will expand public knowledge of illegal road use behaviour, guide citizens on how to submit evidence and highlight the positive outcomes of their efforts."*⁵⁰

During, the Assembly Police and Crime Committee’s recent scrutiny into police investigation of serious injury collisions, it heard evidence of shortfalls, inconsistencies and lack of transparency by the MPS traffic prosecution department (MO10, based at Marlowe House), which investigates third party reports.⁵¹

Recommendation 9

VZAP2 must ensure:

- that diversion routes for walking and cycling are planned with participation by TfL, the relevant borough and any other public body involved. There should be contingencies for long-term closures, such as increasing the density of the cycle network to provide high-quality nearby alternative routes. TfL should also update their guidance on diversions to include off-road routes like the Greenway and consider how lane rental and infrastructure coordination approaches can be used to support Vision Zero.
- people installing and signing off on temporary diversion works have accessibility and Vision Zero training so they understand the TfL guidance and how important it is that signage for roadworks is designed and positioned for the safety, comfort and amenity of people walking, wheeling and cycling, especially children, older and disabled people, and not just for people driving past in vehicles.

What large scale changes are needed to move the dial on Vision Zero?

TfL has acknowledged a step change in action is required to reduce road danger sufficiently to meet the Vision Zero targets. This section of the report includes a range of major and minor ideas that may help TfL meet its Vision Zero targets through VZAP2.

Speed up the roll out of pedestrian crossings at signalised junctions

Too many traffic junctions in London have signals for motor traffic, but not for people walking or wheeling. In March 2021 the London Assembly unanimously passed my motion on pedestrian crossings. This asked the Mayor to:

“use this junction review to work with local councils to develop a plan to ensure that every junction that has signals to control motor traffic, also has signal protected pedestrian crossings on every arm by 2030.”⁵²

At the time of the motion there were 261 signalised junctions in London with signals for motor traffic, and not for people to cross these roads. In October 2024 I followed up progress via a written Mayor’s Question and was given information dating back to the end of 2023, which showed that 140 junctions were still waiting for pedestrian crossings to be installed.⁵³ As of today, TfL has confirmed the backlog is down to 135 junctions.

Recommendation 10

VZAP2 should prioritise completing the installation of signal protected pedestrian crossings on every arm of every junction controlled by traffic signals in London and publish a trackable plan to do so.

Reduce speed limits

Speed is the single biggest factor in determining both the likelihood and severity of a collision and there is much evidence illustrating this. After Wales introduced a default national speed limit of 20mph on restricted roads, casualties on 20mph and 30mph roads in Wales declined by 24 per cent in April to June 2024 compared to the same period in 2023 (before the national default 20mph speed limit was introduced).⁵⁴

Closer to home, a new study published by TfL shows the introduction of 20mph speed limits on local authority-managed roads in London between 1989 and 2013 led to significant

reductions in collisions, injuries, and deaths, particularly among children and vulnerable road users.

- Total collisions fell by 35 per cent (compared to 12 per cent in the control group).
- All casualties fell by 36 per cent.
- Fatal or serious injuries fell by 34 per cent.
- Child casualties dropped by 46 per cent, and children killed by 75 per cent.
- Among people walking, cycling, or riding motorcycles, killed or seriously injured (KSI) figures were reduced by 28 per cent.⁵⁵

The Road Safety Foundation (RSF) published its report, 'Determining Safe Speeds', in April 2025. The report:

*"highlights the critical role of speed management in creating a Safe System in which road deaths and serious injuries have been eliminated. Grounded in the principles of Vision Zero, which asserts that no loss of life (or life-changing injury) is an acceptable consequence of mobility, **this study provides evidence-based definitions of 'safe' speeds for various road types.**"*⁵⁶

These are:

- 10mph where there is a particular prevalence of pedestrians and/or bicyclists and/or motorcyclists, or where there is a heightened vulnerability of pedestrians to impact and injury, e.g. around schools, around hospitals, and in the vicinity of major sports or social/cultural events.
- 20mph in other locations where pedestrians and/or bicyclists and/or motorcyclists mix with cars.
- 20mph where cars and HGVs mix and where:
 - head-on collisions are possible (i.e. single carriageways) or
 - side impacts are possible (e.g. at T-junctions and crossroads).
- 30mph where head-on collisions and side impacts are possible only between cars.

