



Caroline Pidgeon MBE AM
Chair of the Transport Committee
London Assembly, City Hall
The Queen's Walk
London
SE1 2AA

Sir Peter Hendy CBE
Commissioner of Transport

Transport for London
Windsor House
42-50 Victoria Street
London SW1H 0TL

Phone 020 7126 4100

Fax 020 7126 4249

Email peterhendy@tfl.gov.uk

12 April 2013

Dear 

London Assembly Transport Committee – Gearing Up: Safer Cycling in London

Thank you for your report, issued in November 2012, on safer cycling in London.

We are grateful to the London Assembly for helping to place cycling higher on the agenda, and for the ideas in your report, which have had substantial influence on the major new policy vision which we and the Mayor launched this month. As the Assembly will recognise, the vision meets, indeed often exceeds, most of the report's demands and the Assembly should be rightly pleased with the role it has played in helping to formulate the policy.

Our Business Plan, published in December 2012, sets out our intention to invest over £900m in cycling over the next 10 years. This represents an unprecedented level of investment and will enable us to transform cycling in London.

The Mayor is determined to achieve this. His '2020 Vision for Cycling in London' was published on 07 March and will be overseen by the recently appointed Cycling Commissioner, Andrew Gilligan.

It sets out the Mayor's ambition to deliver on four key outcomes:

1. **A Tube network for the bike.** London will have a network of direct, high-capacity, joined-up cycle tracks. Many will run in parallel with key Underground, rail and bus routes, radial and orbital, signed and branded

accordingly. There will be more Dutch-style fully-segregated lanes and junctions; more mandatory cycle lanes, semi-segregated from general traffic; and a network of direct back-street Quietways, with segregation and junction improvements.

2. **Safer streets for the bike.** London's streets and spaces will become places where cyclists feel they belong and are safe. Spending on the junction review will be significantly increased, and it will be completely recast to prioritise major and substantial improvements to the worst junctions, though other junctions will still be tackled. With government help, a range of radical measures will improve the safety of cyclists around large vehicles.
3. **More people travelling by bike.** Cycling across London will double in the next ten years, and cycling will be widely seen as a safe, easy, quick and pleasant way to get around the Capital, across all boroughs.
4. **Better places for everyone.** Our policies will help all Londoners, whether or not they have any intention of getting on a bicycle. Cycling will promote community safety, bringing new life and vitality to underused streets. Our routes will specifically target parts of the Tube and bus network which are over capacity, promoting transfers to the bike and relieving crowding for everyone.

Detailed responses to the Committee's recommendations are enclosed. We welcome your findings which are, in the main, aligned to the Mayor's cycling vision. Indeed, there are many examples where we will go further.

Thank you once again to the Committee and all those who submitted evidence to your investigation.

Yours sincerely,



Sir Peter Hendy CBE

Responses to the recommendations of the London Assembly 'Gearing Up: Safer Cycling in London' report

Recommendation 1

The Mayor should establish a new target for cycling in his 2020 Vision statement due in December 2012. In the statement, he should bring forward his target of 5 per cent cycling modal share from 2026 to 2020. He should also establish a new target of 10 per cent cycling modal share by 2026 to reflect the Mayor's ambition to create a 'cycling revolution' in London.

We have closely examined the feasibility of setting a 5% modal share target for cycling across London by 2020 and 10% by 2026. There were 29.9 million journey stages per day in 2011 of which 570,000 were made by bike, a mode share of 2%.

The current growth target requires a year-on-year growth of around 6% to stay on track.

Based on current figures, and assuming no growth in journeys overall, a 5% mode share in 2020 would require around 1.5 million journeys to be made by bike per day and a 10% mode share in 2026 would require nearly 3 million journeys to be made by bike every day. This requires growth of around 12% per year, double the current level.

Year-on-year rises of this size, sustained for this length of time, are without precedent in the world.

We have been careful in our Vision document to make only promises we can keep. The document sets the ambitious new target that cycling will double in the next ten years. We are also committed to a target of 5% modal share by 2026, which is demanding – and requires an increase on current trends - but which we believe we can reach.

The Mayor should appoint a Cycling Commissioner to champion cycling and realise his target to increase cycling.

The Cycling Commissioner was appointed in late January 2013 and will oversee all of our activity to improve cycling. He will liaise regularly with boroughs, campaigners and partners in other sectors to ensure the Mayor's Vision for Cycling in London is delivered.

The Cycling Commissioner should be responsible for the publication of a biennial London Bicycle Account to inform Londoners of what TfL is doing to improve cycle safety, increase investment in cycling, and encourage more Londoners to cycle.

We publish a comprehensive range of cycling related data, most of which is produced in the Travel in London annual report. However, we will work with the

Cycling Commissioner to consider whether an alternative format would be appropriate for future publication.

In the London Bicycle Account the Mayor should establish – and monitor London's progress against – a target to improve the perception of cycle safety.

