

Divisions Affected - All

Place Overview and Scrutiny Committee – 26th April 2023

Vision Zero (Road Safety)

Report by Corporate Director for Environment and Place

RECOMMENDATION

1. **The Place Overview and Scrutiny Committee is RECOMMENDED to**
 - a) Confirm that the governance, scope and approach set out within this paper (and associated annexes) is appropriate to deliver the councils commitments to Vision Zero.
 - b) Note the progress and actions to date within the workstream programmes, including the development of the Vision Zero Strategy and supporting Action Plan.
 - c) Note the proposed approach for prioritisation and utilisation of the dedicated capital funding to Vision Zero as at Paragraph 16.

Executive Summary

2. This report provides the Place Overview and Scrutiny Committee with background information about the Vision Zero Programme, work carried out to date, and an overview of the Vision Zero Strategy and Capital Business Case timeline going forward.

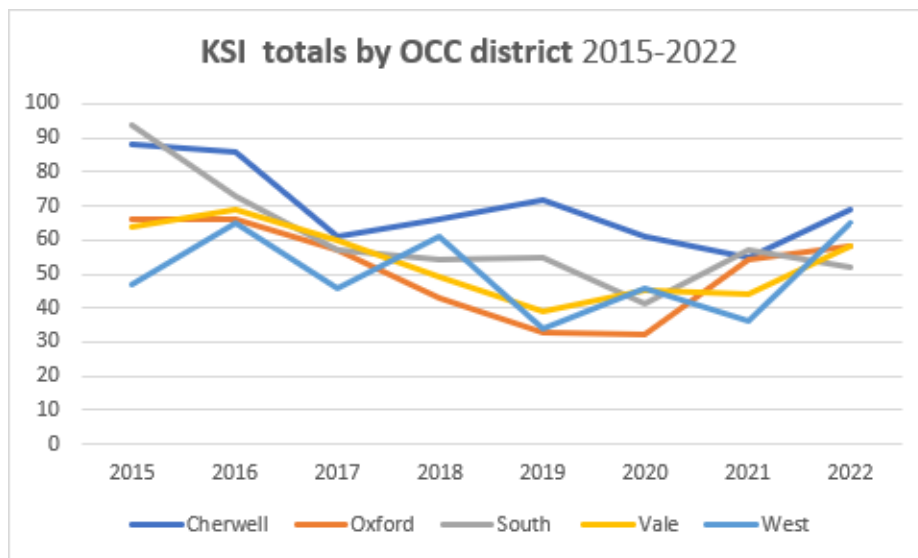
The Vision Zero Programme was stood up in June 2022 following tragic fatalities of 3 cyclists on Oxfordshire roads, and the council has made the commitment to: *“Eliminate all fatalities and severe injuries on Oxfordshire’s roads and streets, to have a safer, healthier, and more equitable mobility for all. Work closely with partners and stakeholders to take a whole system approach, working together on infrastructure, behaviour, technology, and legislation to achieve this change”*.

Background

3. Vision Zero is a safer system to eliminate all road traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all. It was first implemented in Sweden in the 1990s and has proved successful across many

important European cities. It is currently being actively progressed within the UK in an ever-increasing number of authorities.

4. Between 2017 and 2021, 128 people were killed on Oxfordshire roads, with 1130 seriously injured. This not only has a devastating impact on individuals and families, but also on society and Oxfordshire's economy. During the COVID-19 pandemic there was a reduction in road safety incidents, but the 2022 trend is an upward one, as shown in the graph below:



5. National Road Safety figures indicate the burden of cost for road traffic injuries and deaths is disproportionately borne by vulnerable road users, such as pedestrians, cyclists, and motorcyclists. Vision Zero recognises that all road users have the right to travel safely regardless of their mode of transport. In addition to saving lives, implementing Vision Zero will also bring about wider economic benefits by reducing the costs associated with road collisions (for the authority, local businesses, and the public health service), such as damage to infrastructure and lost productivity across Oxfordshire.
6. Vision Zero is not just a technical solution, it requires a cultural shift towards a more compassionate and inclusive approach to road safety. It is a challenge that requires political and social commitment, technical expertise, and financial investment.
7. OCC has a statutory duty under section 39 of the Road Traffic Act 1988 to take steps both to reduce and prevent accidents. The council also has a duty to manage and maintain their road network under section 41 of the Highways Act 1980.
8. The council's Vision Zero approach was committed to by Cabinet in June 2022 following tragic fatalities of 3 cyclists on Oxfordshire roads and calls from communities and cycling campaign groups to take action. The Cabinet approved the drawdown of initial revenue funding of £0.25m to develop and start to progress the implementation of Vision Zero. This funding has been used to support additional resources, the development of key infrastructure changes