This comprehensive evidence opens huge opportunities to widen the roll out of lower speed limits and further reduce speed limits in some locations. School streets have shown that people accept no traffic or very low-speed traffic in locations where there are children and other vulnerable pedestrians.

Recommendation 11

VZAP2 should use 10 and 20mph speed limits in a bold and targeted way both on the Transport for London Road Network (TLRN) and support wider introduction by the boroughs. 10mph limits should be rolled out on shopping streets, roads around parks and other places where people gather, along with 10mph limits around schools timed to protect children at drop-off and pick-up.

Create more liveable neighbourhoods

Liveable Neighbourhoods, also known as Low Traffic Neighbourhoods (LTNs), are area-wide schemes designed to allow access to every home or business in the area while traffic is prevented from cutting through between main roads by cameras or by physical barriers like planting boxes or bollards. They create low-traffic environments where people can walk, wheel and cycle in safety while air pollution, road danger and physical inactivity are reduced.

In February 2024, TfL published 'The impacts of Low Traffic Neighbourhoods in London: A Summary of Evidence', which included the following data:

- A 50 per cent reduction in road casualties within LTNs, with no increase on boundary roads.
- Compared to before implementation, 74 per cent of streets within London LTNs have reduced traffic.
- 58 per cent of respondents in a representative poll of Londoners supported LTNs.⁵⁷

Sustrans has also collated evidence from around the world demonstrating that introducing Liveable Neighbourhoods both cuts the number of vehicles using residential roads and reduces road danger. You can find all that data on their website ([Sustrans.org.uk](https://www.sustrans.org.uk)) under 'A Guide to the Evidence Around Low-Traffic Neighbourhoods'.⁵⁸

The abstract of one of the papers included in the list, 'The Impact of Introducing Low Traffic Neighbourhoods on Road Traffic Injuries', states:

*"We examine the impact on road traffic injuries of introducing low traffic neighbourhoods in Waltham Forest, London. Using Stats19 police data 2012-2019, we find a three-fold decline in number of injuries inside low traffic neighbourhoods after implementation, relative to the rest of Waltham Forest and the rest of Outer London."*⁵⁹

A further investigation, 'Low Traffic Neighbourhoods in London Reduce Road Traffic Injuries: a Controlled Before-and-After Analysis (2012-24)', reveals:

“Road traffic injuries fell by around a third inside new LTNs, while remaining unchanged on new LTN boundary roads.” And “This study also finds no evidence of any overall impact (and for cyclists and motorcyclists a benefit) on boundary roads.”⁶⁰

In addition, the report ‘The Impact of LTNs in Lambeth on Levels of Driving Among Residents’, found a 6.5 per cent decrease in driving once an area became an LTN.⁶¹

Disability advocacy group Transport for All looked at the impacts of LTNs on disabled Londoners in their 2021 report: ‘Pave the Way, The impact of Low Traffic Neighbourhoods (LTNs) on Disabled People, and the Future of Accessible Active Travel’. Their summary was:

“In terms of the positive impacts of LTNs, participants reported easier or more pleasant journeys; an increase in independence; a decrease in traffic danger and benefits to physical and mental health. Criticisms included longer journey times for residents, as well as their visitors who provide care and support. This leads to travel becoming more exhausting.”⁶²

There is clearly a plethora of evidence and data showing how area wide Liveable Neighbourhoods can help deliver the Mayor’s transport goals for Vision Zero, traffic reduction, and achieving 80 per cent of trips by walking, cycling and public transport by 2041. It is also a relatively affordable way to plug gaps in London’s safe cycle network.

Recommendation 12

VZAP2 should roll out further Liveable Neighbourhoods through TfL’s Local Implementation Programme (LIP) funding, while involving disability advocacy groups early in the design and implementation process.

Build a safe cycling network

Report after report demonstrates that protected bike lanes save lives and reduce injuries. ‘Cycling Injury Risk in London: Impacts of Road Characteristics and Infrastructure’ found that roads with protected bike lanes saw a 40 per cent reduction in cycling injuries, whereas painted lanes increased risk.⁶³

Meanwhile, ‘Cycling Injury Risk in Britain: A Case-Crossover Study of Infrastructural and Route Environment Correlates’, concluded:

“Given the evidence from international studies [...] that high-quality separated cycle infrastructure should reduce, not increase risk, (ii) the evidence from other international studies that such infrastructure acts to encourage cycle uptake, we would suggest that in the British context, higher standards for cycle infrastructure

are urgently needed [...] and poor quality paint-based infrastructure lacking physical separation from motor traffic should not be implemented.”⁶⁴

TfL no longer installs purely paint-based cycle lanes, but there are legacy painted and on-pavement lanes across London which need to be urgently modernised.

