



**Trial to allow motorcycles in red route  
bus lanes  
Interim report**



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## 1. Executive Summary

An 18-month trial to allow motorcycles in most red route bus lanes was launched on 5 January 2009. The Mayor Boris Johnson and Transport for London will make a decision about whether to end the trial or make the scheme permanent.

This interim report captures evidence gathered in the first six months of the trial, and will feed into the final report, along with the results and analysis of monitoring carried out by the Transport Research Laboratory (TRL).

The final report will be published in spring 2010, and will help inform the Mayor's decision on the future of the scheme.

### 1.1 Measuring the effects of the trial

The criteria for evaluating the effects of the trial will include 'before' data collected in October 2008 and 'after' data to be collected in October 2009. Analysis will be undertaken by TRL, an independent, internationally recognised centre of excellence providing objective research.

The full monitoring plan incorporates the following data<sup>1</sup>:

1. Analysis of 28 red route bus lanes (and control bus lanes on borough roads), which is being undertaken by the TRL
2. Casualty and collision data gathered from the Metropolitan Police records
3. Engagement with stakeholders, including face-to-face meetings
4. Engagement with the public, including an online feedback form and an email feedback mechanism

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<sup>1</sup> These areas of activity are the same as the areas highlighted in the document 'Evaluation Criteria' (which is on [TfL.gov.uk/motorcyclesinbuslanes](http://TfL.gov.uk/motorcyclesinbuslanes)). The wording and ordering have been updated to fit in to the structure of this report for clarity.



5. Attitudinal research about how the trial has affected the behaviours and attitudes of four key groups – motorcyclists, car users, cyclists, and pedestrians. The research is conducted by Synovate, an independent research agency
6. An analysis of any formal objections to the trial (these will be included in the final report)

## **1.2 Monitoring data and analysis**

Casualty/collision numbers and rates form the primary evaluation criteria against which the trial will be assessed. Data that includes motorcycle usage and bicycle usage in the trial routes, bus journey times and stakeholder views constitute the secondary evaluation criteria.

At this point, casualty and collision figures are only available for the first four months of the trial, this is due to the period required for validation and analysis of data for collisions and accidents. This is a short period for comparisons of 'before' and 'after' collision/casualty numbers. The full casualty/collision data and analysis will be included in the final report.

The number of collisions for all modes within the trial areas during operating hours did not have a statistically significant difference in the before and after period (369 in the 2008 'before' period and 374 in the 2009 'after' period).

Casualties between motorcycles and pedestrians have stayed the same (at 16 before and after), while those between motorcycles and pedal cycles have reduced (from 5 to 3). Casualties for motorcyclists have increased (from 93 to 118), however, the data on vehicle usage required to calculate casualty/collision rates is not yet available. The rates will help provide a meaningful context for the data.

Furthermore, the current data is subject to a number of limitations: the data set covers a short time period which means that it cannot be considered conclusive, therefore, no meaningful comparison to previous years' data can be made; it is also not possible to assess whether the collisions occurred in the bus lane or the main carriage way.



## **1.3 Awareness, behaviours and attitudes of road users and stakeholders**

Engagement with key stakeholders has been vital for shaping and improving the trial. Valuable input helped define the monitoring plan and evaluation criteria.

Road users and the general public were informed and made aware of the trial through a marketing communications campaign across various media which launched in December 2008. The trial also generated press coverage in various national and London newspapers, on TV stations and websites.

Perceptions, behaviours and attitudes of road users and the public were assessed through phone interviews conducted in March and April 2009. One of the key findings of the attitudinal research was that the largest percentage of those asked said the trial has made 'no difference' to their current use of transport modes on red routes (77 per cent of walkers, 74 per cent of bus users, 69 per cent of car/van users and 65 per cent of cyclists) or to their expected future behaviour on their current transport mode (77 per cent of walkers, 55 per cent of cyclists and 38 per cent of P2W users).

In addition, the largest percentage of those asked said the trial would make 'no difference' to the likelihood they would take up cycling (48 per cent) or riding a motorcycle should the trial become permanent (42 per cent).