We already monitor and publish data on perceptions of cycle safety as part of the Attitudes to Cycling annual research report. We will also track perceptions on road safety as part of our Road Safety Plan. In addition, this year we have commissioned London Travel Demand Survey (LTDS) follow up surveys to track perceptions of safety at a local level.

The Mayor should provide the Committee with information on the Cycling Commissioner's remit and responsibilities, and how they will influence policy and spending, by February 2013.

As mentioned above, the Cycling Commissioner was appointed in late January 2013 and will oversee all of our activity to improve cycling. He will liaise regularly with boroughs, campaigners and partners in the private sector to ensure the Mayor's Vision for Cycling in London is delivered.

Recommendation 2

The Mayor and TfL's new business plan, due to be published in December 2012, should reflect the Mayor's ambition to have a cycling revolution. He should therefore commit to doubling the amount of funding for cycling. Specifically, the business plan should:

- In 2013/14 allocate at least £145m to cycling (which is equivalent to 2 per cent of TfL's 2012/13 budget). For subsequent years, TfL should set out the resources it will require to transform cycling in London to match the levels seen in leading cycling cities.

At £111 million, the forecast spend for 2013/14 is more than double the previously-planned level. The spending announced in the period of the Business Plan is an increase from the previously-planned level of £273 million to £913 million – three and a half times more, and an unprecedented level of commitment to cycling for any British city.

We will reach the requested spending level of £145 million in 2015/16 – or roughly £18 a head, comparable with Germany and almost on a par with the Netherlands. We are unable to reach this level of investment sooner as increasing the budget too quickly could result in funding not being spent as effectively as all parties would like.

Building such an ambitious network is a significant challenge and we do not feel that there are enough projects of sufficient quality to absorb this amount of

money in 2013/14. A proper cycle network must be surveyed, designed, agreed with the boroughs and built to high standards.

- Commit a minimum of £100m to funding the Junction Review (over the period of the Review), based on the Mayor's estimate of the cost of improvements.

£100m has been allocated within the Business Plan for the Junction Review (Better Junctions Programme). This will enable completion of reviews and implementation of schemes at the priority list of 100 junctions, as well as a series of off-street trials of innovative infrastructure measures for cyclists. The junction review will be rephased to prioritise major and serious improvements at the worst junctions.

- Set out a timetable for future expansion of the Cycle Hire scheme, starting with locations in Outer London.

We are exploring priorities for future expansion based on current usage and demand, operational priorities, availability of sites within new developments and potential funding opportunities. We will be extending the current scheme to many parts of Hammersmith & Fulham, Lambeth and Wandsworth by the end of 2013. This represents a nearly 30 per cent rise in the size of the scheme, to around 11,000 bikes. There are plans for a new mainline terminus Cyclehub, outlined in the Mayor's Vision, that will have London's largest docking station, with at least several hundred bikes. This and the wider bike parking at the Cyclehub will help address unsatisfied commuter demand. We will also be looking to expand popular docking stations, where space and planning allows, to reduce the problem of empty and full docks. This will involve reducing the number of bikes at less well-used docking stations. The Barclays Cycle Hire scheme is not the right model for outer London, with its lower population densities and widely-dispersed journey patterns. However, as part of our dramatically-increased spending on cycling in outer London, we are examining the feasibility of other forms of hire scheme.

- Provide at least £60m (or 20 per cent of the TfL cycling budget) over the new business plan period to fund the Mayor's Biking Borough programme. The programme should become an Outer London Cycling Fund, providing funding for safe and innovative cycling schemes in all Outer London boroughs.

Funding for cycling in Outer London will rise to more than £100 million.

We will choose between one and three willing outer London boroughs to make into mini-Netherlands, with very high spending concentrated on these relatively small areas for the greatest possible impact. In many ways, this will be the most transformative of all our policies. The idea, over time, is that these places will become every bit as cycle-friendly as their Dutch equivalents; places that suburbs and towns all over Britain will want to copy. Interventions should include a good standard route for commuter journeys to central London, but the main focus will be on replacing short car trips within the target borough(s).

This can include substantial redesigns of the main town centre, to show what is possible when roads and spaces are built around cyclists. A network of routes will radiate out from it, predominantly Quietways through back streets and parks, paralleling all the main local travel routes. Cycle superhubs will be created at local railway stations. There will be a big marketing push to specifically target non-cyclists doing short car trips. All outer London boroughs are invited to apply for this scheme. We will announce our choice(s) later in 2013 and start work in 2014.

Building on the lessons learned from the Biking Borough programme, a significant uplift in funding will be available to boroughs through the new Business Plan to deliver local improvements, such as cycle hubs at stations, residential cycle parking, education programmes, community cycling festivals and local measures to improve safety. This is in addition to money allocated to boroughs as part of the LIP process and additional to any money that will be spent on London-wide programmes on borough roads (e.g. the Cycle Superhighways).

- Consider the case for a dedicated cycling fund as part of the Local Implementation Plan (LIP) process. This fund could be matched by boroughs. The Mayor and TfL should work with the boroughs to assess the success of borough programmes in improving cycle safety. This information should then be used to promote best practice examples in future borough schemes.

