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Dear Caroline,

Motorcycle safety update

Thank you for your letter of 13 December. I welcome the opportunity to update the Committee on this important area, and reassure members that motorcycle safety remains a top priority.

Recommendation 1

We need a better understanding of why motorcyclist casualties occur. TfL largely relies on information recorded by police officers at the scene of a collision, which could be improved through the application of new technology by the MPS, and by supplementing it with information from the NHS.

Additional information request:

- ***How the collision data provided to TfL by the police is being improved, and the outcomes of your study aimed at linking hospital data to Stats 19 data***
- ***TfL's assessment of the latest trends in motorcycle collisions and casualties.***

Improving motorcycle safety relies on an understanding of how collisions occur, which is why it is vital that data is timely and of a high quality. Last year, we worked closely with the Metropolitan Police Service (MPS) to help develop a new collision reporting tool – the Case Overview and Preparation Application for Traffic (COPAT) - to make the data we receive more helpful. In November, the MPS began rolling out COPAT.

COPAT is linked to the MPS's own crime data system, which adheres to the same Department for Transport STATS19 standards as the Collision Recording and Sharing System used by other police forces. The main advantage is that our analysis of London's collision

trends will be much more up to date, as the new system replaces an entirely paper-based recording process. It will also enhance the quality of data, by improving the identification of vehicle types and linking of collisions to investigations data.

Research comparing hospital data with STATS19 casualty data was carried out by the Transport Research Laboratory and completed in the autumn. This is now under review but initial findings have confirmed our previous understanding that many motorcyclist injuries occur with cars at junctions and that this is a key area on which to focus engineering improvements. The study has also furthered our understanding of motorcyclist injury types, something not available from STATS19. We will look at whether we can use this to develop future motorcyclist training or whether it is helpful to inform personal protective equipment design.

The analysis of all injury collisions in 2015, including those involving motorcycles, is complete and a summary can be found in the 2015 *Collisions and Casualties on London's Roads* annual report at <https://tfl.gov.uk/corporate/publications-and-reports/road-safety>.

Our analysis shows that the patterns of collisions involving motorcycles and their contributory factors are consistent with those occurring in previous years. For example, collisions resulting in a motorcyclist fatality are still most often the result of the rider losing control, while vehicles turning right across the rider's path remain the top cause of serious injuries. One of the main conclusions for us from this analysis is that our current range of interventions designed to address those collisions remains well targeted. We also use motorcycle collision analysis to ensure that police activity continues to be targeted at the locations of highest risk.

Recommendation 2

The inconsistency across London in access to bus lanes for motorcyclists causes unnecessary confusion. TfL allows motorcyclists to ride in bus lanes on the roads it manages, but many boroughs restrict access on their own roads. While boroughs need to determine their own policies, a more proactive strategy is required from TfL to help ensure a common approach across the city (with a specific and timed objective set in an updated Motorcycle Safety Action Plan).

Additional information request: What further progress TfL has made encouraging London boroughs to allow motorcyclists access to bus lanes on borough-managed roads.

We continue to encourage all local authorities to follow the lead of the 12 boroughs that allow motorcyclists to use some or all of their bus lanes. To make further progress, we are looking to use the road safety section of the next Local Implementation Plan Annual Spending Submission Guidance, which will be published by June this year, to promote this message. This will of course be guidance, and boroughs are free to assess their own local priorities and choose what interventions will be most effective in reducing road danger.

Recommendation 3

Education is essential for increasing safe riding behaviour, such as riding at an appropriate speed and wearing protective equipment, to reduce casualties among both motorcyclists and other road users. Ongoing campaigns aimed at raising awareness of motorcyclists and preventing collisions are also vital. The BikeSafe scheme from TfL and the Metropolitan Police appears to be effective at increasing safety awareness among motorcyclists and attendance is growing. A key priority is to increase the participation of young riders. TfL

should set a specific target for this objective, and consider how it could work in partnership with organisations to reach young riders.

Additional information request: What progress has been made increasing the participation of young motorcycle riders in BikeSafe?

We continue to fund and promote BikeSafe-London and ScooterSafe-London to riders of all ages. By 6 January, the number of participants in 2016/17 was 1,445, which is on course to exceed that of 2015/16 – both the overall total and the number of participants in the 16-24 year age category.