With regards to the perception of safety as a result of the trial, 72 per cent of P2W users said they felt 'much/slightly safer', 19 per cent 'no different', while only 3 per cent said 'much/slightly less safe'. Regarding cyclists, 19 per cent said they felt 'much/slightly safer', while 37 per cent said 'no difference', 23 per cent said 'slightly/much less safe'. With walkers, 18 per cent said they felt much/slightly safer, 59 per cent said 'no different', while 11 per cent said slightly/much less safe.

A second round of interviews is planned for October 2009 to identify any trends.



## 1.4 Interim findings and next steps

The trial will run for a maximum of 18 months and is due to end on 5 July 2010. The Mayor will make the decision about whether or not motorcycles should be allowed to use most red route bus lanes permanently.

An informed decision can only be made when all of the data outlined in Section 2.4 has been collated and analysed. The majority of the data is still being collected so it is not appropriate to make a final decision based on the findings contained within this interim report.

Data that is still outstanding includes the following:

- The full TRL monitoring report (this will form the major part of the overall monitoring of the project and will inform the final decision)
- Casualty/collision data for a significantly longer period – up to nine months data is expected to be available
- Results of the second attitudinal survey identifying any trends
- Further feedback from stakeholders and the public



## 2. Introduction

### 2.1 Purpose of this document

This interim report captures evidence gathered during the first six months of the trial allowing motorcycles in most red route bus lanes in London. The information has been gathered from several sources as set out in the monitoring plan (see section 2.4).

The evidence within this report will feed in to the final report, which will help inform the Mayor's decision about whether or not to continue the scheme after the 18-month trial period ends. This document was written for the benefit of all parties who are interested in the progress of the trial.

The core structure used in this interim report will be used for the final report, supported by additional information not yet available.

### 2.2 Background

On Monday 5 January 2009, an 18-month trial was launched to allow motorcycles in most red route bus lanes. The trial was in support of a Mayoral election commitment<sup>2</sup> and directive<sup>3</sup> and was announced on 26 October 2008.

The scope of the trial was to allow motorcycles to drive in most of the red route bus lanes in London. They are able to use those bus lanes that are 'with-flow'<sup>4</sup> rather than 'contra-flow'<sup>5</sup> and are currently used by cyclists and taxis. These rules are in place during bus lane operating hours; at all other times the red route bus lanes can be used by all road users.

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<sup>2</sup> Boris Johnson, *Getting Londoners Moving* (March 2008), p. 10

<sup>3</sup> Boris Johnson, *Way to Go* (November 2008), p. 21

<sup>4</sup> With-flow bus lanes carry vehicles that travel in the same direction as the rest of the traffic on the road

<sup>5</sup> Contra-flow bus lanes carry vehicles that travel in the opposite direction to the rest of the traffic on the road



TfL is responsible for 478 bus lanes in London, and of these, 416 with-flow bus lanes are included in the trial. A small number of bus lanes that were within the original trial scope were removed either because:

- They ran directly into or out of borough-owned bus lanes, which were not included in the trial and in which motorcycle riders could be issued with penalty charge notices (PCNs) for travelling in them, or
- There were safety concerns relating to their inclusion in the trial, for example where a bus lane runs directly into a contra-flow bus lane, or if a bus lane is used by an exceptionally high number of buses.

In order to inform all road users during the trial, a motorcycle symbol was added to all bus lane signs on the relevant red route bus lanes. In addition, a marketing communications campaign (see Section 3.2.2.4 and Appendix 5.6) and webpage (see Section 3.2.2.1) were launched before and maintained during the trial. Engagement with key stakeholder groups began before the trial was implemented and will continue throughout (see Section 3.2.1). A survey to assess attitudes and behaviours took place in March and April 2009 (see Section 3.2.3).

TfL has commissioned the services of the Transport Research Laboratory (TRL), an independent research agency, to help analyse the casualty/collision figures and other road data. TRL is a British centre for transport research, providing consultancy, advice and solutions for a wide range of transport related issues.

See Appendix 5.1 for sources of data.



## 2.3 Terminology used in the report

**The final report:** TfL will publish a report in spring 2010 collating all of the information and data relevant to this trial, including those outlined in this report. It will highlight any issues that need to be addressed should the scheme be made permanent.

