

Motorcycles in Bus Lanes – New Trial

October 2010

Questions and Answers

1.0 Situation

A trial of the Mayor's Motorcycles in Bus Lanes Scheme was conducted from 5th January 2009 and ended on 5th July 2010.

Following the results of this trial, the Mayor decided to undertake a new 18 month experimental scheme which involves allowing motorcyclists access to the majority of TLRN bus lanes alongside a targeted programme of speed enforcement and road safety awareness for road users across London, with particular reference to bus lanes.

Stakeholders and the public were made aware of the Mayor's decision on 16th June 2010. The new experimental scheme commenced on 24th July 2010.

2.0 Questions and Answers

2.1 The First Scheme

1. Why did you do it in the first place?

This was a transport manifesto pledge from the Mayor, Boris Johnson. Page 5 of his Manifesto states:

"I believe we should embrace any measure that has the potential to relieve congestion, especially if new evidence shows it to be safe and effective. Therefore I will allow motorcycles in bus lanes. I believe that motorcycles will help combat congestion, and we should encourage greater use of them."

2. Why did you only do a trial and not implement it straightaway?

An experimental red-route trial provided TfL with robust data. It also allowed interested parties to see the effect of the experimental traffic order and make a valued contribution to the debate on the issue.

3. You said you were doing it because the Mayor pledged to do it in his manifesto: he said that this was because he thought it would reduce congestion, has it? By how much?

By encouraging modal shift from car to motorcycle, congestion may be reduced. We have not analysed modal shift with specific reference to the first trial. However, we know that during periods of congestion on the routes where the trial was in operation, the majority of motorcyclists moved from the normal lane position across to use the bus lanes, thereby freeing up road space in the other lanes, with, potentially positive impacts on congestion. Journey times for motorcycles have reduced and as such this should reduce congestion and encourage modal shift. Please see section 3 in the final report of the first trial for further details. This can be found on the TfL website: <http://www.tfl.gov.uk/assets/downloads/MIBL-report-2010.pdf>

4. The report suggests that safety is negatively affected – why are you bothering with a new trial?

The results of the trial indicated that there was an increase in the rate of motorcycle collisions in the trial areas. However the sample sizes were small and 10 months is the minimum period of monitoring able to provide robust data. There was a significant increase in speeding in the trial areas, which may have contributed to the increase in collisions. A link to the final TRL report of the first trial containing further details can be found on the TfL website: <http://www.tfl.gov.uk/assets/downloads/MIBL-report-2010.pdf>

The aim of the new experimental scheme is to reduce speeding by motorcyclists through a targeted programme of enforcement and an awareness campaign to all road users, of motorcycles travelling in bus lanes. A large proportion of the collisions that occurred during the first trial were attributable to motorists turning onto roads with bus lanes and colliding with motorcyclists. We believe there is education to be done amongst other motorists to be aware of motorcyclists, in conjunction with an awareness campaign to reduce speeding by motorcyclists.

5. Did you listen to what stakeholders said about the trial?

Yes. We carefully considered all views. The trial is strongly supported by motorcyclists and more generally supported by other road users. Following the results of the current trial, further analysis and the implementation of new measures targeted at reducing the number of speeding motorcyclists and increasing road users' awareness of motorcycles in bus lanes, is necessary before making any final informed decision.

6. We strongly stated that we didn't think it should go ahead, why didn't you listen to us?

See above

7. What were the results of your customer research?

The results of the second wave of attitudinal research showed that:

- 42% of Londoners were aware of the trial

- Of those aware of the trial:

- 93% of motorcyclists support the trial

- 51% of cyclists support the trial

- 51% of car/van drivers support the trial

- 80% of cyclists and pedestrians say it has made no difference to their journey choice

- 54% of motorcyclists say that they now use red routes more

For further details, please see both independent reports that have been published on the TfL website: www.tfl.gov.uk/motorcyclesinbuslanes

8. What did stakeholders say about it?

Views about the trial were mixed. Some were in favour, some were neutral and some were against. When looking at those views, we carefully considered each point and addressed directly any key concerns that stakeholders had during the trial period.