As I noted in my response to the *Easy Rider* report, we will not set a target for young riders participating in BikeSafe-London because we believe that there are other interventions that will be more effective in bridging the most pressing skills gaps. We are trialling or funding the following educational initiatives:

- For those who have yet to complete their Compulsory Basic Training (CBT), we will be launching an e-learning course in the spring, aimed at new, young riders, that teaches them key Highway Code guidance and motorcycle riding theory. We are also jointly funding a two-hour classroom course for young riders that includes hazard perception, riding theory and riding risk factors, which is being trialled in Lewisham from July 2016 to July 2018;
- To strengthen the quality of CBT, we are funding Motorcycle Industry Association accreditation of motorcycle training companies and instructors that meet a high standard of CBT delivery, and help others to reach this standard;
- For post-CBT riders, we are funding a two-hour, 1-2-1 Motorcycle Skills training session tailored to individual riders' needs. This will officially launch this spring, and is targeted at riders commuting by low-powered motorcycles and scooters, who tend to be younger.

These educational interventions are designed to raise standards above those currently required by national legislation. We have lobbied the Government for improvements to CBT and how it is delivered, so we welcome the proposals outlined by the Department for Transport in their consultation on improving motorcycle training, which launched on 30 December.

Recommendation 4

Good road design takes into account the needs of all vulnerable road users, and TfL's new design guidance for motorcycle safety is an opportunity to embed this principle in all road schemes. Motorcyclists have expressed concern about the impact of segregated Cycle Superhighways on London's roads, particularly the reduction in road space for other traffic. The Committee strongly supports the Superhighways programme, but recommends close monitoring of segregated roads to assess the impact on safety for other vulnerable road users, and the application of new design guidance for motorcycle safety to all schemes where road layouts are being modified.

The safety of all road users, including motorcyclists, is a top priority when we design improvements to road layouts. Working with motorcycle stakeholders, we developed the Urban Motorcycle Design Handbook, our practical, user-friendly aid to design and maintenance.

Since we published the handbook last year, our design and maintenance teams have been applying the guidelines to both their existing and upcoming projects, for example:

- resurfacing roads to ensure they comply with the national skid resistance standards
- applying new textured surfacing at locations of increased skid risk
- evaluating all road markings when roads are resurfaced, to ensure that only those markings which are necessary are reinstated
- trialling extended 'Keep Clear' markings which aim to improve the visibility of those on two wheels.

The handbook is not just for us, but has been published so all traffic authorities and developers who design urban road layouts can use the information. Throughout last year we held a series of workshops, attended by around 150 colleagues and designers from other organisations, including London boroughs, the police and London Highways Alliance contractors. Attendees heard about the handbook's guidance as we work together to improve motorcycle safety across London.

Recommendation 5

We call on the next Mayor to work with TfL to deliver these priorities. In addition, we also urge the Mayor to focus on the issue of traffic congestion in London. Heavy congestion is a danger to motorcyclists, as well as other vulnerable road users. Motorcycles may in fact be a part of the solution to this issue, particularly if more journeys by commercial vehicles can be undertaken by motorcycles. The next Mayor's transport strategy should set out long-term plans to reduce congestion.

Reducing congestion on London's roads is a major priority for us. In *A City for all Londoners*, the Mayor has outlined his vision for a more efficient road network, and the new Mayor's Transport Strategy will describe in more detail our long term plans for reaching that goal. For the short term, we have recently published a plan to tackle immediate congestion problems over the coming months.

Recommendation 6

We recommend that TfL makes these recommendations a priority in an updated Motorcycle Safety Action Plan accompanied by a dedicated budget to reassure motorcyclists that their safety is being prioritised and allow for TfL activity in this area to be monitored effectively.

Additional information request: An overview of the status of each of the actions in the Motorcycle Safety Action Plan.

In his document *A City for all Londoners*, the Mayor outlined his Vision Zero approach to road safety. As motorcyclists remain over-represented in fatal and serious injury collisions, measures to increase their safety will be integral to the delivery of Vision Zero for London. This will build upon progress made delivering the Motorcycle Safety Action Plan.

I have attached an update on each of the actions included in this plan. We are currently developing a strategy to support this vision, which will move away from specific road user safety action plans to a more integrated approach to reducing road danger for everyone on our roads.

I look forward to working with the Mayor, the London Assembly, stakeholders and partners in putting motorcyclists and other vulnerable road users at the heart of our Vision Zero approach to reducing road danger.