It's not just people commuting to work, kids rushing to school or people trip-chaining to fit in caring responsibilities around work who need protected cycle lanes, it's workers too. In a survey published in December 2024, Possible found that “1 in 10 cycle journeys are taken by food delivery riders in London.”⁶⁵ Furthermore, more than 60 per cent of couriers said they feel unsafe on the roads, and 80 per cent prefer protected cycle lanes or low-traffic routes.

Yet, despite London's great strides over recent years – expanding the cycle network from 90km in 2016 to 360km by March 2024 – progress seems to be stalling. According to the 2025 City Ratings from People for Bikes London has lost out to Cambridge as the best place in the UK to ride a bike.⁶⁶

Recommendation 13

VZAP2 must:

- include ambitious, London-wide plans for rapid delivery of a comprehensive, dense cycle network integrating both protected cycle lanes and low-traffic routes, so every Londoner, wherever they live, has access to safe routes to get around on a cycle or mobility scooter.
- produce a plan to urgently modernise legacy painted routes on roads and pavements with a clear timescale for the work to be completed.

Install side road zebras everywhere

Anyone walking along a main road will be familiar with the frustration of trying to cross multiple side roads against turning traffic. The Highway Code is clear that people walking have priority, but as shown earlier, familiarity with this rule amongst people driving is sketchy.

While zebra crossings without flashing beacons and zig-zag lines are not currently recommended by the DfT, some councils including Westminster, are trialling them on side road junctions to see if they boost active travel and lead to safer streets. Installing them across side roads, reinforces the Highway Code priority pedestrians already have at junctions.

Side road zebras can cost up to 100 times less to install than traditional zebra crossings, and as no electricity is needed for Belisha beacons, they can be put in speedily.⁶⁷

A two-year trial by Greater Manchester Combined Authority (GMCA) and Transport Research Laboratory (TfL) found that drivers were 65 per cent more likely to follow the Highway Code and give way to pedestrians at side roads where zebra crossings were installed compared to those without.⁶⁸ Further, if 20,000 side road zebras were installed across Greater Manchester, they would prevent approximately three deaths, 42 serious injuries and 233 minor collisions every year.⁶⁹

Sustrans' July 2025 report, 'Transforming Mobility: Including Disabled People in Transport Planning', made rolling out side zebras one of their five asks saying: "When tested in UK cities, more drivers stopped and disabled people felt safer."⁷⁰

Recommendation 14

VZAP2 should take account of the safety findings from side road zebra crossing trials across the country and support boroughs to roll them out widely across London at junctions with main roads.

Tackle hit and run and improve police enforcement

My 2024 report 'Hit and Run: The Escalating Crisis on London Roads' highlighted the unacceptable epidemic of hit and run in London.⁷¹ It also examined the lack of data, the inconsistency in the way data is shared and the delay in making it publicly available. The recommendations I made in that report are still relevant today and three of the four should be incorporated into VZAP2.

TfL and the MPS had a target to increase their capacity to enforce up to one million speeding offences by 2024/25, which they have yet to achieve.⁷² This needs urgent attention along with prioritising enforcement on 20 and 30mph roads, transparency about speed offence data broken down by borough, and banning people who consistently drive at extreme speeds.

Recommendation 15

VZAP2 must include the following:

- the Mayor should introduce a hit and run action plan and set a target to reduce hit and run collisions as part of his Vision Zero strategy and implement the recommendations of my report, 'Hit and Run: The Escalating Crisis on London Roads'.
- TfL and the MPS must produce a plan with interim targets and increase capacity to achieve their target for enforcement of up to one million speeding offences each year, with enforcement on 20 and 30mph roads prioritised.
- the Courts should be implementing driving bans for people who consistently drive at extreme speeds.
- plans to publish speed offence data broken down by borough to enable targeted actions.