The final report will be sent to the Mayor, to help him make an informed decision about whether the scheme to allow motorcycles in red route bus lanes should become permanent.

**Motorcycles:** for the purposes of this trial, 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.

In this report, we have used the terms motorcycles and motorcyclists throughout.

**Powered two wheelers or P2Ws:** refers to all two-wheeled motor cycles, scooters and mopeds.

**Red routes:** Red routes are the roads in London that TfL owns and maintains. Five per cent of the roads in London are red routes (580km) and they carry about a third 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 instead of yellow lines.



**Red route bus lanes:** the bus lanes that run in the red routes. In this document, the term red route bus lanes is used to denote the with-flow bus lanes on the red routes which are in the scope of this trial. These are generally the red route bus lanes used by cyclists and taxi drivers during operational hours. With-flow bus lanes carry vehicles that travel in the same direction as the rest of the traffic on the road. They make up 96 per cent of the bus lanes on the red routes.

Bus lanes on borough roads are not under the jurisdiction of TfL or the Mayor and are outside the scope of this trial.

**Transport for London Road Network (TLRN):** an alternative name for the red routes – see above. In this report, we have used the term red route throughout.

**The trial:** refers to the trial of allowing motorcycles to use most red route bus lanes

## 2.4 Evaluation of the trial

Key principles of the evaluation of the trial include independence of analysis and appropriate sample sizes. There are three areas of information used to evaluate the effects of the trial – operational data (casualty/collision figures and activity analysis), attitude/behaviour surveys and stakeholder feedback.

The principles were developed after discussions with key stakeholders including motorcycle user groups, Living Streets, London TravelWatch and the London Cycling Campaign.

The data used for evaluation is split into primary and secondary criteria, with primary carrying the greatest significance<sup>6</sup>.

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<sup>6</sup> These areas of activity are the same as the areas highlighted in the document 'Evaluation Criteria' (which is on [TfL.gov.uk/motorcyclesinbuslanes](http://TfL.gov.uk/motorcyclesinbuslanes)). The wording and ordering have been updated to fit in to the structure of this report for clarity.



## **Primary evaluation criteria**

1. Casualty/collision rates for 28 routes in the trial subject to detailed monitoring against 28 control routes
2. Casualty/collision numbers for all routes in the trial

## **Secondary evaluation criteria**

1. Cycle usage in the trial routes against the control
2. Motorcycle usage in the trial routes against the control
3. Bus journey times
4. Stakeholder views

This data is classified in six key areas:

1. Analysis of 28 red route bus lanes (and control bus lanes on borough roads), which is being undertaken by TRL (see Section 3.1.1)
2. Casualty and collision data gathered from the Metropolitan Police records (see Section 3.1.2 and Appendix 5.2)
3. Engagement with stakeholders, including face to face meetings (see Section 3.2.1)
4. Engagement with the public, including an online feedback form (see Section 3.2.2.3 and Appendix 5.3) and an email feedback mechanism (see Section 3.2.2.2)
5. Attitudinal research about how the trial has affected the behaviours and attitudes of four user groups – motorcyclists, car users, cyclists, and pedestrians. (see Section 3.2.3 and Appendix 5.4)
6. An analysis of any formal objections to the trial (these will be included in the final report)



## **3. Measuring the effects of the trial**

There are two types of measures used to assess and evaluate the effects of this trial: 'hard' data (including casualty/collision figures, mode usage, vehicle journey times) collated during the trial, and the 'soft' data (opinions, behaviours and attitudes of road users and the public as a result of the trial).

### **3.1 Monitoring data and analysis ('hard' data)**

#### **3.1.1 TRL analysis of selected red route bus lanes**

At this stage the more detailed monitoring and analysis being carried out by TRL is not available. This will form the major part of the overall monitoring of the project and will be provided in the final report and inform the final decision.

The detailed monitoring will include videoing of a subset of 28 red route bus lanes within the trial and 28 control bus lanes on borough roads. In addition, usage data will be captured for motorcycles, cycles and other modes, and this will importantly enable a before and after comparison of collision/ casualty rates as well as collision/ casualty numbers.