Yours sincerely,

Mike Brown MVO

Appendix A: Current status of the actions in the Motorcycle Safety Action Plan

Actions to reduce speed-related collisions		Update on progress
1	<p>TfL will provide funding for a 40 per cent uplift in the activities of the Metropolitan Police's Motorcycle Safety Team (MST), part of the Roads and Transport Policing Command (RTPC), to further clamp down on illegal and anti-social road user behaviour such as:</p> <ul style="list-style-type: none"> • Speeding • Careless riding • Red light running • Uninsured and unlicensed riding; and • Traffic violations by motorcyclists and other road users 	<p>TfL funding, support and data analysis has enabled the RTPC's motorcycle safety policing to be more efficient and effective in tackling the sources of road danger. Since June last year, the MST and other RTPC motorcycle policing resources have moved from focusing activity in a number of boroughs to a focus on key traffic corridors identified using TfL motorcycle collision analysis. By the end of period 11 this financial year (6 January), the MST was on course to exceed the financial year's target of 450 days of on-street policing activity and had already exceeded the year's target for BikeSafe-London of 1,500 attendees. MST engagement and enforcement activities are complemented by the activity of over 2,000 RTPC officers, who target all road users through both regular patrols and specialist operations.</p>
2	<p>TfL will continue to deliver market-leading safety campaigns to reduce speeding by motorcyclists and to change their attitudes to speeding.</p>	<p>Motorcycle 'Speed' campaign ran in 2013-16.</p> <p>'Road User Behaviour' campaign has been running from 2015 in order to tackle the sources of road danger, including messaging to discourage speeding and distraction.</p>
3	<p>TfL will increase the reach and coverage of motorcycle speed compliance by installing rear-facing cameras on the A13 to enforce the speed limit. TfL will ensure that all average speed camera trial locations will enforce the speed limit with rear-facing cameras.</p>	<p>The average speed camera systems being trialled on the A40, A406 and A316 all have rear-facing cameras. The fourth system, planned for implementation on the A2, will also feature rear-facing cameras.</p>
4	<p>The Mayor and TfL will work with London's police to embed the use of Speed Awareness Courses for motorcyclists as an alternative to prosecution, in cases of minor speed infractions.</p>	<p>Motorcyclists are being offered Speed Awareness Courses where they meet the criteria set out by the National Police Chiefs' Council.</p>

Actions to reduce right turning vehicle collisions		
5	<p>TfL will produce hard-hitting safety campaigns to change road user behaviour that currently puts motorcyclists at risk, with a particular focus on areas such as:</p> <ul style="list-style-type: none"> • Drivers failing to look properly or to accurately judge motorcyclists' paths when turning into or out of side roads, U-turning without appropriate care, changing lanes across motorcyclists' paths • Raising awareness among other road users of the presence and vulnerability of motorcyclists to increase the level of empathy drivers have for motorcyclists • The particular dangers that motorcyclists themselves face when other drivers are turning right or when they are filtering 	<p>Our Road User Behaviour campaign, which has been running since 2015, includes a radio advert and an online quiz targeting drivers and raising awareness of manoeuvres that put motorcyclists at risk.</p>
6	<p>Building on the Institute of Highway Engineers' forthcoming design guidelines for motorcycling, TfL will produce new design guidance tailored for London. Used on all Transport for London Road Network schemes, this will draw on the knowledge of motorcycle safety experts to embed motorcycle safety within the design process. TfL will use the borough Local Implementation Plan process to encourage boroughs to apply these principles to their roads.</p>	<p>The Urban Motorcycle Design Handbook was published in March 2016. A series of workshops were run throughout 2016 to embed the handbook's guidance in the work of London's road designers, engineers, maintenance officers and road safety professionals.</p>
7	<p>TfL will proactively trial new technologies designed to make motorcycling safer. For example, the use of innovative lighting displays designed to increase the width of a motorcycle's visual footprint in order to reduce right turning 'failed to look' collisions.</p>	<p>We have reviewed and discussed new motorcycle safety technologies with manufacturers and researchers, and the latest research on rider visibility from New Zealand and France. It is within our gift to improve motorcycle safety through road design and maintenance, education, training and enforcement, but the motorcycle industry is better placed to develop and disseminate new technology and equipment. We continue to maintain an awareness of technological progress in order to assist where appropriate.</p>

