

Transport for London

Safety and Sustainability Panel

Subject: Cycle Safety

Date: 9 October 2013

1 Purpose

- 1.1 This paper provides an outline of the background to the Heavy Goods Vehicle (HGV) Cycle Safety issue, the recent joint Mayoral/Department of Transport (DfT) announcements to deliver a step change in cycle safety and the work underway to deliver the recommendations of the Construction Logistics and Cycle Safety research published earlier this year.
- 1.2 The Committee is asked to note the paper.

2 Background

- 2.1 In 2012, the number of pedal cyclists killed or seriously injured (KSI) on London's roads increased by 18 per cent, compared to 2011. The number of journeys cycled in London increased by 5.2 per cent between 2010 and 2011, the most recent figures are published in Travel in London report 5. Nationally, pedal cyclist KSIs were up by FIVE per cent with a 1.2 per cent increase in the distance cycled between 2011 and 2012. In London, pedal cyclists accounted for 16 per cent of all casualties, 23 per cent of all serious injuries and 10 per cent of all fatalities. Pedal cyclist KSIs are 60 per cent above the 2005-09 baseline.
- 2.2 The 'Cycle Census' was carried out in April 2013, involving a manual traffic count at 164 locations across Central London, 6am-8pm weekdays. Cycles made up 16 per cent of traffic throughout the day, 24 per cent in the morning peak (7am to 10 am) and 22 per cent in the evening peak (4pm to 7pm). HGVs made up 5 per cent of traffic throughout the day, with the highest traffic share during the morning peak, at six per cent.
- 2.3 HGVs are disproportionately involved in fatal pedal cycle collisions, with 53 per cent of pedal cycle fatalities between 2008 and 2012 involving direct conflict with a HGV. Following an apparent trend of tipper lorry involvement in collisions resulting in a cyclist fatality, a review of the 2011 data was undertaken. It was found that seven of

the nine large goods vehicles involved in a fatal cyclist collision that year were construction vehicles.

- 2.4 This trend prompted TfL to commission independent research into the construction logistics industry concerning the safety of cyclists. This research identified a systemic failing in road safety cultures within the construction sector, a lack of ownership of road risk throughout the supply chain and an imbalance between work place safety and road safety.
- 2.5 The 2013 'Cycling Census' traffic count showed that cycling makes up 24 per cent of traffic in Central London during the morning peak, with 70 per cent of cycling occurring during the morning and evening peaks. HGV flow is highest during the morning peak, with 31 per cent of all HGV flow occurring during this period. This is reflected in the number of cyclist KSI collisions involving HGVs, which are also highest during the morning peak.

3 Issues Identified

- 3.1 Independent research, intelligence from enforcement operations and information from collision investigations has identified there are a range of issues that need to be addressed in order to improve the safety of cyclists whilst sharing the roads with HGVs, these include:
 - (a) the current regulations for both vehicles and drivers appear to be insufficiently stringent and a number of exemptions effectively permit operators to avoid fitting adequate safety equipment to vehicles;
 - (b) enforcement against existing regulations is limited by the resource capacity of the Police and VOSA;
 - (c) an imbalance exists between the way work-related road safety and workplace health and safety is regulated, reported and enforced, leading to a lack of ownership of road risk. This is clearly identifiable within construction industry supply chains; and
 - (d) any regulatory change identified will take time to implement and to take effect

4 Current Actions and Considerations

- 4.1 Given the incidence of cyclist KSIs on London's roads a number of actions are already underway. These include plans for new cycling infrastructure, including greater segregation of cyclists, the provision of

'quietways' on back street and off-road routes, and a programme of activity to review the existing regulatory base around the timing of deliveries and to actively promote HGV deliveries outside of peak periods.

- 4.2 The fact that HGVs are so disproportionately involved in fatal pedal cycle collisions makes it vital that urgent attention is given to:
- (a) greater enforcement of operator, vehicle and driver non-compliance of existing regulations;
 - (b) increasing the use of safety features on existing vehicles, especially blind-spot vision aids and sensors. As a basic step there is a clear need to remove the range of exemptions that are claimed, despite vehicles spending 99 per cent of their time on urban streets;
 - (c) the design of new vehicles to give more direct visibility to the front and the sides;
 - (d) ensuring all drivers are adequately trained on the vulnerability of cyclists and safer urban driving;
 - (e) changing the culture of those operators, especially in the construction sector, who do not see the management of work-related road safety as critical to their business;
 - (f) minimising the potential for conflicts through the application of innovative traffic management and road space design measures; and
 - (g) considering the opportunity to regulate HGV movement on London's roads. This could be to remove HGVs during certain periods (e.g. morning peak) or if the vehicles do not have particular safety equipment fitted in order to minimise conflicts with cyclists.

