A Welcoming Narrative

Evidence-Based Road Safety

Proposals for TfL's Vision Zero Action Plan 2

September 2025

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Foreword

Road safety is a shared responsibility that requires all road users to work together towards safer streets. While we welcome TfL's commitment to reducing casualties through Vision Zero Action Plan 2, we believe the most effective approach must be grounded in evidence, continuous improvement methodologies, and inclusive policies that recognise the legitimate needs of all road users systematically across all transport modes.

The death of anyone on London's roads is a tragedy. Each statistic represents a life cut short, families devastated, and communities affected. Our commitment to reducing these numbers is unwavering. However, we contend that the most effective path toward Vision Zero requires a nuanced understanding of causation, proportionate responses based on evidence, and policies that unite rather than divide London's diverse road-using community through systematic application of evidence-based principles to all road user groups.

This report presents a comprehensive evidence-based approach that builds upon the successful elements of Vision Zero while addressing implementation challenges that have emerged. We call this approach "Welcoming Roads" - a vision that recognises roads as shared public assets serving all Londoners equally, regardless of their chosen mode of transport, with evidence-based principles applied systematically across all road user groups rather than selective application to particular categories.

Early adoption experiences (including Oxfordshire County Council's 2024 Vision Zero Strategy acknowledging Welcoming Roads methodology for motorcycle safety applications) demonstrate both the political feasibility of evidence-based approaches and highlight why comprehensive system-wide implementation across all road user

groups delivers superior coordination and outcomes compared to selective application. The approach has also received formal endorsement from the National Motorcyclists Council, indicating broad stakeholder consensus around systematic evidence-based safety approaches.

The Motorcycle Action Group has advocated for evidence-based road safety policy for decades. We have seen how effective interventions - from better training to improved infrastructure design - can deliver real casualty reductions across all road user groups when applied systematically. We have also observed how well-intentioned measures can improve safety for some road users while inadvertently increasing risk for others when policy frameworks fragment approaches by user type rather than applying consistent evidence-based principles systematically.

Our proposals are designed to accelerate progress towards Vision Zero's laudable ambitions while maintaining the pragmatic focus on systematic evidence-based approaches that has historically driven London’s road safety successes across all transport modes.

Introduction

The Challenge of Balancing Multiple Objectives

London's transport network serves multiple functions: economic activity, social connection, health care access, and personal mobility across all road user groups. TfL's Vision Zero Action Plan 2 operates within a complex policy environment where road safety intersects with climate goals, modal shift targets, and broader transport strategy objectives affecting all transport modes.

While these connections are understandable, our analysis suggests that the most effective road safety interventions emerge when safety is treated as the primary objective across all road user groups, with other benefits flowing as positive externalities rather than co-equal goals that may fragment approaches by transport mode.

Learning from International Best Practice and Historical Success

Successful road safety programmes worldwide share common characteristics: they use evidence-based interventions applied systematically across all road user groups, set achievable targets, measure progress rigorously, and maintain broad public support through consistent approaches rather than fragmented policies by user type.

Where programmes have experienced implementation challenges, it is often because safety objectives have become conflated with other policy goals, or because evidence-based principles have been applied selectively to some road user groups while maintaining alternative frameworks for others, leading to interventions that may serve

multiple agendas but deliver suboptimal safety outcomes due to coordination difficulties.

The UK's experience between 2000 and 2010 provides a compelling example of what systematic evidence-based approaches can achieve across all road user groups. During this period, Great Britain achieved a 46% reduction in road deaths, from 3,409 to 1,857 fatalities. This remarkable transformation was accomplished primarily through systematic engagement with all road users to educate as well as enforcement and road engineering to make for better road layouts and signage, with very little actual on-road driving or riding training involved. The reduction came from systematic adjustment of mindset and approach rather than increased restrictions, demonstrating the effectiveness of comprehensive, evidence-based approaches applied consistently across all transport modes.

Since 2010, there have been no major new systematic initiatives, and reductions in police numbers with traffic policing being a major casualty have contributed to the plateau in casualty reduction that London, like other jurisdictions, has experienced across all road user groups.