Actions to increase enforcement and compliance with the rules of the road		
8	Building on the success of Operation Safeway, TfL and the police, through the new MPS RTPC, will ensure that future monthly high visibility traffic enforcement operations will target motorcycle safety alongside that of pedestrians and cyclists.	Operation Winchester delivered targeted enforcement to increase motorcycle safety in 2015 and 2016. Casualty reduction is an ongoing priority for all TfL-funded police officers.
9	TfL will work with the police to use alternative disposal schemes, such as the Rider Intervention Developing Experience, instead of issuing penalty charge notices for lower order offences.	RIDE is now being offered to riders. Efforts continue to increase the number of courses offered. 278 riders attended a RIDE course in 2015. The MPS now issues Traffic Offence Reports at the roadside – based on the nature of the offence and any criminal history, a rider may receive a penalty charge, a diversionary course, or a summons to court.
10	TfL will fund Scootersafe-London and Bikesafe-London rider assessment days for all high risk riders who have been involved in slight injury collisions in London.	Free Bikesafe-London courses have been offered to riders involved in slight collisions since 2014.
11	TfL will work with the police to crack down on illegal bikes and riders, as well as cars, forcing them off the road through the ongoing Operation CUBO and other targeted operations.	We fund the MPS) RTPC to deliver Operation CUBO fortnightly, as well as other road safety operations, as business-as-usual. Penalties issued by the MPS for insurance, license and vehicle defect offences increased from 38,950 in 2014 to 49,048 in 2015.

Actions to increase the use of Personal Protective Equipment (PPE) to prevent or reduce injury severity		
12	<p>TfL will advocate and encourage, through a focused programme of engagement, the increased use of Personal Protective Equipment (PPE) by motorcyclists in order to reduce the severity of the injuries they incur when involved in a collision by:</p> <ul style="list-style-type: none"> • Calling on the motorcycle industry and retailers to continue to promote and increase the availability and usage of PPE • Encouraging manufacturers to develop new types of clothing and take forward other PPE advances such as air-bag jackets and use of light weight materials • Encouraging manufacturers and dealers to broaden their ranges of PPE to include clothing for smaller bikes and younger riders • Working with boroughs where motorcyclists experience high levels of risk to implement local awareness campaigns 	Marketing campaigns and other interventions (police engagement, competition, bike shows) are increasing knowledge and use of PPE by riders, and we continue to engage and work with the Motorcycle Industry Association.
13	TfL and the boroughs will work with the motorcycle industry and rider groups to improve awareness among riders on choosing and wearing helmets correctly.	This has been incorporated with the PPE behaviour change initiatives.
14	The Mayor and TfL will lobby the DfT to include more makes and models of helmets in their Safety Helmet Assessment and Rating Programme (SHARP) so that members of the public are properly informed about helmet safety performance and that future test standards are continually improved.	The DfT reached a milestone late last year when they published their 400 th helmet safety rating as part of SHARP. Since the launch of SHARP in 2007, more than 13,000 impact tests have been carried out to generate the now 401 safety ratings. The Fédération Internationale de Motocyclisme (FIM) recently recognised SHARP with the FIM Road Safety Award, and we are satisfied that SHARP is excelling at guiding riders to purchase the safest helmets.

Actions to improve motorcyclist skill and riding behaviour		
15	TfL will develop and pilot a new approach involving schools, colleges, universities, trainers, retailers and businesses in order to reach out to young riders who are most at risk.	We are currently funding or trialling a number of educational interventions targeted at younger riders, including classroom-based course, one-to-one commuter training and, in the Spring 2017, an e-learning course.
16	The Motorcycle Industry Association (MCIA), working with TfL, will increase the availability of post-test training through promotions, incentives and industry shows.	We continue to work with the MCIA and boroughs to promote post-test training and rider skills initiatives. Almost a third of all BikeSafe-London (BSL) attendees are registered via our Business Engagement promotion. We issued vouchers for BSL at the Excel Motorcycle Show last year, resulting in a record-breaking number of bookings taken over the three-day event. In partnership with us, two BSL courses are now being run every month from the Ace Cafe, London's most popular social venue for motorcycle enthusiasts. We provide funding to boroughs who offer BSL vouchers to riders living, working or studying in their area.
17	TfL will undertake a wide ranging review of Scootersafe-London and Bikesafe-London to ensure they reflect the most up-to-date evidence and best practice in motorcycle safety.	Course content was refreshed in 2014. A full review of Bikesafe and BikeSafe-London will take place in the summer.

