London Councils' Transport and Environment Committee

A Direct Vision Standard for Heavy Goods Vehicles

Item No: 09

Report by:	Ben Plowden	**Job title:**	Director of Surface Strategy & Planning, TfL

Date: 8 December 2016

Contact Officer: Ben Plowden

Telephone: 020 3054 2247   **Email:** PlowdeBe@tfl.gov.uk

Summary:

This report outlines Transport for London's (TfL) work on a Direct Vision Standard (DVS) for Heavy Goods Vehicles (HGVs) in London, which was launched by the Mayor of London on 30 September 2016.

The Mayor set out how the DVS uses a zero to five 'star rating' system that rates HGVs based on how much a driver can see directly from the cab without using cameras or mirrors.

His intention is to use the DVS to ban or restrict the most unsafe 'zero star' rated HGVs from London's streets by 2020; and ensure that only HGVs suitable for urban environments (three star and above) are used in London from 2024.

If the proposal proceeds implementation may be through a series of London-wide Traffic Regulation Orders (TROs) made by London Councils TEC and TfL, which would be the subject of further consideration and reports.

Recommendations:

Members are asked to:
1. Note the creation of a Direct Vision Standard for HGVs and its contribution towards safer roads in London.
2. Endorse the Mayor's general proposals to work towards a London-wide ban or restrictions on unsafe, 'zero-star DVS rated' HGVs in 2020 (subject to the outcome of further research and consultation and further consideration of appropriate implementation measures).

A Direct Vision Standard for Heavy Goods Vehicles

Overview

1. This is the first time that the DVS has been presented to the TEC.

2. The purpose of this report is to inform members and boroughs on the recent progress on DVS and to ask for members' endorsement of the Mayor's general proposals to work towards a London-wide ban or restrictions on unsafe, 'zero-star DVS rated' HGVs in 2020 (subject to the outcome of further research and consultation and further consideration of appropriate implementation measures).

3. In March 2016, TfL consulted on further improving lorry safety in London, which included consideration of mandating clear side panels in lorry passenger-side doors to increase visibility. However, subsequent research undertaken in developing the DVS has shown that this proposal would have little impact on cyclist safety and no impact on pedestrian safety.

Direct Vision Standard

HGVs and vulnerable road users

1. HGVs make up less than four per cent of the miles driven in London, but were involved in around 78 per cent of cyclist fatalities and 20 per cent of pedestrian fatalities in 2015.

2. One of the most common contributory factors identified in HGV collision police reports was vehicle 'blind spots', where the driver cannot see other road users close to their vehicle. Off-road HGVs, typically used in construction, have larger blind spots and are involved in far more serious collisions with cyclists than a typical on-road model, such as those used for supermarket deliveries.

Research

3. To better understand the nature of HGV collisions, TfL worked with the construction industry to establish the Construction Logistics and Community Safety (CLOCS) programme in 2013. CLOCS has raised awareness of steps the construction industry can take to minimise risks to vulnerable road users. CLOCS identified vehicle design as a key focus area.

4. TfL commissioned Loughborough University to assess the blind spots of 19 different types of HGVs. The research found clear links between the height of lorry cabs and the position and size of windows, and how much the driver can see. This research is the basis for the DVS.

5. Further evidence is currently being gathered to inform the consultation process, and to indicate whether HGVs with low direct vision are unsuited to London's roads, and if they can cause serious accidents and pose serious road safety risks for vulnerable road users.

Direct Vision Standard

6. On 30 September 2016, the Mayor of London launched the world's first Direct Vision Standard.

7. This standard will use a zero to five 'star rating' to rate HGVs based on the level of vision the driver has directly from the cab without the use of cameras or mirrors. Examples are shown in the images attached at appendix **A**.

8. Under the Mayor's proposals, the most dangerous 'off-road' HGVs (those rated zero stars using the DVS) would be banned from or restricted on London's streets from January 2020. Only HGVs with good levels of direct vision – ie three stars or above – would be allowed on London's streets from 2024 onwards.

9. The mechanism for implementing these proposals on a London-wide scale is being considered by the Mayor. It may involve TROs to be made by London's traffic authorities individually or by TEC (possibly as an amendment to the Safer London Lorry Scheme), . However, this would require further consideration once the Mayor's proposals evolve, including consideration of whether any such TROs would be within the functions delegated to TEC by the participating authorities. Any TRO would be subject to statutory consultation carried out by or on behalf of the body making the TRO and could not be pre-determined pending consideration of consultation responses and detailed evaluation.