The Importance of System-Wide Inclusive Approaches

London's road network serves users with diverse needs, circumstances, and travel patterns across all transport modes. Effective road safety policy must acknowledge this diversity systematically and ensure that safety interventions apply consistent evidence-based principles across all road user groups rather than creating fragmented approaches that may inadvertently discriminate against legitimate road users or create perverse incentives that increase risk through policy inconsistency.

The Evidence Base for Systematic Proportionate Responses

Understanding Road Safety in Comprehensive Context

All transport modes contribute to London's road casualty patterns, requiring systematic understanding of causation factors that affect multiple road user groups simultaneously. According to TfL's 2023 casualty data, motorcyclists accounted for 22% of road deaths (22 out of 95 fatalities) despite representing only approximately 4% of vehicle kilometres travelled, while pedestrians and cyclists also face significant casualty risks requiring coordinated policy responses.[1]

TfL data shows that casualty patterns have complex causation that affect multiple road user groups simultaneously. While speed is a factor in approximately half of fatal collisions across all modes, the majority of serious casualties across different transport modes occur at junctions and involve interactions between different road user types. TfL's casualty analysis consistently identifies "failed to look properly" by various road users as a common contributory factor in serious casualties affecting multiple transport modes.[2]

This terminology - while established in official reporting - represents what road safety experts increasingly recognise as "failed to observe and risk assess properly"; a broader failure encompassing not just where people look, but their ability to process visual information, assess risk, and make appropriate decisions across all road user interactions. This understanding points to the need for comprehensive skills training beyond traditional speed-focused interventions, requiring systematic approaches that address observation and risk assessment across all road user groups.

The Risk of Policy Fragmentation

When road safety policy fragments approaches by individual road user groups, applying different methodological frameworks to different transport modes, there is a risk that interventions may be selected based on perceived hierarchies between transport modes rather than their systematic effectiveness at reducing casualties across all road user interactions. This fragmented approach can lead to:

- Inconsistent principles applied to different road user groups creating coordination difficulties
- Insufficient investment in proven safety interventions that benefit multiple road user groups simultaneously
- Creation of policies that may improve outcomes for some user groups while inadvertently increasing risk for others through inconsistent approaches
- Missed opportunities to capture interaction effects between different transport modes

Systematic Improvement Through Evidence-Based Learning

International road safety research demonstrates that sustainable progress emerges from systematic, evidence-based continuous improvement cycles applied consistently across all road user groups rather than target-driven approaches that may fragment by transport mode. A systematic continuous improvement model enables:

Plan: Systematic identification of problems through integrated data analysis covering all road user groups and hypothesis formation about comprehensive solutions

Do: Implementation of interventions addressing multiple road user groups simultaneously, with careful measurement of inputs and processes across all transport modes

Check: Rigorous evaluation of outcomes across all road user groups against baseline conditions and comparison with alternative systematic approaches

Act: Adaptation of successful interventions for wider implementation across all transport modes, or abandonment of ineffective approaches in favour of comprehensive alternative strategies

This systematic cyclical approach builds institutional knowledge, ensures resources flow to demonstrably effective interventions that benefit multiple road user groups, and maintains public confidence through transparent learning processes that avoid divisive messaging between different transport modes.

A Framework for Systematic Welcoming Roads Implementation

Core Principles for System-Wide Application

Equal Treatment: All legal road users deserve equal consideration in safety policy, with interventions based on systematic casualty risk assessment rather than modal preference or hierarchical assumptions.

Evidence-Based Policy: Interventions should be selected based on demonstrated effectiveness at reducing casualties across all road user groups, with clear measurement frameworks and success criteria applied systematically.

Proportionate Response: The scale and nature of interventions should be proportionate to the casualty risk they address across all transport modes, ensuring efficient use of limited resources through integrated approaches.

Systematic Collaborative Approach: Road safety is most effective when all users work together under consistent policy frameworks rather than being positioned as competing interests through fragmented approaches by transport mode.

Comprehensive Learning: Continuous improvement requires systematic collection and analysis of data across all road user groups, regular review of intervention effectiveness across all transport modes, and willingness to adapt approaches based on integrated evidence.