As mentioned above, dedicated funding will be provided for boroughs to spend on cycling. In addition, the LIP funding guidance for 2014/15 - 2016/17 will place a stronger emphasis on boroughs using LIP budgets alongside their own resources towards improving conditions for cycling - this will be a requirement to unlock TfL's dedicated funding for cycling. In respect of monitoring, annual reports are produced showing how well boroughs are delivering against the mandatory LIP indicators, which include more share for cycling and KSI reduction. The latest report containing the data for 2011 can be found at: <http://www.tfl.gov.uk/corporate/about-tfl/publications/1482.aspx>

Recommendation 3

The Mayor and TfL should commit to introducing fundamental cycle safety improvements to the junctions included in the junction review. The junction review should be able to demonstrate substantial and innovative changes to the space and protection given to cyclists at the junctions. The changes should take account of best practice in Denmark and the Netherlands, and be in line with the Mayor's commitment to Love London Go Dutch.

We will be increasing the budget for junctions five-fold, from £19 million to £100 million, the vast majority of it spent in this mayoral term, plus substantial further money from our Quietway and Superhighway programmes. We will refocus to prioritise early and major improvements at and around London's

worst junctions, making them safer and less threatening for cyclists. Junctions to be tackled in the next three years will include Blackfriars, Vauxhall, Tower, Aldgate, Swiss Cottage and Elephant & Castle, among others. Other, smaller improvements will still be tackled. Improvements at these places will include widening to allow more space for cyclists, creating more segregated cycle lanes and installing innovative 'early-start' traffic signals to allow cyclists to move onto the junction ahead of other traffic. We will introduce more cycle-only paths or phases through junctions and gyratories, and more cycle bypasses around difficult junctions where an attractive and safe route through the junction itself cannot be found. We will create a short stretch of segregated bike lane, where possible, just before busy traffic lights so cyclists can get through stationary traffic to reach the advanced stop line at the front. We are further refining our traffic modelling systems to take better account of cyclists. With the benefit of these, all future road and junction builds or redevelopments and transport schemes on the roads controlled by TfL will be subjected to improved forms of cycling safety assessment prior to approval. We have begun off-site trials of a Dutch-style cycle roundabout, with segregated lanes protecting cyclists, and other novel interventions such as eye-level traffic lights for cyclists. If these trials are successful, and the Department for Transport allows, we will roll them out on the road network. We will investigate converting pedestrian subways at some busy junctions for use as safe cyclist routes, with pedestrians on the surface. We are reworking a number of schemes – such as Lambeth Bridge Roundabout and Mile End Road/Burdett Road - proposed in the current junction review which do not fully meet the ambitions set out in Vision document. We will announce full timetables for the junction changes as soon as possible.

The Mayor and TfL should provide the Committee with information by February 2013 on how it will ensure the 35 junctions to be completed by the end of 2013 will match these objectives.

As described above, work is well-underway to deliver improvements at a number of junctions as part of the Better Junctions Programme. Following the release of the Vision, TfL is reviewing the Better Junctions programme with the view to reducing the number for delivery and focusing our resources on those more transformative or high profile locations. In some cases, schemes delivered at certain locations may be initial early-benefit schemes, to be followed at a later date with more substantial improvements which have a necessarily longer development time. For example, an early-benefits scheme at Waterloo Roundabout has already been completed, which has been followed by further proposals for a 20mph speed limit. The possibility of further changes will then be reviewed in line with the significant development activity proposed for the area.

All schemes delivered at the priority locations are subject to the now well-established junction review process, which continues to provide mutually beneficial discussions between TfL and key stakeholder user groups. Each junction is also subject to a public consultation prior to its implementation

They should also demonstrate how cyclists' views and concerns have been taken on board in the consultation process. In December 2013, the Mayor and TfL should report back to the Committee on the impact of the changes made to the initial 35 junctions.

We shall report back in December 2013 on those junctions where there has been sufficient time from completion to evaluate the impact. We will be focusing on prioritising early and major improvements at London's worst junctions, as outlined above.

However, it is worth noting now, the excellent dialogue with key user groups throughout the junction review process. In addition, for those schemes which have so far progressed to public consultation stage, there has been a great deal of constructive and informative feedback received which has been useful in informing designs.

Junction schemes are considered in detail by a Design Review Group which meets monthly and includes representatives of the key cycling groups. The Cycling Commissioner maintains frequent contact with cycling groups and other stakeholders.

The Mayor and TfL should prioritise the removal of remaining one-way gyratory systems in the junction review. The Mayor and TfL should report to the Committee by February 2013 on which gyratories it will replace and when.