10. By rating vehicles and making this information available, operators and businesses can specify the safest and most appropriate HGV for use in their supply chains.

11. The Greater London Authority Group will adopt the new DVS in all future contracts from April 2017, to ensure that no trucks with poor direct vision are used in future supply chains. TfL would be happy to work with London's boroughs to increase the safety of vehicles operating in their supply chains.

Consultation

12. TfL are commissioning further work to underpin a policy consultation, including a full Integrated Impact Assessment (IIA) covering the likely economic, social and environmental impacts; and statutory equalities, traffic movement and traffic management considerations.

13. A multi-staged, phased consultation process will begin early in 2017.

14. TfL will work with vehicle manufacturers, freight operators, regulators, the Department for Transport and London Councils to ensure the DVS proposals are as far reaching as practicable within current legislation, are fit for purpose and can be implemented as quickly as possible.

Recommendations
Members are asked to:
1. Note the development and proposed implementation of a Direct Vision Standard for HGVs.
2. Endorse the Mayor's general proposals to work towards a London-wide ban or restrictions on unsafe, 'zero-star DVS rated' HGVs in 2020 (subject to the outcome of further research and consultation and further consideration of appropriate implementation measures).

Financial Implications
There are no financial implications of the recommendations.

Legal Implications
These are included in the body of the report

Equalities Implications
There are currently no equalities implications of the recommendations.

Background Information
Information on TfL's overall programme on safer trucks can be found at: www.tfl.gov.uk/safer-trucks

More information on the DVS can be found at: www.tfl.gov.uk/direct-vision-standard

TfL commissioned transport consultant TRL to carry out the technical modelling of the DVS. The full report can be accessed at: http://content.tfl.gov.uk/assessing-drect-vision-in-hgvs-technical.pdf

The press release on the Mayor's announcement (30 September 2016) is attached as appendix B.