5 Joint Mayor / Department for Transport Actions

- 5.1 On 4 September 2013, the Mayor and the DfT announced a package of joint measures to help improve the safety of cyclists. The announcement included a joint Metropolitan Police and Vehicle Operator Services Agency (VOSA) 'Industrial HGV Task Force' which will enforce against unsafe lorries and a review of vehicle safety regulations at both EU/UK level. The Mayor also proposed that his powers are used to levy a Safer Lorry Scheme on any HGV which is not fitted with basic safety equipment to protect cyclists. It is expected that a consultation on the Safer Lorry Scheme proposal should begin in early 2014.

- 5.2 The GLA and DfT press releases on the announcements are at Appendices 1 and 2 respectively

6 Construction Logistics and Cycle Safety Project

6.1 A two year Construction Logistics and Cycle Safety (CLOCS) project has been established with input from industry partners. The goal of the project is to implement the recommendations of the construction logistics research and revolutionise work related road safety in the industry (and will also provide recommendations for other industry sectors). It aims to do this through ensuring:

- (a) the design, purchase and promotion of new vehicles which are fit for purpose (including 100 per cent vision as standard);
- (b) appropriate safety equipment is fitted as standard to existing vehicles, and that drivers are adequately trained for driving in the urban environment;
- (c) that work related road safety culture within construction and logistics operations is considered equal to that of health and safety culture on construction sites; and
- (d) developers, clients and operators take ownership of work related road risk through development and acceptance of an Approved Code of Practice (ACoP) for construction logistics.

A high level progress event is to be held at City Hall on 9 December 2013. It is expected the industry code of practice will be launched at this event.

7 Recommendations

7.1 The Panel is asked to NOTE the paper.

8 Contact

8.1 Contact: Leon Daniels, Managing Director, Surface Transport
Number: 020 3054 0178
Email: LeonDaniels@tfl.gov.uk

Appendix 1: GLA Press Release Dated 4 September 2013

Mayor pledges new Safer Lorry Charge to protect cyclists in London 4 September 2013

- Daily charge proposed to exclude most dangerous lorries from capital

The Mayor of London, Boris Johnson, today announced new proposals to remove the most unsafe lorries from the capital.

The proposal is set out alongside a major package to make cyclists safer announced by the Mayor and the Transport Minister, Stephen Hammond, today.

The Mayor will ask Londoners for their views on whether he should use his powers to levy a substantial "Safer Lorry Charge" on any HGV which is not fitted with basic safety equipment to protect cyclists. A consultation on the proposal, partly modelled on the successful Low Emission Zone, will begin in early 2014.

Mr Hammond and the Mayor announced a joint TfL/Department for Transport Industrial HGV Task Force of additional police officers and Vehicle and Operator Services Agency (VOSA) staff to enforce the regulations against construction HGVs and a review by the DfT of national exemptions allowing some vehicles to operate without side-guards.

Between 2008 and 2012, HGVs were involved in 53 per cent of London cyclist deaths despite making up only 4 per cent of the traffic. They have been involved in four of the six cyclist deaths in London so far this year.

The Mayor, Boris Johnson, said: "I have long been worried that a large number of cyclist deaths involve a relatively small number of problem lorries which are not fitted with safety equipment. In my cycling vision in March, I said that no lorry should be allowed in London unless it is fitted with equipment to protect cyclists. After a lot of work behind the scenes, we have today taken the first steps to make this a reality."

Under national legislation, many HGVs, such as supermarket delivery lorries and the like, are fitted with sidebars or low skirts which protect cyclists from being dragged underneath the vehicle and crushed.

However, construction lorries, tipper trucks, waste vehicles, cement mixers and certain other forms of HGV are exempt from these and other safety requirements. The rising number of such vehicles in London's building boom is a serious hazard to the growing number of cyclists, who now make up almost a quarter of all rush hour traffic in the centre. Of the nine cyclist deaths involving HGVs in 2011, seven involved construction lorries.

The proposed London Safer Lorry Charge is partly modelled on the successful London Low Emission Zone, which charges up to £200 a day for commercial vehicles that do not meet tough emission standards. Anyone who

fails to pay the charge faces an even higher penalty. The proposed charge would not cover buses, smaller commercial vehicles, cars or motorbikes.

The Industrial HGV Task Force would significantly expand enforcement capacity against problem HGVs, with new VOSA staff in London funded by the DfT and additional policing funded by TfL. It would create a truly joint pan-London HGV task force across the entire Greater London area for the first time, with a relentless focus on vehicles not complying with safety legislation, with the ability to follow through from on-street enforcement to operator and regulatory follow-up.

Mr Johnson and Mr Hammond also announced a package of other measures to make lorries safer for cyclists, including:

- DfT and the Driving Standards Agency issuing a call for evidence about how driver training could change
- An expansion of the successful "Exchanging Places" initiative where cyclists and lorry drivers swap places to understand what the road looks like from the other person's point of view;
- jointly pressing the EU to allow safer designs of new lorries with better sightlines and fewer blind spots.