Practical System-Wide Implementation

Rather than pursuing fragmented approaches that apply different methodological frameworks to different road user groups, Welcoming Roads focuses on systematic testing and implementation of proven interventions that reduce casualties across all modes through integrated approaches:

Infrastructure Design: Evidence-based improvements that systematically reduce conflict points and provide better visibility and protection for all users simultaneously, tested and refined through comprehensive evaluation across all transport modes

Education and Training: Integrated programmes based on casualty analysis and international best practice, with continuous assessment of effectiveness across all road user interactions

Enforcement: Systematic responses focused on behaviors that correlate with casualty risk across all road user groups, with regular review of outcomes avoiding selective enforcement by transport mode

Vehicle Standards: Technology deployment that improves safety outcomes for all road users through systematic approaches, monitored for real-world effectiveness across all transport interactions

Specific Proposals for Vision Zero Action Plan 2

1. Support for Evidence-Based Licensing Reform and System-Wide Training Enhancement

Objective: Advocate for improved safety across all transport modes through enhanced licensing and training based on rigorous research, while recognising the particular challenges faced by vulnerable road users.

TfL Actions:

- Use TfL's casualty data and research capabilities to support national licensing policy development covering all transport modes
- Advocate to DfT for comprehensive research linking casualty data with licensing records across all vehicle categories
- Pilot innovative training approaches through partnerships with training providers, including Speed-Surprise-Space-Consequence (SSSC) behavioural model testing applicable across all road user groups
- Share London's experience to inform national policy development covering systematic approaches to all transport modes
- Establish coordination mechanisms with other major transport authorities to develop common systematic approaches
- Support evidence-based speed limit policy: Use TfL's extensive casualty data to demonstrate the relationship between speed limits, road design, and safety outcomes across all road user groups, advocating for speed limit setting based on systematic safety evidence rather than modal shift objectives that may create inconsistent approaches between different transport modes

Rationale:
While licensing remains a national responsibility, TfL's data and expertise positions it to lead evidence-based policy advocacy covering systematic approaches to all transport modes. London can serve as a laboratory for systematic approaches that inform national policy development. TfL's leadership in evidence-based speed limit setting can demonstrate how safety-focused approaches applied systematically across all road user groups often deliver better modal shift outcomes than fragmented ideologically-driven policies, while maintaining public support essential for long-term success.

The SSSC model provides a systematic framework for understanding how all road users can develop observation and risk assessment skills that prevent the "failed to observe and risk assess properly“ casualties that affect multiple road user groups simultaneously. This systematic model supports the Highway Code's repeated requirements for all road users to proceed "when it is safe to do so" and "take extra care" by providing the comprehensive risk assessment framework needed to make these judgments effectively across all road user interactions.

2. CBT to Full Licence Progression Incentive Programme with System-Wide Training Integration

Objective: Improve safety across transport modes by encouraging progression from CBT to full licence through TfL's available levers while supporting systematic training approaches benefiting all road user groups.

TfL Actions:

- Partner with training providers to offer subsidized progression courses for CBT holders while supporting integrated approaches to vulnerable road user awareness training
- Use TfL's influence over transport hubs and facilities to provide enhanced parking facilities for appropriate vehicle types while ensuring systematic consideration of all transport modes
- Work with boroughs to establish infrastructure that benefits all road users through systematic evidence-based approaches
- Advocate for improved training quality and accessibility across all transport modes rather than creating barriers that fragment approaches by user type
- Support research into effective training methods that improve safety outcomes across all road user interactions
- Create systematic evaluation framework measuring progression rates and post-training casualty outcomes across multiple transport modes
- Integrate vulnerable road user awareness into all training programmes, ensuring comprehensive rather than selective approaches to road user interaction

Rationale:

TfL data shows the importance of proper training in casualty reduction across all transport modes. Rather than creating barriers to entry for any legitimate transport mode, TfL can support better training pathways and infrastructure that benefit all road users while encouraging natural progression to higher qualification levels through systematic rather than selective approaches.

3. Borough Coordination for System-Wide Infrastructure Access

Objective: Secure consistent, evidence-based access policies across London's boroughs, applying systematic principles to all appropriate transport modes rather than selective approaches by user type.