at known areas of concern for road users, and the launch of The Council's Vision Zero Programme through a Stakeholder and Councillor Vision Zero Summit held in November 2022.

9. As part of budget setting process this year, £5m was identified within capital pipeline scheme development specifically for Vision Zero. A business case for allocation and delivery programme proposal is currently being developed alongside the drafting of the Vision Zero Strategy and associated Action Plan.

Approach and Governance

10. Governance was established to manage activities that will contribute to vision zero under one programme. This included standing up a Steering Group, Programme Board, and eight Workstreams (which were set up to progress with vision zero as a cross-council programme). The external stakeholder group has been stood up recently to ensure managed stakeholder input into the programme.
11. The eight workstreams (each with a specific lead) report into a programme board (chaired by the Director of Highway & Transport Operation) which is overseen and supported by a steering group (chaired by the Portfolio Holder for Highways Management).



12. The Steering Group & Programme Board terms of reference and the remit of each of the workstreams is detailed in Annex's 1, 2 and 3. The governance and areas of specific effort will adapt as required as Vision Zero progresses.
13. The delivery approach is to utilise road safety data, professional assessments, and input from a wide range of stakeholders to help shape priorities and focus in order to deliver a safer and more attractive network for all road users.
14. Community engagement and stakeholder involvement (using a co-production approach) is key in delivering Vision Zero and associated programme stakeholders have been identified to represent different modes of transport across all road user groups. This enables different viewpoints to be considered and ensures stakeholder expertise and input from both national and local levels.
15. In addition to the dedicated capital funding, other council programmes will ~~compose~~ implement infrastructure improvements to help achieve the ambition

– Major Infrastructure programme, developer contributions or delivery, highway maintenance, Road Safety & Accessibility programme.

16. The development of the new Vision Zero capital funding is currently underway, and initial thinking is to manage through six programmes (listed below) linked back and owned by the relevant workstreams leads.
 - Cycle Safety & Connectivity
 - Corridor/Strategic Road Safety Improvements
 - Single Feature Incident Cluster Location
 - Speed Management
 - Safer Routes to School
 - Low Traffic Neighbourhoods
17. Vision Zero has a clear ambition and committed target of *“Reduction in collisions to zero fatalities and life changing injuries from road traffic collisions by 2050: with an interim target of 25% reduction by 2026 and 50% reduction by 2030 across”*. This target will be monitored closely, and post collision reviews identifying road safety themes will be used to highlight areas for future improvements.
18. Progress towards this target will also be monitored through a mix of key performance indicators (KPI's) both in respect of road safety data, but also delivery outputs from the workstreams and capital programme; these KPI's are outlined in Annex 4.

Achievements to date

19. The main achievements achieved to are:
 - The creation and standing up of the governance structure to manage and monitor delivery of Vision Zero as a holistic programme, including establishing good stakeholder connections to help shape focus and progress.
 - The Vision Zero Road Safety Summit that was held on 24th November 2022 to launch the council's commitment and shape the programmes of the workstreams.
 - Changes made on the network at The Plain, Oxford Parkway Junction (with permanent works planned Autumn 2023). Changes designed and planned for Horspath Driftway and Headley way.
 - Safer Roads Fund grant Funding from DfT for Iffley Road, Banbury Road and around RAF Croughton.
 - Delivery of associated projects that are part of and help to achieve the ambition around Vision Zero, in particular the Countywide 20mph Programme, School Streets, and Low Traffic Neighbourhoods.