Stephen Hammond said: "The Government is committed to improving the safety of cyclists and other vulnerable road users. Today's announcement of a dedicated Industrial HGV Task Force will target the small minority of large goods vehicle operators who are unaware of, or just wilfully non-compliant with, safety regulations for commercial vehicles and their drivers. I have also committed to review vehicle regulations to ensure there are no unjustified exemptions from safety standards and, together with the Mayor, will press the EU to improve vehicle safety designs as soon as possible."

London's Transport Commissioner, Sir Peter Hendy CBE, said: "For years we have successfully worked with the freight and construction industries to improve the safety standards on lorries on the capital's streets. However, there are still some operators out there who are not doing enough to ensure their vehicles are as safe as they can be. These new measures, including a new Safer Lorry Charge, will ensure safer lorries operate in London and potentially more widely across the whole of the UK."

Appendix 2: DfT Press Release Dated 4 September 2013

DfT and Mayor announce plans to tackle HGV safety and support London's cycling revolution

Measures have been announced to improve cycle safety in London.

- DfT and TfL to establish new industrial HGV task force to take direct action against dangerous HGV drivers, vehicles and operators
- DfT to review exemptions to current HGV regulations call for European Union to speed up its review on the design of HGVs to increase drivers' visibility of vulnerable road users
- DfT and the Driving Standards Agency issuing a call for evidence about how driver training could change
- The Mayor is also asking Londoners for their views on whether he should use his powers to levy a substantial "safer lorry charge" on any HGV which is not fitted with basic safety equipment to protect cyclists

Transport Minister, Stephen Hammond, London Mayor, Boris Johnson, and London's Transport Commissioner, Sir Peter Hendy CBE, today (4 September 2013) announced a series of measures to improve cycle safety in London.

The Department for Transport (DfT) and TfL will strengthen the enforcement of HGV standards by dedicating more Vehicle and Operator Services Agency (VOSA) and Metropolitan Police officers to this activity in the capital. They will establish a dedicated London-based industrial HGV task force to raise awareness of safety requirements for vehicles and drivers and to take enforcement action against the minority of dangerous operators, vehicles and drivers. This will complement existing work by the Metropolitan Police with TfL funding to improve road safety and cycle safety in London, including the enforcement of advanced stop lines and to fine cyclists who jump red lights, promoting safer behaviour by all road users.

Under national legislation, most HGVs, such as supermarket delivery lorries, are required to be fitted with safety equipment such as sidebars or low skirts which protect cyclists and other vulnerable road users from being dragged underneath the vehicle in the event of a collision.

However, a small number of vehicle types – particularly those operating in the construction sector - are exempt from fitting certain safety equipment. The rising number of such vehicles in London's building boom present a risk to the growing number of cyclists, who now make up almost a quarter of all rush hour traffic in the centre.

TfL and Crossrail procurement conditions already require that exempt vehicles are fitted with such safety equipment. Through a combination of contractual conditions and action taken by responsible operators, it has been proven possible to install safety equipment such as side guards as standard

to construction related vehicles in London without a negative impact on operations.

Transport Minister Stephen Hammond therefore also announced today (4 September 2013) that the DfT will review exemptions to current vehicle regulations, which mean some construction and waste carrying lorries do not have to be fitted with side guards. They will also review the way regulations applying to specialised mobile equipment such as volumetric concrete mixers and mobile cranes are enforced.

Stephen Hammond said; 'The government is committed to improving the safety of cyclists and other vulnerable road users. Today's (4 September 2013) announcement of a dedicated Industrial HGV task force will target the small minority of large goods vehicle operators who are unaware of, or just wilfully non-compliant with, safety regulations for HGVs and their drivers. I have also committed to review vehicle regulations to ensure there are no unjustified exemptions from safety standards and, together with the Mayor, will press the EU to improve vehicle safety designs as soon as possible.'

Both the minister and the Mayor will continue to press for improved vehicle design through active engagement with vehicle manufacturers and the EU. This will look to improve the visibility of cyclists from lorry cabs, including cyclists at the front and on the nearside of lorries. They will also work with training providers who deliver Bikeability training to promote better cyclist awareness of lorries, as well as with training providers and the road freight industry to help further improve driver training.

The Mayor will also ask Londoners for their views on whether he should use his powers to levy a substantial "safer lorry charge" on any HGV which is not fitted with basic safety equipment to protect cyclists. TfL will consult on this proposal, partly modelled on the successful low emission zone, before taking any decisions.

The Mayor, Boris Johnson, said; 'I have long been worried that a large number of cyclist deaths involve a relatively small number of problem lorries which are not fitted with safety equipment. In my cycling vision in March, I said that no lorry should be allowed in London unless it is fitted with equipment to protect cyclists. After a lot of work behind the scenes, we have today (4 September 2013) taken the first steps to make this a reality.'