9. How did you ensure that the project was cost efficient? The majority of the spend was budgeted for and spent in 2009/10. The budget included changing over

more than 1,500 signs and an extensive monitoring programme which included collecting and analysing nearly 3,000 hours of video tape.

The new experimental scheme will not need any signs changed. Some costs will be incurred through further analysis of the monitoring data, but we will aim to keep this to a minimum. In addition, there is a cost attached to increased enforcement and road safety campaigns.

10. Has the first trial shown that safety has improved for pedestrians?

The monitoring results were not conclusive regarding pedestrians. Analysis of pedestrian collisions on all the 418 routes show significant variation with those of the 28 paired Trial and Control sites, where there was a 44% collision rate reduction. In contrast, the number of pedestrian collisions involving a motorcycle on the 418 TLRN routes increased from 47 to 57 (21%). While of note, this study was not able to identify the causes of these differing outcomes.

11. Has the first trial shown that safety has improved for cyclists?

The monitoring results were not conclusive regarding cyclists. There was an increase in the rate of cyclist collisions recorded on the Trial sites. This was generally with cars, and only one collision was recorded between a motorcyclist and a cyclist on the detailed study sites. This suggests that the cause of the increase in cycling collisions was not due to the trial. Across the full 418 TLRN bus lanes that the trial covered, there was a decrease in rate at which cyclists were involved in collisions, although this was less than the decrease seen in cycling collision rates across the wider network.

12. Has the first trial shown that safety has improved for motorcyclists?

The trial has raised some concerns about motorcycle safety. On the detailed study sites there was a 135% increase in motorcyclist collisions relative to the control sites. However, as set out in the first trial final report caution is needed in interpreting these figures as the sample sizes are small and 10 months is the minimum period required for robust monitoring. Across the wider TLRN bus network, the rate of motorcycle collisions also increased by 12% relative to the wider network, which is significant but at a lower level. A link to the final TRL report of the first trial containing further details can be found on the TfL website: <http://www.tfl.gov.uk/assets/downloads/MIBL-report-2010.pdf>

13. Have there been any negative outcomes of the first trial? How are you going to address them in the new trial?

The first trial identified that the biggest effect on motorcyclists relates to collisions with cars/vans, particularly in collisions relating to side road turning and cars changing lanes.

The new trial will aim to increase the awareness of all road users about the fact that motorcycles are able to use bus lanes, and aim to protect all vulnerable road users.

In addition, it will address motorcyclists speeding which may be a contributory factor in the cause of collisions.

14. How did the Mayor make his decision/ what was it based on?

Based on all the evidence available which includes the report from TRL, the attitudinal research and stakeholder views and feedback.

15. Why did you go to TRL to do the research and not do it yourself?

After consultation with key stakeholders, it was felt that independent monitoring was essential. TRL were employed as part of a tendered framework agreement.

2.2 New Scheme

16. Why is a new trial needed?

Results of the first trial have found there has been a greater increase in the percentage of motorcycles travelling above the speed limit on the 28 main trial routes than those on the 28 control routes. See question 4 for further information.

Following the introduction of the trial, the average speed of motorcycles increased by 2.5 mph on the 28 main trial routes compared with an increase of 0.5 mph on the 28 control routes. In addition, 47% of those observed on the 28 main trial routes were observed exceeding the speed limit, compared to 28% on the 28 control routes. Further outcomes of the first trial can be found in the final TRL report on the TfL website: <http://www.tfl.gov.uk/assets/downloads/MIBL-report-2010.pdf>

As such, the Mayor has decided to implement a new experimental scheme which will involve a targeted programme of enforcement and road safety awareness for road users across London. This new experimental scheme will build on TfL's existing safety campaigns and the need for all road users to be aware of motorcyclists using bus lanes.

A decision on whether or not to allow motorcycles in bus lanes permanently will be made following the results of this new experimental scheme.

17. What is different from the last trial?

The new experimental scheme will focus on a targeted programme of speed enforcement and road safety awareness in light of the findings of the current trial.