TfL Actions:

- Lead borough engagement to establish default evidence-based access policies for all appropriate transport modes unless specific design constraints mean access can be evidenced to increase risk for any road user group
- Coordinate standardised signage and enforcement approaches across borough boundaries covering all relevant transport modes systematically
- Use Local Implementation Programme (LIP) funding to incentivise systematic evidence-based policies covering all transport modes rather than fragmented approaches by user type
- Establish best practice sharing between boroughs on successful integrated access schemes covering multiple transport modes
- Work with boroughs to implement consistent traffic management policies that include all appropriate transport modes through systematic rather than selective approaches
- Create formal coordination mechanisms ensuring systematic rather than ad-hoc policy development across all transport modes
- Establish quarterly stakeholder reviews between TfL and borough representatives to assess casualty trends and intervention effectiveness across all road user groups simultaneously

Rationale:
Inconsistent policies across borough boundaries create confusion and potential safety risks for all road user groups. TfL's coordination role can drive systematic consistency while building on successful precedents that apply evidence-based approaches comprehensively rather than selectively by transport mode.

4. TfL Network Infrastructure Improvements Through System-Wide Design

Objective: Reduce infrastructure-related casualties on TfL's road network through systematic hazard removal and design improvement benefiting all road user groups simultaneously.

TfL Actions:

- Implement dedicated infrastructure improvements where casualty data identifies systematic problems affecting multiple road user groups, applying consistent road space allocation principles across all appropriate transport modes
- Systematic replacement of hazardous roadside furniture on the Transport for London Road Network (TLRN) that creates risks for multiple road user groups
- Enhanced junction design standards for TfL schemes prioritising mutual visibility and safety for all road users through integrated approaches
- Surface quality improvements on TLRN considering all vehicle stability requirements systematically
- Develop integrated, universal design standards that deliver good outcomes for all road user groups simultaneously, replacing fragmented approaches that create conflicts between different modal priorities
- Share best practice design guidance with boroughs through established networks covering systematic multi-modal approaches
- Establish systematic design review processes ensuring all user group requirements are considered simultaneously rather than sequentially
- Create design quality assurance mechanisms tracking implementation of systematic integrated design approaches

Rationale:

TfL controls a significant proportion of London's strategic road network. Leading by example on systematic infrastructure design can drive borough adoption of integrated approaches. If road space can be reallocated systematically to improve safety and efficiency, the same systematic principles should apply to all infrastructure interventions where casualty evidence demonstrates need across multiple transport modes.

5. Data-Driven Budget Allocation and Systematic Transparency

Objective: Ensure TfL's road safety spending reflects systematic casualty distribution and provides transparent accountability across all road user groups.

TfL Actions:

- Publish annual breakdown of TfL road safety spending by road user type showing systematic allocation approaches
- Align safety investment with integrated casualty data, ensuring proportionate resource allocation across all road user groups
- Establish clear cost-per-casualty-prevented metrics for all interventions covering multiple transport modes
- Share systematic spending methodology with boroughs to encourage integrated approaches
- Report publicly on safety intervention effectiveness across all road user groups
- Create performance monitoring systems linking funding allocation to proportionate casualty reduction outcomes across all transport modes
- Establish independent review processes ensuring intervention complexity does not disadvantage particular road user groups through fragmented approaches

Rationale:

TfL's leadership in transparent, systematic evidence-based resource allocation can demonstrate best practice and influence wider adoption of integrated approaches. This builds on successful models from other authorities while establishing London as a leader in comprehensive accountability across all transport modes.

6. TfL Fleet and Commercial Vehicle Standards for System-Wide Safety Technology

Objective: Use TfL's procurement power and commercial vehicle influence to improve safety technology adoption benefiting all road user groups through systematic approaches

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TfL Actions:

- Mandate enhanced detection capabilities for all vulnerable road user groups in all new TfL fleet vehicles
- Require comprehensive detection systems in TfL procurement specifications covering all road user interactions
- Use TfL's Commercial Vehicle Operator Licence influence to encourage voluntary adoption of technology benefiting all road user groups
- Partner with insurance industry to promote premium reductions for vehicles meeting enhanced detection standards covering all vulnerable road user categories
- Share procurement specifications with other public bodies to encourage widespread systematic adoption
- Establish systematic evaluation framework measuring detection system effectiveness and casualty impact across all road user groups
- Create manufacturer engagement programmes building evidence base for systematic regulatory development covering all transport modes

Rationale:

TfL's significant fleet and influence over commercial operations provides direct leverage for systematic technology deployment without requiring regulatory change. This creates demonstration effects that can inform national policy development covering integrated approaches to all transport modes.