Increase MPS capacity to investigate serious injury collisions

During the London Assembly Police and Crime Committee's examination 'Police Investigation of Serious Injury Collisions', Assembly Members heard that while the 100 most serious collisions each year get a forensic investigation, many serious collisions do not.⁷³ Collisions have to meet one of the following categories: a life-threatening injury, a life-changing injury, a complex collision, or a high-profile investigation.

These 100 collisions are investigated by the Serious Collision Investigation Unit (SCIU), while the majority are investigated by Basic Command Unit (BCU) officers or by the MO10 Collision Investigation and Prosecution Team at Marlowe House. Even if the capacity of the SCIU was doubled to 200 cases a year, some 90 per cent of serious injury collisions would continue to be investigated by boroughs and Marlowe House.

During the committee investigation, concerns were also raised about inconsistencies in the way the MPS initially assesses serious injury collisions at the scene, which can affect the quality of the investigation and compensation for injuries. The lack of public confidence in the MPS was brought up, with campaigners calling for increased transparency, accountability and quality assurance for collision investigations.

It is particularly important for people walking and cycling harmed by collisions – who are not covered by motor vehicle insurance – that thorough investigations take place at the scene of

the crash, to ensure all evidence is collected and the likelihood of detection and determination of liability is maximised.

Recommendation 16

VAZP2 should contain MPS commitments to:

- increase training and resourcing to improve the quality of the majority of serious collision investigations that are covered by borough teams and Marlowe House.
- invest in increasing the number of serious collisions investigated by the SCIU to more than 100 per year.
- publish criminal justice outcomes and findings of the annual No Further Action (NFA) review, and work to improve levels of victim satisfaction and public confidence in MPS investigations.

What changes are needed to guidelines, rules and the law?

This section suggests changes to legislation or processes that help reduce road danger in London, as well as across the country, where applicable.

Bring in proper regulation for dockless e-bikes and e-scooters

It was good to see the English Devolution and Community Empowerment Bill allowing all Local Transport Authorities to regulate on-street micromobility schemes through a licensing regime.⁷⁴ I understand that in London, TfL would be the licensing authority and would be able to set conditions and standards for how the services operate.

The Government has stated in its Bill guidance that these powers are initially aimed at cycle and e-bike hire services, but could be extended to other services. Operators of these services would require licenses to operate in London. TfL and boroughs will also have a duty to cooperate to ensure parking provision for licensed services.

This new ability to regulate dockless hire services means TfL can develop work already underway with the boroughs to manage dockless e-bike parking and operation.

Recommendation 17

VZAP2 should consider the opportunity presented by the English Devolution and Community Empowerment Bill to regulate dockless e-bikes and e-scooters through licensing.

Protect delivery riders from risk

There's an unpleasant narrative in the media blaming the rise of e-bikes and food delivery couriers for increasing danger on our roads. Yet, all too often, the finger pointing misses the source of the problem, which as Possible's report 'Hot Wheels' addressed, is the business practices of delivery app firms heaping pressure on riders to make as many deliveries as they can, simply to earn a minimum level of income.⁷⁵

Illegal and exploitative e-bike conversion kit business practices have been exposed by the All-Party Parliamentary Group for Cycling & Walking (APPGCW) in its June 2025 report, 'Unregulated and Unsafe: The Threat of Illegal E-Bikes'.⁷⁶

Recommendation 18

VZAP2 should incorporate where relevant – or lobby the Government to support – the recommendations in both Possible's report, 'Hot Wheels' and the report from the APPGCW, 'Unregulated and Unsafe: The Threat of Illegal E-Bikes'.

Protect young drivers

One measure that 'Safer Streets for All: The Upcoming Government Road Safety Strategy' recommends is to bring in graduated driving licences. In 2023, a quarter of fatalities from collisions involving a car driver involved at least one young driver – with 1,417 young UK drivers sustaining serious or fatal injuries each year. In total, 4,959 people were killed or seriously injured in 2023 as a result of collisions involving young drivers.⁷⁷

A graduated driving licence could include some of the following:

- Lower drink-drive limits – a reduction in the legal alcohol limit for driving or zero alcohol.
- Speed limits – new drivers restricted to slower speeds.

- Engine sizes – limits on driving powerful vehicles.⁷⁸

Recommendation 19

VZAP2 should include a plan to protect young drivers and reduce the risk of young driver collisions on London’s roads. The Mayor, TfL and the MPS should engage with the current debates about the need for graduated driving licences.