By their nature, schemes which seek to remove a gyratory system are large and complex and therefore require a significant amount of time to deliver on the ground. As such, we are unable at this stage to definitively state timescales for schemes at many such locations. It should also be noted that after a full and rigorous evaluation, looking at the benefits of all options, removing a gyratory may not always be the correct approach. Options for each location must be considered carefully on their own merits. Also, a number of such locations in the Junction Review have yet to complete the review process so a preferred design solution has not yet been identified. However, there are some locations where a more specific update can be provided:

- *Tottenham Hale Gyratory*
A major scheme to remove the one way system is now underway on site and is due to be completed during 2014. The scheme includes modifications incorporated following review by the junction review stakeholders.
- *Swiss Cottage Gyratory*
Options have been discussed with the junction review DRG and LB Camden and will be developed as part of Cycle Superhighway Route 11, which is due to be completed during 2014.

- *Stockwell Gyratory*
Following the junction review carried out in 2012, we have developed a scheme based on the recommended option which includes an early-start facility for northbound cyclists heading along the Cycle Superhighway Route 7 alignment. This scheme is due to be implemented by mid 2013, and will shortly be made available for public consultation.
- *Aldgate Gyratory*
A simplified road layout is being developed by City of London and TfL, to allow the conversion of St. Botolph Street and Aldgate High Street to two-way working. TfL are feeding in junction review recommendations and ensuring that junction review stakeholders are included in design development. The scheme is currently at the design stage with potential implementation starting in 2014/15.
- *Archway Gyratory*
We are working with the London Borough of Islington on proposals for improvements for cyclists and pedestrians at Archway Gyratory. The concept designs include an option for removing the gyratory and others which make improvements within the existing gyratory system. These will be tabled at the Better Junctions Design Review Group in February 2013.
- *Tottenham Court Road / Gower Street*
In addition to the above gyratory schemes associated with the junction review, a proposed conversion of Tottenham Court Road and Gower Street to two-way working is being developed by the London Borough of Camden and TfL. The scheme is currently at the design stage with potential implementation phased to coincide with Crossrail related works from 2015.

The Vision document also promises that Tower gyratory will be tackled within the next three years.

In the junction review, the Mayor and TfL should examine the case for introducing 20mph limits at more junctions. TfL should consider trialling 20mph zones on TfL-controlled roads near existing 20mph zones. TfL could use pilot 20mph zones to assess the impact they have on the road network, to inform any wider rollout in future. The Mayor and TfL should report back to the Committee on this proposal by February 2013.

The multiple functions of the Transport for London Road Network (TLRN) means that when considering lower speed limits on these routes, the potential benefits in terms of both safety and liveability of town centres need to be taken into consideration alongside the other functions the TLRN performs, including the movement of people and goods. This approach does not, however,

preclude the use of 20mph limits on the TLRN and we already have 20mph limits on small sections of the TLRN in Camden and New Cross. We will also aim to reduce the speed limit to 20mph at several locations on the TLRN where cycle improvements are planned. For example, in Camberwell and New Cross Gate on our proposed Cycle Superhighway 5.

We are actively considering 20mph speed limits at some Better Junctions and will continue to look for similar opportunities where that type of intervention is appropriate to the location. One such example arising from the junction review is a proposal to introduce a 20mph limit on the approaches to and around Waterloo roundabout. In addition to the early-benefit schemes already delivered in late 2012, this measure was also recommended by the Junction Review stakeholders as a means to manage speed-related issues. Public consultation is due to start within the next month and we hope to be able to implement the scheme by the summer, with a period of monitoring then taking place to determine its effectiveness.

We will look to develop a framework to inform speed limits on the TLRN, including the consideration of variable speed limits and 20mph limits where people live and shop. We have started working with Islington on monitoring 20mph limits on the Strategic Road Network. Through delivery of the forthcoming Road Safety Plan, we will also work with the Police and London boroughs towards achieving effective compliance.

Recommendation 4

The Mayor and TfL should reassess the space allocated to cycling in the design of cycle route and junction infrastructure. Specifically:

The Mayor's Roads Task Force should review TfL's use of traffic modelling to judge the effect that protected space for cyclists would have on cycling and other traffic. In its final report in spring 2013, the Task Force should explain how it has reviewed TfL's use of traffic modelling.

We have been working hard to ensure that both the traffic control system and the traffic modelling that informs it, measures and represents the behaviour of cyclists and other vulnerable road users as accurately as possible. Until recently, relatively little research had been undertaken worldwide to understand the behaviour of vulnerable road users (i.e. cyclists and pedestrians) at traffic signals and therefore be able to accurately represent them in traffic models. While the existing models can represent generalised behaviour, it is only when the detailed research is understood that models can help to make full impact assessments.

We are leading on a world first piece of research to understand cyclist behaviour as they discharge from signals and travel between signals. The research will also look at the impact cyclists have on general traffic discharge where they comprise a high proportion of road users. Additionally, research is

being undertaken by independent researcher, the Transport Research Laboratory, to understand pedestrian behaviour at traffic signals. Once findings from the research are received in 2013, the new algorithms for cyclists and pedestrians will be available to update the capabilities of the modelling tools. This valuable research intelligence will be used to inform operational models, including micro-simulation models, enabling us to accurately model behaviour, including social forces (i.e. the interaction between individual cyclists and other modes) in 2D and 3D traffic models.