Policies and Priorities

20. Vision Zero supports and aligns with the following council's corporate priorities, in particular:
 - Put action at the heart of our work to address the climate emergency.
 - Prioritising the health and wellbeing of our residents.
 - Invest in an inclusive, integrated, and sustainable transport network.
21. It will help to deliver the Local Transport and Connectivity Plan road safety commitments and is detailed as LTCP's Policy 15. Improving road safety is a fundamental part of achieving the LTCP.
22. Vision Zero has also been incorporated into the Central Oxfordshire Travel Plan Action 10.
 - To help meet Vision Zero, deliver network improvements to support active travel users where there is:
 - a) insufficient dedicated infrastructure for those walking or cycling.
 - b) a poor safety record for those who are walking or cycling.
 - c) significant severance for those walking and cycling.
23. Vision Zero also supports the delivery of Active Travel across Oxfordshire. The Active Travel Strategy focuses on active travel modes (walking, wheeling, cycling) which are key to delivering our transport plans for the next 10 years. Active Travel is a core component of schemes such as School Streets and the Local Walking and Cycling Infrastructure Plans (LCWIP's), and Vision Zero will align it their delivery.
24. A specific Vision Zero Strategy and associated Action Plan is currently being drafted, with adoption expected later in 2023. The strategy will detail the safer system approach, along with the Action Plan detailing the steps required to get there.

Financial Implications

25. The Vision Zero Business Case has proposed a funding envelope spend over a three-year period. The programme will aim to deliver holistic and cost-effective road safety improvements by ensuring schemes are aligned with other highway maintenance, major infrastructure, and active travel programmes.
26. Funding to support the delivery of Vision Zero has been identified and committed within the normal budget setting process. To date £250k from reserves has been committed along with a pipeline capital allocation of up to £5m subject to a successful business case/s.

Comments checked by:
Danny Doherty, Finance Business Partner

Legal Implications

27. The Vision Zero Strategy is lawful under general power of competence in Section 1 of the Localism Act 2011 and in accordance with the council's duties under the Road Traffic Act 1988 and its role as highway authority under the Highways Act 1980 and as traffic authority under the Traffic Management Act 2004
28. All Vision Zero schemes that are delivered will be carried out in accordance with the relevant powers and, as necessary, will be subject to statutory consultation.

Comments checked by:
Jennifer Crouch, Principal Solicitor

Procurement

29. Vision Zero will mainly use existing county council contracts, such as the use of Milestone's highway maintenance contract for the delivery of minor-short term improvements. If the programme does require something outside of existing contracts, then frameworks will initially be considered before open tender.

Comments checked by:

Melissa Sage, Head of Procurement & Contract Management

Staff Implications

30. A Programme Manager is in place, and we are currently sourcing an overall Technical Lead. Beyond that, Vision Zero will be delivered through existing staff supplemented with consultancy support as required - covering both general and specialist extra capacity. This additional support will be funded from the allocated Vision Zero budget.

Equality & Inclusion Implications

31. An overarching Equality Impact Assessment has been completed for the programme and is at Annex 5. This concludes there are no negative consequences for protected characteristics, community, wider or climate change impacts as a result of implementing Vision Zero. To confirm any policy, infrastructure, or Traffic Order change etc, will be consulted on individually as required.

Sustainability Implications

32. A Climate Impact Assessment (CIA) for Vision Zero has been completed for the programme and is at Annex 6. This indicates that the Vision Zero Programme scores +9 and has positive outcomes for 5 of the CIA areas.

Risk Management

33. A programme risk register has been developed and will be managed through the normal programme management process. There are two main risks regarding the programme.
- One is the funding envelope limitations to deliver the aspirations and ambitions of the programme while managing the expectations of what will be achievable with the available funding, and any potential further funding.
 - The second is the limited sphere of influence, as Vision Zero is a whole safer system concept, and as such will require technological advancements, and input commitment from external stakeholders and others outside of The Council. This will support the safety of vehicles and the education/training of all road users on a national level to encourage the necessary behaviour changes required (for all modes/vehicles).