18	<p>TfL will use the latest data analytics to ensure that its campaigns are targeted and delivered to the right groups and through the right channels by:</p> <ul style="list-style-type: none"> • Making better use of data from the LTDS, crime reporting and MOSAIC classifications to better inform campaign design and implementation • Increasing our knowledge of riders who live outside London but regularly ride in London • Identifying collision hotspots where there has been a disproportionately high number of injuries among BAME groups and using this data to influence future initiatives by boroughs • Making road safety materials available to London boroughs and the police to improve campaign co-ordination across London • Working with local authorities outside London to ensure that campaign, education and training materials reach those commuting into or visiting London • Using peer-to-peer engagement with hard to reach groups of young riders when needed 	<p>Data analysis regularly undertaken and shared as part of our engagement with boroughs, and is used to better target police deployments to improve motorcycle safety. We have engaged face-to-face with hard-to-reach groups at motorcycle shows to encourage take-up of training, and we are trialling or funding new educational interventions that target this audience.</p>
19	<p>TfL, with representatives from the motorcycling industry, will launch a new motorcycle courier and delivery rider code to protect those who use a motorcycle for work and to instil better riding behaviour among their riders.</p>	<p>The police offer 'top tips' advice to riders stopped on engagement operations. We are currently trialling an enhanced, two-day CBT course for professional riders.</p>

Actions to deliver in partnership		
20	TfL, with partners, will undertake a multi-modal research study into younger riders and drivers to better understand their attitudes and behaviour to safety which will influence future road safety initiatives in London.	We commissioned research by the Transport Research Laboratory that will review the characteristics of young driver and rider fatal collisions and investigate potential countermeasures. This research is under way.
21	TfL and the police will update the motorcycle fatality files research study to identify any emerging safety issues that lead to fatal collisions.	<p>Since the detailed study published in 2013, our ongoing analysis of casualty data shows that no new conflict types have emerged in the intervening years, suggesting that another in-depth fatality study would not reveal new evidence for developing effective new counter-measures.</p> <p>With the new digital collision data collection system now being used by the MPS, our analysis of London's collision trends will be much more up-to-date, with more detailed evidence to inform motorcycle safety collisions.</p>
22	TfL, in partnership with the Motorcycle Industry Association, will investigate motorcycle safety in European cities that have lower motorcycle injury rates than London and apply the lessons learned from this review.	We collaborated in the European Safer Urban Motorcycling (eSUM) Project with Europe's principal motorcycle cities, and continue to maintain an awareness of international best practice in order to ensure our range of interventions are appropriately addressing London's needs.
23	The Road Fatality Review Group, including senior representatives from the police and TfL, will meet every two months and will use the latest 'Compstat' style approaches from crime analysis to improve the safety of motorcycles at high priority junctions.	Joint TfL/police fatality reviews and investigations are ongoing.

24	TfL will develop and fund new engineering guidance and training to up-skill London's road safety professionals and address the unique needs of motorcycle safety in the Capital.	The Urban Motorcycle Design Handbook was published in March 2016. A series of workshops were run throughout 2016 to embed the handbook's guidance in the work of London's road designers, engineers, maintenance officers and road safety professionals.
25	TfL will enable boroughs to target locations where motorcycle safety improvements are needed by providing, every year, information on high risk locations.	Analysis and maps for motorcycle KSIs sent to priority boroughs
26	<p>The Road Safety Steering Group and Motorcycle Safety Working Group will define new areas of research and evidence by:</p> <ul style="list-style-type: none"> • Bringing together hospital, trauma and police data to better understand how injuries happen and to identify ways to increase motorcyclists chances of avoiding injury in collisions • Bringing experts and leading practitioners to seminars and events to further spread motorcycle safety best practice. 	A draft report on a Hospital Episode Statistics research study is under review and will be published in the summer.
27	The Mayor and TfL will lobby the DfT for further safety and training elements to be included in the motorcycle compulsory basic training and the motorcycle licence test.	The DfT has published a consultation on 30 December 2016 on improving motorcycle training, which includes proposed changes to CBT and licencing, and we are responding.
28	TfL, working with the DfT, the Driver and Vehicle Standards Agency, industry and motorcycle user groups, will ensure that motorcycle training standards in London are industry-leading using the safest practices and equipment.	We are funding an MCIA Accreditation scheme that accredits motorcycle training companies and instructors that demonstrate that they meet a high standard. The MCIA help participants to reach this higher standard. Improving the quality of training companies will in turn raise the standard of CBT.

29	TfL, through the motorcycle working group, will work with the motorcycle industry in Europe to continue to develop future designs and technology to improve motorcycle safety through trials and knowledge sharing.	We continue to engage with the motorcycle industry – both the Motorcycle Industry Association in the UK and the European Association of Motorcycle Manufacturers (ACEM) – to encourage the development of safer vehicles, and to maintain an awareness of progress in order to assist where appropriate.
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