7. Pan-London Policy Coordination and National Influence for System-Wide Implementation

Objective: Use TfL's leadership position to drive systematic approaches and influence national policy covering all transport modes comprehensively.

TfL Actions:

- Establish formal coordination mechanisms with boroughs on systematic safety policy covering all road user groups, either through funding and mandating universal borough membership of existing coordination organisations, or by developing alternative coordination structures that achieve equivalent systematic outcomes
- Share London's casualty data and intervention effectiveness with national policy makers covering comprehensive approaches to all transport modes
- Lead by example in systematic evidence-based approaches that can inform national developments across all road user groups
- Coordinate with other major transport authorities to develop common systematic approaches covering all transport modes
- Advocate for evidence-based national policy changes while delivering practical improvements locally across all road user groups
- Lead systematic evidence-based speed limit policy: Demonstrate how safety-focused speed limit setting can achieve both casualty reduction and sustainable modal shift outcomes through comprehensive evaluation and public engagement covering all transport modes
- Create systematic knowledge transfer mechanisms sharing London's experience internationally covering integrated approaches to all road user groups
- Establish stakeholder engagement protocols ensuring ongoing input from all road user representatives simultaneously rather than through fragmented consultation processes

Rationale:

TfL's scale and expertise positions it as a national leader in systematic approaches covering all transport modes. This influence can drive change beyond London's boundaries while focusing on deliverable local improvements through integrated approaches. Building on models that demonstrate comprehensive stakeholder engagement strengthens this leadership role.

Multi-Level Implementation Coordination

System-Wide Governance Framework

Recognising Implementation Dependencies: Welcoming Roads effectiveness depends on coordinated implementation across multiple levels of government, applying evidence-based principles systematically to all road user groups rather than selective application to individual transport modes. This requires sophisticated coordination mechanisms that respect democratic accountability while enabling the comprehensive approach essential for evidence-based policy effectiveness.

TfL's Strategic Coordination Role: As London's strategic transport authority, TfL is uniquely positioned to drive system-wide coordination without direct enforcement powers, using its influence and funding mechanisms to incentivise comprehensive adoption of evidence-based principles across all road user groups rather than permitting selective implementation by transport mode.

Addressing Coordination Challenges

Preventing Policy Fragmentation: The most effective coordination ensures that evidence-based principles apply systematically across all road user groups rather than creating fragmented approaches where different transport modes operate under different policy frameworks. This prevents the coordination difficulties and missed synergies that arise when authorities apply evidence-based approaches selectively.

Democratic Accountability Within System-Wide Frameworks: Enable borough democratic representatives to retain decision-making authority over local implementation details while requiring systematic approach to evidence-based principles across all road user groups, supported by enhanced evidence about comparative approaches and outcomes covering all transport modes.

Building System-Wide Stakeholder Consensus: Implementation success requires stakeholder processes involving all road user groups simultaneously rather than separate consultations that enable selective implementation, building coalitions supporting comprehensive evidence-based approaches rather than transport-mode-specific campaigns that can create divisive attitudes.

Addressing Common Concerns and System-Wide Implementation

Managing Multiple Objectives and Systematic Speed Limit Policy

We recognise that TfL must balance road safety with other strategic objectives including climate targets and modal shift goals affecting all transport modes. However, our analysis of international best practice suggests that the most effective approach is to treat safety as the primary objective in systematic policy development, with other benefits flowing as positive externalities across all transport modes.