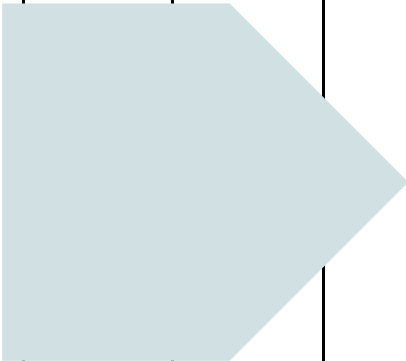




Communication & Engagement

34. The programme was kicked off with a Summit in November 22 with all county, district, parish and town councillors invited, along with a range of stakeholder groups representing different user perspectives. Annex 7 details the core stakeholder groups who attended.
35. We are actively engaging with partners, stakeholders, and community groups as we develop the strategy and associated action plans. We have created a specific stakeholder group that meets quarterly, with levels and type of engagement outside of that varied and tailored as appropriate.
36. There is specific engagement with Thames Valley Police (TVP) on this programme, and the Police and Crime Commissioners Office who are themselves indeed progressing with a Thames Valley Road Safety Strategy. TVP covers 11 Local Policing Area's which is a significant number, as such, they are not able to commit to any specific policy or procedure change for Oxfordshire specifically, but they have agreed to work on an Oxfordshire partnership document setting out approaches and commitments to Oxfordshire.
37. Any policy, infrastructure, or traffic order change etc, will be consulted on individually as required. Engagement with specific interested parties and stakeholder groups will take place as appropriate.

Key next steps

38. The current highest priority work across the Vision Zero programme is to draft and have approved the Vision Zero Strategy and Action Plan, along with finalising the shape of the Capital programmes.

39. Below is the current business case approval and strategy development timeline:

Activity	Apr'23	May'23	Jun'23	Jul'23	Aug'23	Sept'23
Approval of Vision Zero capital programme						
Identifying & designing specific improvement schemes for the Capital Programme. <ul style="list-style-type: none"> ●Cycle Safety & Connectivity ●Corridor/Strategic Road Safety Improvements ●Junction Incident Hot Spots (cluster sites) ●Speed Management ●Safer Routes to School ●Low Traffic Neighbourhoods 						
Draft strategy and action plan developed						
Draft strategy and action plan shared with stakeholders						
Draft strategy consultations / workshops						
Final strategy & action plan approval						

BILL COTTON
 Corporate Director for Environment and Place

Annex:

- Annex 1 – Vision Zero Steering Group – ToR
- Annex 2 – Vision Zero Project Board – ToR
- Annex 3 – Workstream programmes
- Annex 4 – Performance and progress monitoring
- Annex 5 – EIA
- Annex 6 – CIA

Annex 7 – Key Stakeholders

Background papers: [Cabinet 21JUN22 - Vision Zero | Oxfordshire County Council](#)

Other Documents: None

Contact Officer: Caroline Coyne, Programme Manager
Paul Fermer, Director of Highways & Operations

[April 2023]

ANNEXES

(will be single files for the submission)

ANNEX 1 - Vision Zero Steering Group – Terms of Reference



Vision Zero Steering
Group TOR v3.docx

ANNEX 2 - Vision Zero Project Board – Terms of Reference



Vision Zero Project
Board - ToR.docx

ANNEX 3 – Workstream programmes

No	Workstream	Workstream Leads
1	<p>Policy</p> <p>This workstream focuses on ensuring Vision Zero is embedded at both a policy and strategic level across OCC, and that Vision Zero aims align across the LTCP and its supporting area documents. This workstream also leads on the development of the Vision Zero strategy and supporting Action Plan:</p> <ul style="list-style-type: none">• Updated LTCP - Vision Zero is Policy 15• Central Oxfordshire Travel Plan – Vision Zero action 10• Developing Vision Zero Strategy and Action Plan• Supporting the Strategy implementation and ongoing Action Plan reviews	<p>Infrastructure Strategy Team Leader</p> <p>Senior Transport Planners</p>
2	<p>Speed Management</p> <p>This workstream focuses on traffic and road speeds, and speed limits across</p>	<p>Group Manager (Traffic and Road Safety)</p>