We are also expanding our 'ONE Model', a tactical assignment model which is used to predict the area-wide impacts of traffic reassignment of major interventions such as reallocating dedicated road space to cyclists. Once completed in 2013, the model will be used to understand likely vehicle re-assignment and to assist in the determining the traffic control strategies. The ONE model is very detailed and this level of clarity is currently not available from our other strategic models.

In parallel with this work, we are also evaluating different types of pedestrian and cycle detectors. If suitable detection units can be found then they will be properly trialled and could provide real-time data for input to TfL's SCOOT traffic control system.

The Mayor's Roads Task Force should identify locations where TfL could pilot temporary protected cycle routes in 2013. It should draw on lessons from trialling changes to road layouts in New York and operation of the Games Lanes during London 2012. In its final report in spring 2013, the Task Force should recommend locations where TfL should pilot these cycle routes.

The Roads Task Force will set a vision for the future of London's road network. The Mayor's Vision document, published this month, includes a commitment to trial changes to junctions and roads using the kind of temporary interventions seen on the Olympic Route Network. We are already conducting off-street trials of innovative facilities (such as eye-level traffic lights or "Dutch-style" roundabouts) which may help cyclists. If the trials are successful, and the Government permits, we will roll these out on the road network.

The Vision document also proposes "semi-segregation," also known as light segregation, using traffic wands, cats' eyes and rumble strips, at several locations where full segregation is not possible.

The Mayor and TfL should publish the revised London Cycle Design Standards by February 2013. The revised standards should include the Love London Go Dutch design principles that the Mayor signed up to in the election.

We have begun revising and updating the London Cycle Design Standards (LCDS) and will publish a draft for consultation later in 2013.

The Design Standards will be reviewed to ensure that everything we build or fund is consistent with the Mayor's Vision document, they will be more radical and innovative than previously. The revised LCDS will also incorporate principles contained within the London Cycling Campaign's Love London, Go Dutch campaign where appropriate. The standards will help to ensure that cycling infrastructure designed and delivered across London by TfL, Boroughs, consultants and developers is of a standard that prioritises conditions for cyclists.

The Mayor and TfL should provide the Committee with information on the cycling infrastructure measures it is reviewing in the International Benchmarking exercise by February 2013. It should include information on what output it will produce from the exercise; the timescales for the project; and how this learning will be applied to the projects in its forthcoming business plan.

Over the last six months, we have benefitted from an international exchange placement, with a Copenhagen transport planner advising on cycling delivery. The placement has focussed on a comparison of Danish-style cycling infrastructure with London's existing cycling design, identifying opportunities for learning from Danish good practice.

We are currently finalising the scope of the infrastructure elements of the international benchmarking programme but will include a comparison of different approaches to junction types, approaches to cyclist priority, and cyclist interfaces with buses. The findings of the benchmarking exercise will be incorporated into ongoing infrastructure schemes and will inform the development of LCDS.

The Mayor and TfL should report to the Committee by February 2013 on TfL's plans for the Mayor's proposal for a new east-west route. The Mayor and TfL should provide details on the proposed length and location of the route, how it will be built to Go Dutch standards, the timetable for construction, and estimated costs.

We are advancing with plans to deliver an East-West Superhighway this Mayoral term. Options for the alignment of the route through central London have been developed and we are preparing a timetable for engaging with the central London boroughs affected by the route. It is proposed the route will incorporate Go Dutch principles and will provide a strategic corridor for cyclists across central London, alongside connectivity with the existing Cycle Superhighways. The route will be roughly 15 miles in length and will pass through central London taking in the Westway flyover and Victoria Embankment. We will be able to update the Transport Committee in summer 2013 with further details on the plans for the route following discussion with the boroughs and other stakeholders.

Recommendation 5

Where there is existing provision for the Mayor and TfL to use innovative road design and technological solutions to improve cycle safety, they should do so.

As described above, we have already demonstrated innovative thinking through proposals such as blind spot safety mirrors, segregated cycle lanes, bus stop bypasses for cyclists, and further development of the early-start facility first used at Bow roundabout for other locations where applicable. Such measures work within existing legislation. In addition, we have started a number of off-street trials of innovative measures for cyclists such as “Dutch-style” roundabouts and low level signals ahead of possible future application to London’s roads (subject to DfT approval where necessary).

The Department for Transport (DfT) should introduce legislative changes to traffic regulations to enable TfL to use new cycle safety solutions.

We have established a positive working relationship with the DfT for taking forward a number of innovative designs, including low level signals for cyclists. We look forward to a number of changes to the regulations being included in the revision of the TSRGD in 2014.

TfL should also write to the DfT to renew the case for transport authorities to install internationally-proven cycle safety measures. The Mayor and TfL should provide an update to the Committee on progress on this issue by February 2013.