Evidence-Based Speed Limit Framework for All Road Users:

- Maintain proven speed limit structure: Retain established speed limit hierarchy as the baseline affecting all road user groups, with variations implemented only where specific casualty data or road design characteristics provide evidence for change
- Safety-first justification: Ensure speed limit changes are primarily justified by systematic safety evidence covering all road user groups rather than modal shift objectives that may create fragmented approaches between transport modes
- Transparent policy separation: Distinguish clearly between interventions designed for systematic safety outcomes and those intended for modal shift, ensuring each can be evaluated against appropriate success criteria covering all road user groups
- Proportionate implementation: Where lower speed limits are safety-justified, implement them systematically with supporting infrastructure and enforcement covering all road user groups rather than through approaches that fragment by transport mode

This systematic approach often produces better outcomes for all objectives across all transport modes. For example, improving junction design through systematic approaches typically benefits all road user groups simultaneously. Enhanced training

that addresses observation and risk assessment reduces casualties across all vulnerable road user groups through comprehensive rather than selective approaches.

The UK's experience with fragmented speed limit changes demonstrates the risks of approaches that lack systematic site-specific evidence covering all road user groups. Wales's approach to speed limit changes attracted significant public concern requiring policy refinements, illustrating how approaches perceived as fragmented rather than systematic can create public resistance that undermines long-term safety objectives across all transport modes.

Maintaining Political Support and Systematic Learning

Effective road safety programmes require sustained political and public support across all transport modes. This support is best maintained through:

- Clear evidence of systematic effectiveness demonstrated through comprehensive evaluation across all road user groups
- Transparent processes showing how interventions are tested, refined, and scaled using integrated approaches
- Inclusive approaches that avoid creating adversarial relationships between road user groups through consistent evidence-based principles
- Regular reporting that shows learning and adaptation as well as outcomes across all transport modes

Resource Efficiency Through Systematic Approach

Limited budgets require careful prioritisation and learning from both successes and failures across all transport modes. A systematic continuous improvement approach ensures resources are directed towards interventions with demonstrated effectiveness across all road user groups, while building knowledge about what works in London's specific context through integrated rather than fragmented evaluation.

Implementation Roadmap for System-Wide Adoption

Year 1: Foundation and Systematic Coordination

- Establish borough coordination mechanisms for consistent systematic policies covering all transport modes, either through funding and mandating universal borough membership of existing coordination organisations, or by developing alternative coordination structures that achieve equivalent comprehensive outcomes
- Begin systematic casualty analysis linking to infrastructure and policy factors across all road user groups
- Launch integrated incentive programme development covering multiple transport modes
- Initiate TfL fleet technology upgrade programme benefiting all road user groups
- Create stakeholder engagement protocols ensuring systematic input from all road user representatives simultaneously

Year 2: Implementation and Systematic Pilot Programmes

- Roll out borough coordination for systematic access and traffic management policies covering all appropriate transport modes
- Implement enhanced procurement standards for TfL fleet and services covering all road user interactions
- Begin TLRN infrastructure safety improvements programme using integrated design approaches
- Launch pilot integrated incentive schemes covering multiple transport modes
- Establish systematic evaluation frameworks measuring intervention effectiveness across all road user groups

Years 3-5: Expansion and Comprehensive Evaluation

- Complete infrastructure safety improvements on priority routes using systematic integrated approaches
- Evaluate effectiveness of borough coordination initiatives across all transport modes
- Share best practice learning with national stakeholders covering comprehensive approaches to all road user groups
- Establish long-term monitoring and systematic continuous improvement mechanisms covering all transport modes
- Create knowledge transfer systems enabling other authorities to adopt successful integrated approaches

Measuring Success Through Systematic Continuous Improvement

Primary Indicators for All Road User Groups

- Reduction in killed and seriously injured casualties across all road user types through systematic approaches
- Improvement in casualty rates per mile travelled by mode showing integrated benefits
- Reduction in infrastructure-related casualties across all transport modes
- Evidence of systematic learning and adaptation from pilot programmes covering all road user groups

Process Indicators for System-Wide Implementation

- Effectiveness of Plan-Do-Check-Act cycles in integrated intervention development covering all transport modes
- Quality of evaluation processes and data collection across all road user groups
- Speed of adaptation when interventions prove ineffective, maintaining systematic approaches
- Stakeholder engagement in systematic continuous improvement processes covering all road user groups

Learning Indicators for Comprehensive Approaches

- Documentation of what works and what doesn't in London's specific context across all transport modes
- Transfer of successful systematic approaches across different areas and contexts
- Development of London-specific evidence base that can inform wider practice covering integrated approaches to all road user groups
- Systematic refinement of interventions based on real-world performance across all transport modes