During the new experimental scheme period, we will be introducing enforcement measures to ensure motorcycle compliance with speed limits. TfL will also run a behavioural change marketing campaign to target the issue of vehicles turning into and out of side roads. Part of this will include updates to the BikeSafe Training courses run for motorcyclists, which will include extra awareness training focusing on vehicles crossing their path at junctions.

18. If there are concerns about motorcyclists safety, why do another trial?

The monitoring report raised some concerns about motorcyclists' safety, but was inconclusive with regard to other road users. A new experimental scheme, with new additional mitigation measures aim to address these issues.

19. How are you telling people that a new experimental scheme is in place?

On 16th June 2010, an announcement was made in the media and to our stakeholders that we would be holding a second trial. On the 8th July a new Experimental Traffic

Order was raised. As per the statutory 6 week consultation period within the Traffic Order process, responses are invited for the scheme from 8th July until 19th August.

Further communications have been done in the media and to all stakeholders, including the London Boroughs, User Groups, Representative Groups, following confirmation of the trial commencing from 24th July. In addition we have done some radio advertising to announce the scheme. We will continue to engage with stakeholders and the public throughout the duration of the trial.

20. Lots of people received PCNs when they travelled in bus lanes on borough roads – what are you doing to make it clear to motorcyclists where they can and can't travel in bus lanes?

We advise motorcyclists to check the signs have been placed along all bus lanes to clearly indicate which vehicles are allowed in that lane. We have also provided full maps of the bus lanes in which motorcyclists can travel. This can be found on our website at:

<http://www.tfl.gov.uk/roadusers/finesandregulations/10151.aspx>.

21. How long will the new trial be for?

We have introduced a new experimental traffic order which will run for a maximum 18 month period. We will be carefully monitoring the progress of the trial during this time. The new scheme came into effect on the 24th July 2010.

22. Will the boroughs be involved in this new trial?

The aim of the new trial is to target speeding motorcyclists through a targeted programme of enforcement and to also educate vehicle drivers about the need to be more aware of motorcycles in bus lanes when turning into or out of side roads.

The new trial will continue to apply to the same bus lanes in use under the first trial, but will now also be coupled with a greater emphasis on reducing the number of speeding motorcyclists and better educating road users about the need to be more aware of motorcyclists, and cyclists, in bus lanes.

23. Will anything change on the streets – ie new signs?

The new experimental scheme will continue to apply to the same bus lanes in use under the first trial. The same road signs used in the first trial will remain in place, informing motorcyclists which bus lanes they may use. There will be no change to the signs that are already in place.

24. When did the trial begin, and when will it end?

The new trial started on 24th July 2010 and will run for a maximum of 18 months, ending by January 2012.

25. Did anything happen to motorcyclists who used bus lanes between the first trial ending on 5 July and the new one beginning on 24 July? And were they fined for riding in bus lanes?

Motorcyclists using those bus lanes allowed under the first trial were not penalised in the interim between the two trials, but TfL will not tolerate dangerous road user behaviour.

26. What were the legal implications of a gap between the trials?

During the interim period between the first trial and the new experimental scheme, TfL did not fine motorcyclists who used bus lanes on red routes, although they were expected to respect the speed limit and other rules of the road.

27. Why has TfL allowed there to be a gap between the two trials?

TfL wished to allow the maximum period possible for monitoring of the scheme. The availability of data over a 10 month period reflects the fact that there is normally a delay of up to five months in the provision of collision data by the MPS to TfL (largely as a result of the scale of the task involved in collating collision information across London). In addition, the researchers required a two month period to prepare the monitoring report and deliver it to TfL to inform the ultimate decision. This meant that there was too little time to ensure continuity in schemes.

28. Does the new trial cover the same area as the old one?

Yes.

29. Did collisions with motorcycles increase across London's roads as a whole during the 10 month trial period?

Across London, collisions involving motorcycles went up from 3,827, to 4,039 during the before and after periods that were the subject of the trial. This increase equates to 5.5% increase.

30. Forget percentages – what are the actual numbers of motorcyclists who were injured during the monitoring period and how does that compare with the pre-trial period?

During operating hours on the 418 bus lanes of the trial the number of collisions that involved a motorcycle went up from 334 in the Before period to 412 in the After period.