We have a strong and collaborative relationship with the DfT and over recent months this has been utilised to discuss the issue of guidance and regulations for cyclists. We have met with senior officers at the DfT on a number of occasions to discuss potential changes to the traffic regulations in advance of the revised Traffic Signs Regulations and General Directions in 2014. We have agreed with the DfT that off-street trials may take place for measures that would then be trialled on-street prior to being rolled out across the capital. These measures would improve conditions for cyclists, improve safety and make cycling more attractive for those who do not currently cycle.

Recommendation 6

The Mayor and TfL should revise the Road Safety Action Plan to reflect the evidence presented in TfL’s forthcoming independent review of the design and operation of construction vehicles. TfL should provide the Committee with information on how it will take forward the findings of the review by February 2013.

The Road Safety Action Plan is due to be published in spring 2013. This is a high-level strategic document and will not include the level of detail on the design and operation of construction vehicles which is recommended by the Committee. However, we will use the Plan as a mechanism to work with stakeholders to implement the recommendations of this review and to improve

the road safety culture within the construction industry. It is proposed that the Road Safety Action Plan is revised with the following actions:

1. Publish the outcome of research reviewing the construction logistic sector's transport activities in relation to its interaction with cyclists (2013) and take forward the recommendations of the report (following publication)
2. Work with regulators, enforcement arms, planning authorities, property developers, vehicle manufacturers and the construction logistics industry to implement the wide ranging recommendations of the research
3. Focus on improving road safety cultures within the construction industry through the development of an approved code of practice and education campaigns for managerial staff
4. Improve driving standards through targeted driver training and improved driver vision through designing out blind spots on vehicles
5. Challenge construction contractual processes to ensure that ownership of road risk is retained throughout the whole supply chain for construction developments

The Mayor and TfL should report to the Committee on progress of discussions with the EU Commissioner for Transport on retrofitting HGVs with cycle safety equipment. The Committee will support the Mayor and TfL in this regard however it can.

A further EU lobbying trip took place in Brussels on 29 January 2013. TfL officers held discussions with officers from a range of Directorate-Generals around the work being done in London to improve HGV/Cycle safety, in particular around the recent Construction Logistics review, and our desire to introduce safety improvements to HGV operation and design at a European and International level. We also met with a number of Brussels based cycling and road safety lobby groups who are in regular contact with the European Commission. The European Commission appears to be generally supportive of our aims; however there is a need for further research into the HGV/cycle safety issue at a UK and European level in order to build the business case for regulatory change within Europe. Sir Peter Hendy has also been taking forward discussions with the European Commission) regarding HGV / Cycle Safety issues. He recently met with Keir Fitch, Deputy Head of Cabinet to European Commission Vice-President Siim Kallas, to discuss ways in which TfL could work with the Commission to improve the design and operation of goods vehicles at a European level to reduce the risk they pose to cyclists and other vulnerable road users. We will continue to work with colleagues in the European Commission as well as other cities across Europe and the UK to build a strong case for change to improve the safety of cyclists in London, the UK and across the EU.

The Mayor and TfL should work with the boroughs to secure agreement from the 5 London boroughs not yet registered for the Freight Operators Recognition Scheme to sign up to the scheme by February 2013. All London boroughs should sign up to FORS and commit to achieving gold standard FORS accreditation by December 2014. The Mayor and TfL, and London Councils should report to the Committee on their work to secure the highest levels of FORS accreditation by February 2013.

A borough FORS and Work Related Road Risk event was held in February 2013 to raise awareness of the need to register and progress to FORS Gold. Verbal agreement to sign-up to FORS was received from three unregistered boroughs at the event.

Letters will be sent out to borough chief executives. The four letter types recognised a borough's level of engagement to date as follows:

1. Letter for boroughs not yet progressed to FORS bronze to adopt procurement safety clauses and get the borough fleet up to the standards – this will go to Hounslow, Ealing, Barnet, Haringey, Islington, Camden, City of Westminster, Southwark, Tower Hamlet, Greenwich, Bexley, Barking and Dagenham, Kingston upon Thames, Merton, Wandsworth and Richmond.
2. Letter for boroughs progressed to at least FORS bronze to adopt procurement safety clauses - Greenwich, Ealing, Camden, Richmond, Enfield, Harrow and Waltham Forest
3. Letter to Camden and Hammersmith and Fulham who have progressed to FORS bronze and have already started implementing procurement safety clauses
4. Letter to remaining boroughs who have progressed to at least FORS bronze and are considering implementing procurement safety clauses

The Mayor and TfL should work with the boroughs to make HGV safety training a condition of planning and development consent for all borough and Mayoral planning schemes. The Mayor and TfL, and London Councils should write to the Committee to provide an update in this regard by February 2013.

Virtually all planning conditions are set and enforced by the boroughs. The Mayor only has direct power over planning conditions when he 'calls in' an application to determine it himself, which he has only done in a handful of cases since 2008. For other applications referred to the Mayor, TfL's Borough Planning team works with the boroughs to secure requirements for Construction Logistic Plans (CLPs), which can include HGV safety training. TfL is currently investigating how future revisions to the London Plan could strengthen requirements for HGV safety training and similar future safety initiatives through planning policy.