	<p>Oxfordshire. There is a clear evidence speed reductions save lives:</p> <ul style="list-style-type: none"> • Reviewing speed limits, and delivering speed reduction schemes across Oxfordshire • Exploring opportunities with Thames Valley Police on improved speed management, including the use of average speed cameras 	
3	<p>New Infrastructure and Developments</p> <p>There are a wide range of Infrastructure and development schemes that are implemented across Highways; this workstream provides links across the planning and area teams to ensure Vision Zero is considered with new schemes, and also provides guidance on planning standards and/or legislation which affects road safety:</p> <ul style="list-style-type: none"> • Developing Vision Zero guidance documents that ensure road safety standards/guidance are adhered with a systematic approach across OCC. • Ensuring good infrastructure and development design practices that incorporate Vision Zero road safety principles are followed when new developments / schemes are being designed. 	Principal Infrastructure Planner
4	<p>Cycling Safety</p> <p>The workstream focuses on road safety for cyclists, and reviews road safety 'hot spots' where there have been cyclist fatalities. It has a co-production approach with external stakeholders from cyclists' groups. The group will also review the cycle network across Oxfordshire to ensure the off-carriage way network is mapped fully and aligns into OCC's data:</p> <ul style="list-style-type: none"> • Focusing on cycle safety a known junction problem 'hot spot' sites and 'cluster' areas, • Review and map cycle path and off carriage cycle routes across Oxfordshire • Align Vision Zero improvements with Active Travel schemes 	Principal Officer - Road Safety Active Travel Hub Lead / Active & Health Travel Officer Cllr Dan Levy – OCC Cycle Lead
5	<p>Road Safety Education</p> <p>This workstream is led by Andy Ford, our Fire & Rescue lead for delivering OCC's Road Safety Education programme. The Road Safety Programme aligns with national road safety campaigns and delivers all occ's road safety and cycling safety courses for schools and young people:</p> <ul style="list-style-type: none"> • Align Vision Zero improvement schemes with wider national road safety campaigns • Set up and deliver Road Safety and Vision Zero training, behaviour, and youth programmes • Reinvigorate Road Safety publicity (aligning with Comms & engagement workstream) 	Fire and Rescue Station Manager B, Comm' Safety Education
6	<p>Improvement Programmes</p> <p>This workstream focuses on the various highway and road improvement schemes that are developed and implemented, and funded via the Road Accessibility fund:</p> <ul style="list-style-type: none"> • Delivery, alignment, and monitoring of improvement programmes that support the delivery of Vision Zero such as '20mph programme', 'School Streets programme' and support their delivery via Road Safety 	Group manager (Traffic and Road Safety)

	and Accessibility and Active Travel programmes	
7	<p>Communication & Engagement</p> <p>This workstream focuses on Vision Zero press and communications, and on the development of a Vision Zero marketing campaign:</p> <ul style="list-style-type: none"> • Vision Zero press and publicity • Set up and delivery Vision Zero Road Safety Information and engagement events 	Communications and Media Officer

ANNEX 4 – Performance and progress monitoring

Outcome 2	Target	Yearly target to 2030	No	Measure (KPI)	Frequency	Data availability / Comments
Improve Road Safety	By 2030 - Reduce Road fatalities, serious and slight injuries by 50%	7.14 % reduction in road fatalities (Aggregation: sum) from 2022 to 2030	1	(Existing Service Level KPI EP04.53) Number of KSI (Killed or Seriously injured) on the classified and unclassified road network This is figure by which the reduction in number of road fatalities, serious and slight injuries against target will be measured	Monthly	This KPI is collated and reported using the TVP STATs19 data
		7.15% reduction in serious injuries (Aggregation: sum) from 2022 to 2030	2	(Existing Service level KPI EP04.01) Defects posing immediate injury are repaired within 24 hours	Monthly	This is already a Service level KPI
		7.15% reduction in slight injuries (Aggregation: sum) from 2022 to 2030	3	(Existing Service level KPI EP04.50) Percentage of planned inspections for highways completed	Monthly	This is already a Service level KPI
			4	% of increased Healthy Street score post Vision Zero improvement scheme implementation.	Per Scheme	To be set up as a Pilot for Vision Zero improvements at junctions / hots spots (to be used as a measure of improvements at junction/s and corridors that have a history of road safety incidents)
			5	(Existing Corporate measure KPI OCC05.03) 135 km (3%) of the highway to be resurfaced	Monthly	This is already a corporate level KPI
			6	(Existing Corporate measure KPI OCC05.08) % of delivery against Countywide 20mph plan	Quarterly	This is already a corporate level KPI
			7	(Proposed KPI) % Reduction in vehicle speeds on target	TBC	Data source and measurements to be