31. How does the scheme fit into The Mayor's priorities?

The scheme fits into priorities of The Mayor's Transport Strategy, which was published by Boris Johnson in May 2010. Page 155 of the strategy states:

“Proposal 30: where The Mayor, through TfL, and working with the London boroughs and other stakeholders, will introduce measures to smooth traffic flow to manage congestion (delay, reliability and network resilience) for all people and freight movements on the road network, and maximise the efficiency of the network. These measures will include:

Allowing motorcycles and scooters to use TLRN bus lanes subject to a trial period and evaluating its impact”.

3.0 General Information

32. How does TfL define ‘motorcycles’?

For the purposes of this scheme, the term ‘motorcycle’ refers to:

- Motorbikes
- Mopeds
- Scooters
- Tricycles (three wheeled motorcycles)

It does not include motorcycles with sidecars. This definition is consistent with existing motorcycle parking bay restrictions, and complies with descriptions under UK law.

33. What are red routes?

Red routes are the roads in London that are owned and maintained by Transport for London (TfL). Five per cent of the roads in London are red routes, but they carry about a third (approximately 33 per cent) of the city’s traffic. These are the key routes or major arterial roads, in London.

Red routes are easily identified because they have red lines, where as yellow lines are used on borough roads. Red routes are also known as the Transport for London Road Network (TLRN).

The red route network of priority routes was created in 1991 under the Traffic Director for London. The Traffic Director for London became TfL in 1999.

34. What are red route controls?

Red route controls are a series of controls and restrictions that operate on the red routes. Because the red route consists of the key routes in, out and around the Capital, the controls aim to keep the traffic as free running as possible. The controls were created under the Road Traffic Regulation Act 1984.

People should check and follow the local control signs when entering a red route.

35. What is the difference between the red routes and the borough roads?

The red routes are owned and maintained by TfL. The other 95 per cent of the roads in London are owned and maintained by the 33 boroughs, each of which determines the rules on their roads and carries out the respective traffic enforcement.

36. Will these changes apply to borough roads?

No. TfL can only make decisions about the traffic on red routes and it is up to the individual boroughs to decide upon the bus lane operational hours and whether they will allow motorcycles in their bus lanes. Westminster, Kingston and Richmond currently allow motorcycles in their bus lanes.

There are clear signs on all bus routes – both on red routes and on borough roads – which show road users what time the bus lanes operate and which vehicles are allowed in them.

37. What is the difference between ‘with-flow’ and ‘contra-flow’ lanes?

‘With-flow’ bus lanes are bus lanes in which traffic travels in the same direction as the rest of the traffic on the road. Traffic on a ‘contra-flow’ bus lane runs in the

opposite direction to the main flow of traffic.

38. There are some of bus lanes on the TLRN that can not be used, why is this?

There are a small number of TRLN bus routes which can not be used either due to the large volume of traffic already using the lane or on contra-flow lanes as explained in question 37.

4.0 About experimental traffic orders

39. What is an experimental traffic order?

An experimental traffic order allows traffic control schemes to be implemented for a maximum period of 18 months whilst monitoring takes place. They are effective under Section 9 of the Road Traffic Regulation Act 1984.

40. How are experimental traffic orders implemented?

An experimental traffic order is granted by the Traffic Authority using the Road Traffic Regulation Act 1984. It can last for a minimum of six months, after which the scheme must be reviewed. At this point any objections received as part of the statutory notification will be considered.

The experimental order can last for up to 18 months, after which either a permanent traffic order must be applied for and approved, or the scheme has to be discontinued.

41. How does the statutory notification work?

Statutory notification must begin at least 28-days before the order is implemented and include a number of bodies such as the boroughs affected and the emergency services.

A public notice is published in the press to tell people that an experimental traffic order has been made and indicates where documents can be viewed and how objections can be made.

42. Why is this an experimental traffic order?

An experimental red route-wide scheme will provide TfL with robust data. It will also allow all interested parties to see the effect of the experimental traffic orders and make a valued contribution to any debate on the issue.

This will enable TfL to make an informed decision about whether to permanently allow motorcycles in red route bus lanes.