As a highway authority, TfL also has a variety of other powers (e.g. Section 278 agreements) that could potentially be used to require HGV safety training. TfL is currently engaging in cross-organisational discussions about these possibilities.

Driver safety training and FORS accreditation requirements are part of the Work Related Road Risk approach promoted by TfL. This includes the forthcoming updated CLP guidance for both planning authorities and developers, due to be published in spring 2013.

The Construction Logistics Plan information, published by TfL in February 2013, recommends borough planning authorities include requirements for HGV safety training and FORS bronze accreditation for contractors on all referred planning applications. The borough FORS and Work Related Road Risk event held in February 2013 identified a number of boroughs already including requirements for HGV safety training as part of development consent. Following the meeting all borough planning teams are to be contacted to clarify requirements.

Recommendation 7

TfL should report back to the Committee by February 2013 on the steps it is taking with the MPS on cycling safety, including:

- How the MPS Cycle Task Force will increase enforcement activity along busy cycle routes and at collision hotspots?

Tasking of the Cycle Task Force (CTF) is intelligence-led, with officer deployment targeted to key casualty corridors. The new TfL Business Plan and Mayor's Cycling Vision makes provision to increase the number of CTF officers dealing with cycle safety. We will expand the CTF by more than a quarter from 39 to 50 officers. This increase in capacity will better equip them to deal with illegal and antisocial road user behaviour which contributes directly to cycling KSIs and to tackle cycle theft. Specifically, it will give scope to:

- Increase visible presence to give greater confidence of the safety of London's roads and allow a continuous focus on irresponsible, criminal and antisocial road use (by cyclists and drivers) at hotspots
- Guarantee coverage not just to key corridors and hotspots but also to Outer London boroughs (where the average speed limit is greater, requiring more officers to stop speeding drivers)
- Support the 'Better Junctions' programme, new Cycle Superhighways and enforce new road layouts and designs
- Expand delivery of Exchanging Places events through MPS Safer Transport Teams, using the CTF as a centre of excellence for training and support
- Support the delivery of the Cycle Safety Action Plan (and further actions identified), particularly Priority Action 3.4.1: *for the MPS and other*

partners to put a renewed emphasis on reducing KSIs on London's roads. The MPS, with Traffic Operational Command Unit (OCU) taking the lead, will undertake targeted enforcement against careless and dangerous road user behaviour

- Support traffic officers investigating fatal collisions by providing a police cyclist's perspective of the collision

The future of cycle safety education and enforcement is not limited to the CTF. The MPS and City of London Police are planning an increase of visible, pan-London enforcement operations to reduce road danger, improve the perception of safety and improve road user behaviour, utilising transport policing teams including Safer Transport Teams, Roads Policing Unit and Traffic Operational Command Unit. Conducted in November 2012 and being planned again for Spring 2013, the week-long Operation Aegis was coordinated by the MPS Roads Policing Unit with support from MPS Safer Transport Teams simultaneously in a number of boroughs, policing junctions identified as priorities for cycle collisions.

- How the MPS plans to enforce 20mph as the number of 20mph zones increases across London?

The Road Safety Action Plan is due to be published in spring 2013. We will use this to work with the MPS and London Boroughs, towards effective compliance with 20mph limits and to maximise casualty reduction. This work will be through the delivery of visible repeater signs and other measures, but where there is persistent non-compliance which causes road risk, the MPS will work with the traffic authorities to solve the problem and enforce where appropriate. MPS Traffic and transport resources are tasked according to speeding and road risk intelligence, and deployed strategically to reduce KSIs.

Action 3.1.4 of the Cycle Safety Action Plan ensures that we support those boroughs who wish to implement speed reduction measures such as 20mph zones in line with the Mayor's Transport Strategy. The Community Road Watch scheme also allows volunteers working with local policing teams to undertake road side checks on speeding, with borough police following up on any identified offenders. MPS Traffic and Safer Transport Command are working together to establish a new database that will compare activity across the boroughs to tackle regular offenders and there is a commitment to roll this scheme out across the MPS by the end of 2013. We are committed to providing resources in the form of speed guns and dot matrix signs for each participating borough.

- Improving driver awareness of traffic regulations to protect cyclists, including its education campaign on the use of Advanced Stop Lines and the locations and audiences to be targeted

Top locations for collisions involving cyclists in proximity to ASLs have been mapped, identifying the target locations to conduct an MPS/CoLP education/enforcement campaign on ASLs for maximum impact. The police will

take up a 'harm reduction' approach to enforcing the law on ASLs, meaning cyclists and motorists will be penalised only if their behaviour causes potential danger to themselves or others. In the longer-term we will press for legislative changes in relation to offences committed and design of the ASL which is expected in 2014.

The MPS have plans to utilise the Central London Motorcycle Patrol Team to enforce mandatory cycle lanes. This team is better equipped to catch powered two-wheelers contravening cycle lanes and are trained to issue notices for the online Capital Cycle Safe course, completion of which allows a reduction of a fixed penalty.