Outcome 2	Target	Yearly target to 2030	No	Measure (KPI)	Frequency	Data availability / Comments
				routes		developed
			8	(Proposed KPI) % Reduction in the no of car trips	TBC	Data source and measurements to be developed
			9	(Proposed KPI) Reduction in no of HGVs in towns (smaller is better)	TBC	Data source and measurements to be developed
		Make the network more inclusive / safer	10	(Proposed KPI) No of corridors that prioritise walking and cycling across side roads	TBC	Data source and measurements to be developed
		Make the network more inclusive / safer	11	(Proposed KPI) Improved cycle network across Oxfordshire	TBC	Data source and measurements to be developed
			12	(Proposed KPI) Number of Safer routes to schools implemented	TBC	Data source and measurements to be developed

ANNEX 5 – EIA



EIA VZ BC March 23
V0.1.docx

ANNEX 6 – CIA



Vision Zero CIA.xlsm

ANNEX 7 – Key Stakeholders

Organisation	Area of support / interest
20's Plenty for Oxfordshire	A Group focusing on setting up 20mph speed limits across Oxfordshire
Action Vision Zero	A national campaign group for Vision Zero
Agilysis	A digital solution company who focus on Road Safety data

British Horse Society	A national Charity who are supporting equestrian road safety improvements across Oxfordshire and the UK
British Motorcyclists Federation	A Motorcyclist Charity advocating Road Safety improvements for Motorcyclists across the UK
CoHSAT & Oxfordshire Cycling Network	The Coalition for Healthy Streets and Active Travel (CoHSAT) is a group of voluntary and campaigning organisations working across Oxfordshire to create attractive, accessible and people-friendly streets
Cyclox	A cycling campaign group putting cycling at the heart of Oxford's future. Cyclox are a key member of our Cycle Safety Group, and External Stakeholder Group.
Driving for Better Business	Driving for Better Business is a government-backed National Highways programme to help employers in both the private and public sectors reduce work-related road risk, control the associated costs and improve compliance with current legislation and guidance
Motorcycle Action Group	The Motorcycle Action Group (MAG) is a Riders' Rights Organisation that champions and promotes motorcycling in the UK
Motorcycle Industry Association	MCIA represents and oversees the interests of the motorcycle, scooter, and Powered Light Vehicle (PLV) industry.
Oxfordshire Transport & Access Group (OXTRAG)	Oxfordshire Transport and Access Group (OXTRAG) is a small, active, independent 'service-user representative group' and is supported in its work by Oxfordshire County Council. The group represents anyone who has difficulty in using the highways, the pavements, public transport and the related built environment because of physical or sensory disabilities.
Oxford University's Vision Zero Team	Oxford University have a Vision Zero Team leading on Vision Zero Road Safety improvement for the University
Oxfordshire Liveable Streets	Oxfordshire Liveable Streets is a member organisation committed to improving the lives of Oxfordshire residents through innovations in neighbourhood design, street and highway layout, and transport infrastructure.
Road Haulage Association	The Road Haulage Association Ltd is a private company dedicated to the interests of the road haulage industry. It is the only trade association in the United Kingdom dedicated solely to road haulage
Sustrans	Sustrans work for and with communities, helping them come to life by walking, wheeling and cycling to create healthier places and happier lives for everyone
Thames Valley Police	Thames Valley Police are a key partner with OCC in making our Roads and Highways safe, accessible and available to all road users.
Towards Zero Foundation	The Towards Zero Foundation is a UK registered charity working internationally for a world free from road fatalities and life changing serious injuries by promoting safe and sustainable mobility.