Introduce a Road Safety Investigation Branch

In November 2024 Louise Haigh, then Transport Secretary, talked about introducing the first Road Safety Strategy in over a decade, and indicated it might include the country’s first-ever Road Safety Investigation Branch (RSIB).⁷⁹

An RSIB was first proposed in June 2022 by the DfT: “This independent, safety-focused Branch will learn the lessons from road collisions and other incidents including those involving self-driving vehicles by carrying out independent investigations and making recommendations to prevent future incidents, make our roads even safer and save lives across the country.”⁸⁰

The London Assembly supported an RSIB when it voted unanimously for my ‘2024 World Day of Remembrance for Road Traffic Victims’ motion: “We call on the Mayor to positively engage with these campaigners and charities and their calls and ask him to raise their demands for the establishment of a Road Safety Investigation Branch, equivalent to the Rail Accident Investigation Branch, with the new Government.”⁸¹

In May 2025, Lilian Greenwood, Parliamentary Under-Secretary for DfT said the Government hopes to publish the Road Safety Strategy by the end of 2025.⁸²

Recommendation 20

VZAP2 should recommend the Mayor, TfL and every Londoner responds to the Government’s Road Safety Strategy when it is published, including support for the creation of an RSIB.

Regulate moving adverts in shop windows and on vehicles

Campaigners have raised with me concerns about super bright, fully animated window displays, now seen in many betting shop windows, which could distract people when driving, wheeling or cycling.⁸³ The advertising industry has voluntary standards for on-street advertising limiting animation to avoid causing safety issues for road users. Unfortunately, it doesn't seem that gambling establishments are taking the same safety-first approach.

Similarly, food delivery boxes on mopeds sometimes have LED screens installed on them displaying moving images, which could also increase driver distraction and road danger.⁸⁴

Recommendation 21

VZAP2 should commit to researching the potential road danger from on-street or on-vehicle animated digital advertising. If evidence is found, TfL should lobby the Government to bring in new legislation to address road danger related to distraction by on-street, animated digital advertising.

Reduce bus-related fatalities by addressing fatigue

In February, I wrote to the TfL Commissioner, Andy Lord, about lack of progress on the Vision Zero target and to express my deep concern that 110 people were killed by motor vehicles on London's roads in 2024.⁸⁵ Worryingly, figures for the final quarter of 2024/25 are at their highest level for that period since 2018/19.⁸⁶

In that letter, I also raised the issue of deaths that involved buses and the causes. While I appreciate the work being done to tackle bus safety, bus drivers keep raising with me fatigue and distraction related to ongoing rostering patterns, lack of toilet facilities, and poor heating and cooling systems in drivers' cabs.

When I was previously on the Transport Committee, between 2016-2021, I took part in the investigation into bus safety, which resulted in a report 'Driven to Distraction: Making London's Buses Safer', published in July 2017.⁸⁷ Bus drivers regularly tell me that if all the recommendations in this report were implemented by TfL, their working lives would be measurably improved.

Bus drivers continue to lobby the Mayor and TfL for better working conditions. In support of this, I submitted a petition in February calling on the Mayor and TfL to implement the Bus Drivers' Bill of Rights into their bus contracts.⁸⁸

I have also heard recently that bus operators are installing fatigue cameras in driver cabins to monitor bus drivers to see if they're yawning. Drivers tell me that the real fix isn't more surveillance and being told to eat fruit and go to bed early, it's providing drivers with proper breaks and access to toilets on all routes.

In June 2025, the Chief Executive of London TravelWatch, Michael Roberts, wrote to the Chair of the London Assembly Transport Committee, Elly Baker about bus safety. In that letter, London TravelWatch put forward a number of requests and recommendations. One in particular is worth highlighting:

*"given concerns from victims' families, campaigners and Assembly Members, could TfL commit to some form of external scrutiny individually of each bus-related incident resulting in a fatality, with the potential to make recommendations? The number of such incidents suggests that in principle this should be a relatively manageable undertaking to help increase transparency and wider confidence that lessons are being learnt."*⁸⁹

Recommendation 22

VZAP2 should:

- include provision of welfare and mobility hubs in repurposed car parks for non-office based workers to address fatigue that can lead to crashes and collisions.
- revisit the licencing arrangements so the next deal with the app hire companies includes data collection to track and eliminate fatigue.
- bring back advanced driver training for black cab drivers.