- The strategy in place to deliver education campaigns

Where public awareness of the law in relation to the safe use of new or existing road infrastructure is deemed generally low, the police always aim to educate in the first instance, and follow a period of education with targeted enforcement. The requirement for education is identified through intelligence and analysis and through the observation and experience of officers on the ground. As part of our service specification agreement with relevant teams within the MPS and City of London Police, the police are required to support newly established cycling infrastructure and schemes such as Barclay's Cycle Hire and Cycle Superhighways through education, in the first instance, and ongoing enforcement. For example, to embed responsible road user behaviour at the new early start cyclist traffic signal system at Bow Roundabout, the MPS Cycle Task Force and Roads Policing Unit followed a two-week period of face-to-face engagement and advice, supplemented by information leaflets, with a period of targeted enforcement.

The MPS and City of London Police offer education alternatives to financial penalties. In the ongoing Exchanging Places programme, cyclists committing offences are offered the chance to experience the view from the cab of an HGV as part of a road safety awareness lesson, as an alternative to a fixed penalty notice. Exchanging Places is tailored to address issues specific to different locations and corridors, using buses or working with Crossrail where appropriate. In a trial conducted by the Cycle Task Force and due to expand across the MPS, cyclists receiving a fixed penalty notice have the option to complete the online CycleSafe road safety course for a reduction in their penalty.

The police target all road users, but the MPS Commercial Vehicle Unit (CVU) deliver cycle safety advice to HGV/LGV drivers and operators in London, working in partnership with TfL's Freight & Fleet team who administer the Fleet Operator Recognition Scheme. The CVU, part-funded by TfL, engage with drivers/operators on key heavy goods traffic corridors, on routes to major construction sites, motorway service stations and depots.

- The issues it will prioritise in education campaigns over the next business plan period.

This information will enable the Committee to examine in more detail how the MPS is contributing to efforts to improve cycling safety, including through the Cycle Task Force.

Although not primarily educational organisations, the MPS and City of London Police, working with us, will prioritise a number of cycle safety issues in the coming business plan period: correct and considerate use of ASLs and mandatory cycle lanes; close proximity collisions resulting from vehicles passing too close; cyclists in vulnerable positions with regard to large vehicles; encourage improved behaviour of all road users; support for new guidance on criminal justice for those killed or seriously injured in cycle-related collisions.

The Mayor and TfL should develop a plan to roll out cycle training across London, to enable all children to have equal access to cycle training. It should examine the level of funding required to provide cycle training to all London children, and explore options for securing funding. This may include, for example, options to secure a sponsorship partner. The Mayor and TfL should provide a response to the Committee on their plans to extend cycle training by February 2013.

Monitoring provided by London boroughs indicates that 45 per cent of year 6 pupils currently receive cycle training at a cost of £2m each year. This training is currently provided by the London Boroughs and predominately funded through the Local Implementation Plan funding process. Some boroughs employ cycle training officers, but the majority use a variety of external suppliers to provide the training. To increase the provision of cycle training of London school children from the current levels, we will work closely with the boroughs to quantify the specific unmet need and the best way to address it in each borough. In addition, we will analyse the specific barriers to cycle training, for example how some schools do not wish to allocate curriculum time to cycle training (currently cycle training is provided during the school day).

Through this intelligence gathering and analysis, we will be able to identify the latent demand for cycle training and how much additional funding is required to meet this demand. It will also inform how this additional training should be delivered, taking into account local borough requirements. Any increase in the demand for cycle training provision will impact upon the borough staff delivering and managing cycle training contracts and would therefore need to be agreed with the boroughs. Additional funding requirements will be met through the TfL Business Plan and opportunities for private sector sponsorship will be identified.

The DfT should examine evidence from leading cycling countries about the costs and benefits of stricter responsibility and penalties against dangerous driving that endangers cyclists. The DfT should inform the

Committee about any work it has conducted to examine stricter liability, by February 2013.

The following answer has been provided by the Department for Transport:

"The Department is not currently considering "strict liability". In English civil law, the principle of civil liability in motor insurance is predicated on the establishment of fault. In order to prove fault, it is necessary to prove that the defendant's actions caused the accident and were either negligent or intentional.

To apply "strict" liability for motor insurance alone would mean an anomaly in the law of negligence, whereby claims involving personal injury or damage to property would be treated differently in law solely on the basis of how the injury or damage was sustained.

To change the principle of fault based liability might also result in unfair results in cases where the motorist is driving entirely responsibly and the accident is caused by the irresponsible or negligent behaviour of the cyclist, or is simply an accident in which neither is to blame. It would also remove the incentive for road users to act responsibly, which could have an undesirable effect on road safety.

The Department is keen to work with stakeholders to explore how the existing justice system protects vulnerable roads users. The Department has set up a stakeholder working group, with the Ministry of Justice, to discuss current legislation, application of the law and penalties."