Secondary Benefits from System-Wide Implementation

- Modal shift towards sustainable transport where this occurs naturally through improved systematic safety approaches
- Reduced transport inequality through more inclusive systematic approaches covering all transport modes
- Enhanced public confidence in transport authority decision-making through consistent evidence-based approaches
- Improved organisational learning and adaptability within TfL and partner organisations through systematic approaches

Conclusion

The Welcoming Roads approach offers TfL enhanced methodologies for achieving Vision Zero ambitions through evidence-based, inclusive, and proportionate interventions applied systematically across all road user groups. By focusing primarily on comprehensive safety effectiveness while remaining sensitive to broader policy contexts, this systematic approach can deliver better outcomes for all road users through integrated rather than fragmented policy development.

Our proposals build on the successful elements of existing Vision Zero approaches while addressing implementation challenges that have emerged from fragmented approaches by transport mode. We emphasise collaboration over confrontation, systematic evidence over fragmented ideology, and practical progress over aspirational targets that may create divisive approaches between road user groups.

Building on early adoption experiences that demonstrate both the political feasibility of evidence-based approaches and the practical advantages of comprehensive implementation over selective application, this systematic approach shows how evidence-based policy can accelerate Vision Zero ambitions while building broader stakeholder consensus across all road user groups.

The UK's historical success between 2000 and 2010 demonstrates what is possible when systematic evidence-based approaches engage constructively with all road users through integrated policy development. A 46% reduction in road deaths was achieved primarily through comprehensive education, appropriate enforcement, and improved road engineering applied across all road user groups - with minimal reliance on restrictive measures that create public resistance through fragmented approaches. This precedent shows that Welcoming Roads' emphasis on systematic improvement

and comprehensive stakeholder engagement can deliver results while maintaining public support across all transport modes.

The Motorcycle Action Group stands ready to work constructively with TfL, other road user groups, and stakeholders to implement these systematic proposals. Our shared objective - safer streets for all Londoners - is best achieved through approaches that unite rather than divide our road-using community through consistent evidence-based principles applied comprehensively across all transport modes.

We believe the proposals outlined in this report offer TfL the opportunity to lead nationally and internationally in demonstrating how systematic evidence-based, inclusive road safety policy can deliver both Vision Zero ambitions and broader transport strategy goals through integrated approaches that benefit all road users simultaneously. We commend these systematic proposals to TfL's consideration in developing Vision Zero Action Plan 2.

Recommendations Summary

1. **Support Evidence-Based Licensing Reform and System-Wide Training Enhancement**: Use TfL's data and expertise to advocate for national licensing policy improvements while implementing local incentive programmes covering systematic approaches to all transport modes.
2. **CBT to Full Licence Progression with System-Wide Training Integration**: Create practical incentives through TfL's available levers while supporting integrated training approaches benefiting all road user groups.
3. **Borough Coordination for System-Wide Infrastructure Access**: Lead London-wide coordination to establish consistent, evidence-based access policies covering all appropriate transport modes through systematic approaches.
4. **TfL Network Infrastructure Improvements Through System-Wide Design**: Systematic improvement of TLRN infrastructure based on integrated casualty analysis, with particular focus on removing hazards that affect multiple road user groups.
5. **Systematic Data-Driven Budget Allocation and Transparency**: Lead by example in evidence-based budget allocation and public reporting covering all road user groups, influencing borough adoption of integrated approaches.
6. **Fleet and Procurement Standards for System-Wide Safety Technology**: Use TfL's significant purchasing power to drive adoption of safety technology benefiting all road user groups through systematic approaches.
7. **London-Wide Policy Leadership for System-Wide Implementation**: Coordinate with boroughs and influence national policy through TfL's position as a leading transport authority applying systematic approaches to all transport modes.

References

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[2] Transport for London (2025). Road danger reduction dashboard. TfL.
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This report represents the considered position of the Motorcycle Action Group on systematic evidence-based approaches to road safety policy covering all transport modes. We welcome constructive dialogue with TfL and other stakeholders on these comprehensive proposals.

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