Protect taxi and Private Hire Vehicle drivers from fatigue

It was good to see the TfL Taxi and Private Hire Action Plan 2025 cover the risks of driver fatigue and distracted driving and the commitment to work with the taxi trade and private hire industry to encourage positive driving behaviours, providing information on the positive impacts of road safety schemes, managing risks and keeping themselves and their passengers safe.⁹⁰

Disappointingly, the Plan did not include a commitment to make collection of data from the app-based private hire companies a condition of licencing. Cities like New York have done

this and the data allows them to track how long drivers are working for each app company which better enables working hours to be controlled and drivers protected against fatigue.

‘Rethinking London’s future’, Assembly Member Zoë Garbett’s response to the Mayor’s London Plan consultation included a recommendation that TfL and the GLA should bring in ‘Welfare and Mobility Hubs’ potentially in repurposed car parks serving non-office-based workers including couriers, postal workers, taxi and private hire drivers and bus drivers.⁹¹ These hubs could provide fast charging for electric and alternatively fuelled vehicles, rest areas for workers, toilets and other amenities to support workers in the transport and delivery sector.

The TfL Taxi and Private Hire Action Plan 2025 also contained recommendations for a variety of training for drivers, particularly around supporting disabled people.⁹²

However, the action plan doesn’t include reviving the advanced driver training as standard practice for black cab drivers, which stopped in 2018 and is something cab drivers have told me they want to see brought back. They see this as a vital tool to reduce road danger.

Regulate autonomous vehicles

“From 2026, self-driving cars without a safety driver could be available for people to book via an app for the first time”. This was a government announcement about pilots of autonomous vehicles (AVs) coming to our roads.⁹³

The press release did acknowledge: “Innovation, world-leading regulation and road safety will be at the forefront of the pilots, with self-driving vehicles aiming to reduce human error – which contributes to 88% of all road collisions.”

It also described how AVs could support public transport and accessibility: “They could add new public transport options in rural areas to boost connectivity for local communities, and improve mobility, accessibility and independence for those unable to drive.”

However, supporting AVs bakes in priority for motor vehicles over other forms of transport. This continues the motonormativity that sets an expectation that cars are the dominant form of transport on our roads and normalises leaving walking and cycling with scraps of space and fragments of time at light-controlled junctions.

Dr Ian Walker highlighted this in his recent paper, ‘Why do cars get a free ride? The social-ecological roots of motonormativity’, which demonstrated that: “government policy environments are all related to motonormativity.”⁹⁴

Without strong regulation, the likelihood is that the AVs we will see on our already-congested roads will predominantly be ‘taxis’ that replace the already-exploited private hire drivers, rather than buses providing additional much-needed public transport capacity.

Further, the announcement included no detail on how these changes will affect people walking, wheeling or cycling, especially children, older and disabled people. This raises so many questions:

- Who gets to move freely?
- Who gets blamed when things go wrong?
- Who are our city streets really for?

Recommendation 23

VZAP2 must include recommendations about whether autonomous vehicles can be piloted on any of London's streets, along with a commitment not to allow their use until all questions about risk and liability have been fully resolved with the interests of people walking, cycling and catching the bus prioritised and protected.

Partially decriminalise speeding

London Councils has been lobbying Government to partially decriminalise speeding since 2018.⁹⁵ This would give boroughs enhanced powers to tackle speeding, as the MPS, while committed to increasing enforcement, does not currently allocate the resources to tackle speeding to the extent that boroughs consider necessary or to meet their enforcement targets.

A collaborative approach between boroughs, TfL and the MPS to share intelligence and data, maintaining licence endorsements, and invoking criminal procedures for multiple offences and those above an agreed threshold should be initiated.

Recommendation 24

VZAP2 should recommend that the Mayor, the MPS and TfL support London Councils in its lobbying of Government to devolve certain levels of speeding enforcement to local authorities, and undertake the necessary research to provide evidence to do so.

Roll out Intelligent Speed Assist (ISA) on all working vehicles

Since July 2024 it is a legal requirement that all new cars in Europe must be fitted with a mandatory speed limiter/Intelligent Speed Assist (ISA), but this does not apply to England, Scotland and Wales.