Appendix A: Limited direct vision and increased direct vision HGV models

Limited direct vision model

Increased direct vision model
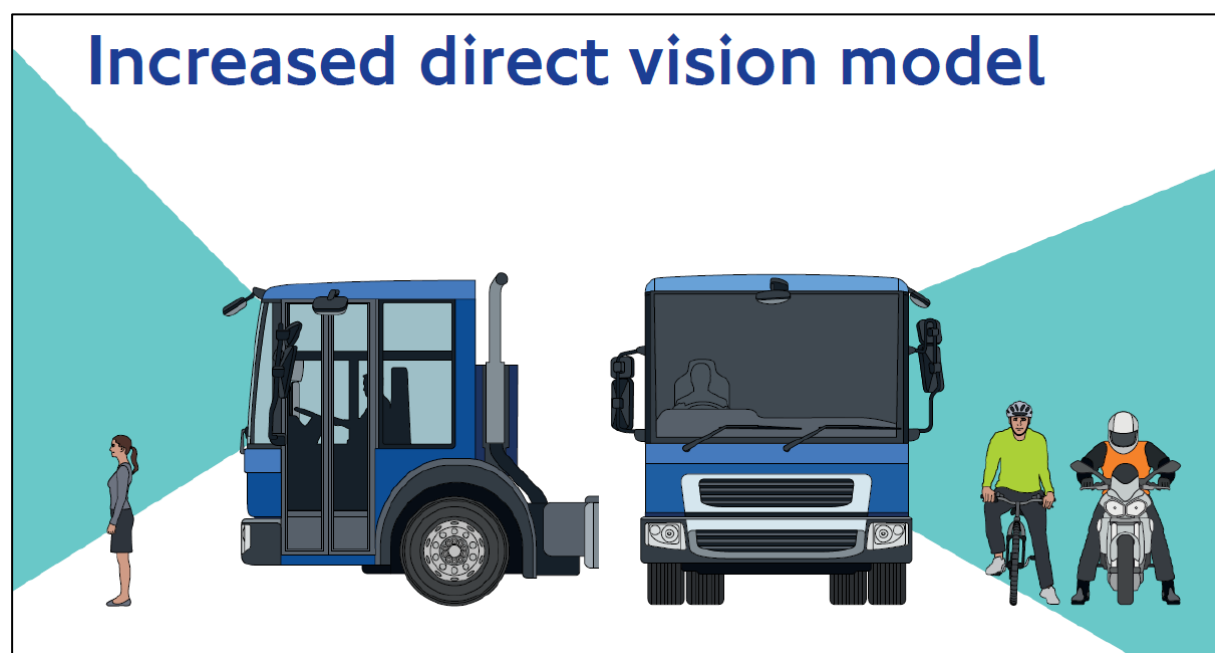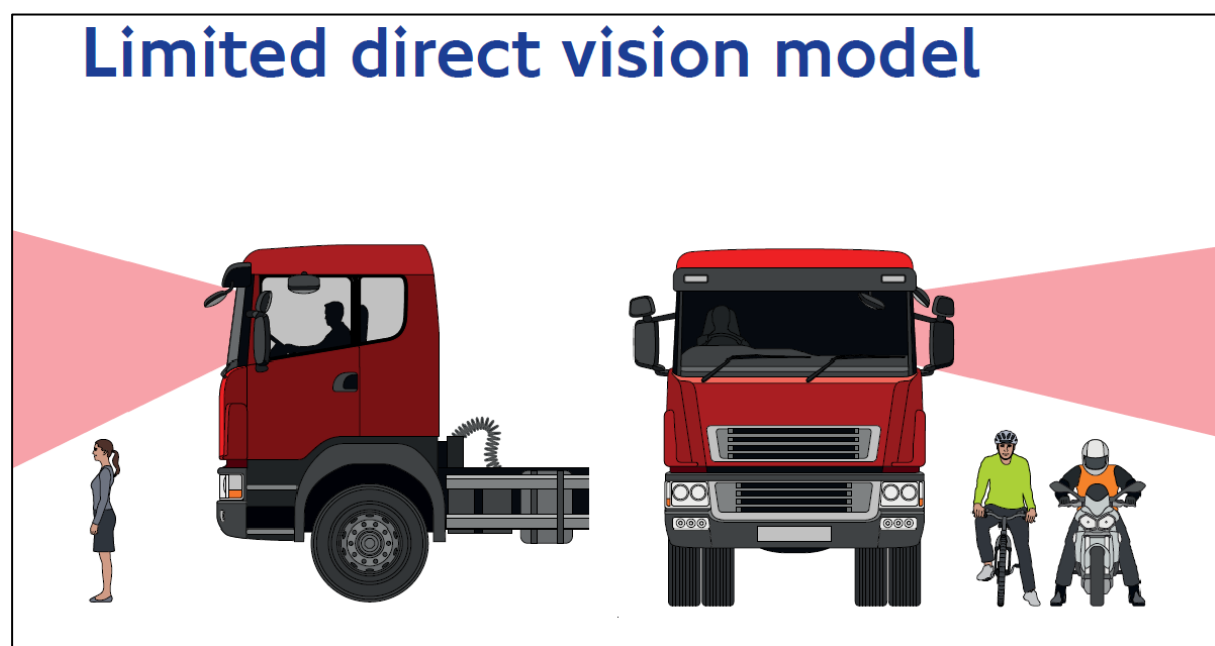
Mayor sets out measures to rid London of dangerous lorries

30 September 2016

· **The most unsafe HGVs to be banned from London's streets by 2020, transforming road safety in London**

· **The world's first Direct Vision Standard to be introduced – delivering on Sadiq Khan's manifesto pledge**

· **Sadiq Khan says he won't 'stand by' as dangerous lorries lead to more cyclist and pedestrian tragedies**

The Mayor of London, Sadiq Khan, has today announced ground-breaking proposals to make London's roads safer for pedestrians and cyclists by removing the most dangerous lorries from the capital's roads by 2020.

TfL's Direct Vision Standard, a world first, will use a 'star rating' from 0 to 5 stars to rate construction and other heavy goods vehicles (HGVs) based on the level of vision the driver has directly from the cab.

Under the plans to be consulted on shortly, the most dangerous 'off-road' HGVs will be banned from London's streets entirely by January 2020.

These HGVs would be 'zero star rated' by the Direct Vision Standard. Only HGVs meeting 3 stars or above – 'good rating' in the new Direct Vision Standard - would be allowed on London's roads by 2024.

Recent data shows that HGVs were involved in 22.5 per cent of pedestrian fatalities and 58 per cent of cyclist fatalities on London's roads in 2014 and 2015, despite only making four per cent of the miles driven in the Capital. The restriction of drivers' field of direct vision by vehicle design has been proven to have contributed to many of these fatalities.

Promoting safer lorries through a new Direct Vision Standard was outlined in Sadiq's manifesto. There are around 35,000 of the zero star-rated 'off-road' HGVs currently operating on London's roads, and they were involved in around 70 per cent of cyclist fatalities involving HGVs in the last three years. It is this type of vehicles the Mayor has pledged to remove from London's roads by 2020.

TfL and the wider Greater London Authority group will lead by example and adopt the new Direct Vision Standard in all future contracts from the new financial year, to ensure that no trucks with poor direct vision are used in their future supply chains.