ISA became mandatory on all buses entering service in London from 2017 and TfL has invested in retrofitting key Bus Safety Standard features to older vehicles in the fleet. In total, 5,180 buses are now fitted with ISA, which uses GPS and geo-mapping to help the driver comply with the speed limit. 1,834 buses have been fitted with an acoustic vehicle alerting system, which alerts other road users to the presence of quieter electric buses, and 2,258 buses have camera monitor systems which replace traditional wing mirrors and offer enhanced indirect vision with reduced blind spots.⁹⁶

Recommendation 25

VZAP2 should recommend that the Mayor and TfL should speed up its programme to fit ISA to all its buses, and introduce a contract requirement for ISA in procurement of council and GLA services in London.

Recommendations

Recommendation 1

VZAP2 should build on work by TfL and MOPAC to support victims with the aim of creating a culture that centres the voices of victims and bereaved families, and promotes an understanding of the importance of Vision Zero in the work of everyone in every job at both TfL and the MPS.

Recommendation 2

VZAP2 must address the polarisation of debate about measures to reduce danger on our streets. The Mayor and TfL need to lead a wide conversation about how every Londoner can play their part in reducing miles driven, injuries sustained and lives lost on London's roads each day.

Recommendation 3

VZAP2 needs to incorporate alternative actions to reduce traffic volume, which could have been delivered by London-wide Road User Charging. These should include, but are not limited to:

- reallocating main road private motor traffic capacity, such as schemes like those on Tottenham Court Road, Bank Junction, Stoke Newington Church Street and Bishopsgate. Most main roads in London could move to having a maximum of one lane for private motor traffic in each direction, protected cycle lanes, wider pavements and deliveries from side roads.
- providing more bus routes in outer London, boosting bus priority, making all bus lanes operate 24/7 and deploying bus gates.
- delivering a Healthy Streets audit of the entire Transport for London Road Network (TLRN) focussed on Red Routes, with a sustainable kerbside strategy implemented and funded. All private motor vehicle parking moved to side streets or removed, as was originally intended for this arterial road network, and if any private motor vehicle parking remains it should not be free.
- increasing pedestrianisation – in addition to Oxford Street – and a network of safe, accessible cycling routes across London and in central London aiming to match the environments that are increasingly seen in other leading global cities, such as Paris.
- reviewing the timings of the Central Congestion Charging Zone (CCCZ) so that it operates in the evenings again; increasing the costs of using the CCCZ with an escalator, with mitigation for small and medium enterprises (SMEs) and key workers to pay a lower charge and to levy a higher charge for the heaviest private motor vehicles; and extending charging to motorcycles.

- taking a strategic pan-London approach to sustainable freight, with TfL and the GLA leading on coordination of consolidation hubs, area-wide loading restrictions, a shift to rail and water, and measures to increase last-mile pick-up points.

Recommendation 4

VZAP2 must include a communication plan challenging the language around collisions, and getting Londoners on board with the urgent need to tackle the epidemic of road harm on our streets.

Recommendation 5

VZAP2 should include a big communication campaign to educate Londoners about the harm of speeding and the wider benefits of lower speeds.

Recommendation 6

VZAP2 should include action by TfL to:

- work with the London boroughs to dissuade people from driving heavier, larger cars by using London-wide, weight-based parking surcharges for on-street resident and visitor parking.
- propose actions based on the evidence of the danger presented by larger, heavier cars such as:
 - a public awareness campaign to alert Londoners to the harm they pose.
 - “a tobacco-style ban on SUV advertising – including hybrid, plug-in hybrid and electric SUVs” on the TfL advertising estate.

Recommendation 7

VZAP2 should address the lack of public understanding about Highway Code rules that are in place to protect people walking and cycling as part of TfL’s communication package for Londoners, TfL and MPS staff.

Recommendation 8

VZAP2 must ensure:

- that diversion routes for walking and cycling are planned with participation by TfL, the relevant borough and any other public body involved. There should be contingencies for long-term closures, such as increasing the density of the cycle network to provide high-quality nearby alternative routes. TfL should also update their guidance on diversions to include off-road routes like the Greenway and consider how lane rental and infrastructure coordination approaches can be used to support Vision Zero.

people installing and signing off on temporary diversion works have accessibility and Vision Zero training so they understand the TfL guidance and how important it is that signage for roadworks is designed and positioned for the safety, comfort and amenity of people walking, wheeling and cycling, especially children, older and disabled people, and not just for people driving past in vehicles.

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VZAP2 should prioritise completing the installation of signal protected pedestrian crossings on every arm of every junction controlled by traffic signals in London and publish a trackable plan to do so.

Recommendation 11

VZAP2 should use 10 and 20mph speed limits in a bold and targeted way both on the Transport for London Road Network (TLRN) and support wider introduction by the boroughs. 10mph limits should be rolled out on shopping streets, roads around parks and other places where people gather, along with 10mph limits around schools timed to protect children at drop-off and pick-up.

Recommendation 12

VZAP2 should roll out further Liveable Neighbourhoods through TfL's Local Implementation Programme (LIP) funding, while involving disability advocacy groups early in the design and implementation process.

Recommendation 13

VZAP2 must:

- include ambitious, London-wide plans for rapid delivery of a comprehensive, dense cycle network integrating both protected cycle lanes and low-traffic routes, so every Londoner, wherever they live, has access to safe routes to get around on a cycle or mobility scooter.
- produce a plan to urgently modernise legacy painted routes on roads and pavements with a clear timescale for the work to be completed.

Recommendation 14

VZAP2 should take account of the safety findings from side road zebra crossing trials across the country and support boroughs to roll them out widely across London at junctions with main roads.

Recommendation 15

VZAP2 must include the following:

- the Mayor should introduce a hit and run action plan and set a target to reduce hit and run collisions as part of his Vision Zero strategy and implement the recommendations of my report, 'Hit and Run: The Escalating Crisis on London Roads'.
- TfL and the MPS must produce a plan with interim targets and increase capacity to achieve their target for enforcement of up to one million speeding offences each year, with enforcement on 20 and 30mph roads prioritised.
- the Courts should be implementing driving bans for people who consistently drive at extreme speeds.
- plans to publish speed offence data broken down by borough to enable targeted actions.

Recommendation 16

VAZP2 should contain MPS commitments to:

- increase training and resourcing to improve the quality of the majority of serious collision investigations that are covered by borough teams and Marlowe House.
- invest in increasing the number of serious collisions investigated by the SCIU to more than 100 per year.
- publish criminal justice outcomes and findings of the annual No Further Action (NFA) review, and work to improve levels of victim satisfaction and public confidence in MPS investigations.

Recommendation 17

- VZAP2 should consider the opportunity presented by the English Devolution and Community Empowerment Bill to regulate dockless e-bikes and e-scooters through licensing.

Recommendation 18

VZAP2 should incorporate where relevant – or lobby the Government to support – the recommendations in both Possible’s report, ‘Hot Wheels’ and the report from the APPGCW, ‘Unregulated and Unsafe: The Threat of Illegal E-Bikes’.

Recommendation 19

VZAP2 should include a plan to protect young drivers and reduce the risk of young driver collisions on London’s roads. The Mayor, TfL and the MPS should engage with the current debates about the need for graduated driving licences.

Recommendation 20

VZAP2 should recommend the Mayor, TfL and every Londoner responds to the Government’s Road Safety Strategy when it is published, including support for the creation of an RSIB.

Recommendation 21

VZAP2 should commit to researching the potential road danger from on-street or on-vehicle animated digital advertising. If evidence is found, TfL should lobby the Government to bring in new legislation to address road danger related to distraction by on-street, animated digital advertising.

Recommendation 22

VZAP2 should:

- include provision of welfare and mobility hubs in repurposed car parks for non-office based workers to address fatigue that can lead to crashes and collisions.
- revisit the licencing arrangements so the next deal with the app hire companies includes data collection to track and eliminate fatigue.
- bring back advanced driver training for black cab drivers.

Recommendation 23

VZAP2 must include recommendations about whether autonomous vehicles can be piloted on any of London's streets, along with a commitment not to allow their use until all questions about risk and liability have been fully resolved with the interests of people walking, cycling and catching the bus prioritised and protected.

Recommendation 24

VZAP2 should recommend that the Mayor, the MPS and TfL support London Councils in its lobbying of Government to devolve certain levels of speeding enforcement to local authorities, and undertake the necessary research to provide evidence to do so.

Recommendation 25

VZAP2 should recommend that the Mayor and TfL should speed up its programme to fit ISA to all its buses, and introduce a contract requirement for ISA in procurement of council and GLA services in London.

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This report sets out my views as an individual Assembly Member and not the agreed view of the entire Assembly.

Please get in touch with me if you have any comments or suggestions.

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