The Mayor and TfL will also work with developers and councils to encourage them to do the same, and the Mayor has pledged to continue pressing the EU to introduce new EU wide safety standards for HGVs.

Sadiq Khan, Mayor of London, said: –

'I'm not prepared to stand by and let dangerous lorries continue to cause further heartbreak and tragedy on London's roads. The evidence is clear – HGVs have been directly involved in over half of cycling fatalities over the last two years, and we must take bold action to make our roads safer for both cyclists and pedestrians.

'I'm determined to ensure the most dangerous zero star-rated lorries are removed from our roads completely by 2020. Our ground-breaking Direct Vision Standard will be the first of its kind in the world, directly addressing the issue of lethal driver blind-spots. I'm also proud that TfL will lead by example and will not use any zero-star lorries in its supply chain from the new financial year.

'By continuing to work closely with industry, using TfL and public sector procurement and announcing our plans now, I'm confident that many of our lorries will now be upgraded well before the ban comes into place, and the benefits of a new era of modernised and safer HGVs felt by all road users across London.'

Leon Daniels, Managing Director of Surface Transport at TfL, said: "Lorries designed in the 1970s and for use in a quarry have no place on the streets of a 21st century city. Our Direct Vision Standard has been developed using extensive technical research and builds on the success of working in partnership with both vehicle operators and manufacturers through the award-winning CLOCS. It will help bring the whole lorry fleet up to modern safety standards. The right lorry in the right place keeps a city functioning.

"By helping everyone ensure they are using, contracting or buying lorries with high levels of driver direct vision, we will increase the demand and supply of such vehicles to the point where these safer trucks are the main lorry of choice in the Capital, other cities and around the world."

Cllr Julian Bell, chair of London Councils' Transport and Environment Committee, said: "I welcome this announcement from the Mayor to do more to minimise the risk posed by lorries to pedestrians and cyclists on our streets.
"We need to encourage as many people as possible to cycle and walk where they can, to better improve our chances of tackling key priorities such as congestion and improving air quality and the health of Londoners."

The company delivering the Thames Tideway Tunnel, which will help clean up the River Thames by tackling sewage discharges, has pledged its support for the proposals.

Andy Alder, Central Delivery Manager for Tideway, said: "We are fully supportive of TFL's Direct Vision Standard. We are aiming to transport construction materials and spoil from the Thames Tideway Tunnel by river where possible, but where this isn't possible we are determined to ensure we are using the safest

lorries available. As an example, Tideway is working with contractors towards piloting the use of Low Entry Cabin (LEC) HGVs on the project."

Notes to editors

The Mayor proposes that the most dangerous zero star-rated 'off-road' HGVs will be banned from London's streets entirely by January 2020, and only HGVs meeting the new Direct Vision Standard of 3 stars or above will be allowed on London's roads by 2024.

- Lorries will be star-rated ranging from 'best in class' (those using features like low-entry and remodelled cabs to drastically reduce blind spots), to 'not suitable for urban environment' (those construction vehicles designed for off-road use with drivers high up in the cab making blind spots nearly three times larger).

- Off-road vehicles, like tipper trucks and cement mixers - often found in the construction industry - are disproportionately involved in pedestrian and cycling fatalities, which is why the Mayor is determined these models should not operate on London's roads.

- To ensure the industry will have sufficient lead-in time to upgrade their fleets before the ban comes into place, the Mayor is launching his proposed enforcement timetable now, and a consultation process will begin shortly. It is estimated that only 8 per cent of HGVs in London will be zero star-rated by 2020, down from 18 per cent today.

- TfL has discussed the draft DVS with a number of industry bodies, which have welcomed a clear direction on HGV safety. TfL has been working with major developers and other public sector organisations to help them understand the type of vehicles they use and how they can make their fleets safer for the roads they operate on.

- Thames Tideway, who are building a 25 mile tunnel across London, have already committed to having vehicles of a high standard of direct vision in their fleet when work begins. Tideway is the company that will finance and deliver the Thames Tideway Tunnel, a 25km sewer tunnel urgently required to tackle sewage pollution in the tidal River Thames. Tideway directly employs 400 people. In total the project is expected to create 4,000 direct sustainable jobs. One in every 50 site jobs will be an apprenticeship.

- Earlier this year TfL consulted on further improving lorry safety in London, which included consideration of mandating clear side panels in lorry doors to increase visibility. However, subsequent research has shown that this proposal would have little impact on cyclist safety and no impact on pedestrian safety.