#### **Scope of monitoring and analysis**

The scope of the work being carried out by TRL includes:

1. Casualty/collision numbers for all red route bus lanes in the trial
2. Casualty/collision rates for the 28 red route bus lanes which are being monitored by TRL and the 28 control routes
3. Mode usage – vehicle counts for bicycles, motorcycles, cars, taxis and buses
4. Journey times – these will be collected using a variety of methods according to mode
5. Vehicle speeds
6. Conflict between all road users will be collected through the video surveys (TRL will use specific categories to define conflicts, which will be detailed in their final report).



### **3.1.2 Casualty and collision data**

At the time of writing, casualty/collision numbers were only available for the first four months of the trial. These are presented in Appendix 5.2 and show data from 5 January to 30 April 2009 and the same date range in 2008. Modal usage data and hence casualty rates are not presently available.

It is not appropriate to comment on the casualty/collision numbers at this time due to the limitations discussed below. The numbers are included in this report to ensure transparency. The full casualty/collision data and analysis will be included in the final report.

#### **Source of data**

The casualty/collision numbers in Appendix 5.2 originate from the Metropolitan Police's Stats 19 collision and casualty database for London that collates all reported road traffic collision where an injury was sustained. This database is made available to TfL periodically, and as of September 2009, data was only available up to April 2009.

#### **Data collection**

The casualty/collision numbers from the road areas included in the trial were extracted by mapping specific locations around each bus lane. The data is broken down in to 'sites' and each site is a red route bus lane that is included in the trial.

A site incorporates:

- All of the lanes on the roads that the red route bus lane runs through (not just the bus lanes)
- A 50m section of road at either end of the red route bus lanes included in the trial

This approach ensured that areas of interest, such as where there might be a change in rider behaviour, were included.



Where two or more bus lanes were in close proximity to each other, or along the same road, they were combined into a single site. Each bus lane was only included in one site to avoid overlapping locations and ensure casualty/collision numbers would not be double-counted. Each site had a bus lane operating time associated with it to enable identification of collisions occurring within or outside the operating hours.

Once all site locations were defined, casualty/collision numbers could be extracted from the database for the current year (where available) and previous years. This information is presented in Appendix 5.2.

### **Limitations of casualty/collision data in the Interim Report**

At the time of writing, casualty/collision numbers were only available from 5 January to 30 April 2009. Such a short time period means the data set cannot be considered conclusive; therefore, no meaningful comparison to previous years' data can be made.

In addition, the locations established by the above process are not specific enough to establish whether collisions occurred in, or as a result of any vehicle being in, the bus lane or the main carriage way. This is a result of the way that the data is reported.

Also, casualty/collision numbers do not reflect the level of vehicle usage. Therefore, any increased casualty numbers that may have been caused by a rise in traffic cannot be identified.

### **Casualty/collision numbers**

The number of collisions for all modes within the trial areas during operating hours did not have a statistically significant difference in the before and after period (369 in the 2008 'before' period and 374 in the 2009 'after' period).



Casualties between motorcycles and pedestrians have stayed the same (at 16 before and after), while those between motorcycles and pedal cycles have reduced (from 5 to 3). Casualties for motorcyclists have increased (from 93 to 118), however, the data on vehicle usage required to calculate casualty/collision rates is not yet available. The rates will help provide a meaningful context for the data.

This data is subject to the limitations discussed previously: the data set covers a short time period which means that it cannot be considered conclusive, therefore, no meaningful comparison to previous years' data can be made; it is not possible to assess whether the collisions occurred in the bus lane or the main carriage way.

Casualty/collision rates will provide broader insights into the effects the trial may have had on safety.

The full casualty/collision data for the 'before' and 'after' periods is included in Appendix 5.2. Tables A and B provide all of the information for casualty/collisions involving vulnerable road users. However section 2 of each contains details of casualties that have occurred when a motorcycle was involved in the collision - it is this section that has been impacted by the trial.



## 3.2 Awareness and attitudes ('soft' data)

### 3.2.1 Engagement with stakeholders

Engagement with key stakeholders, including user groups, political representatives and the 33 borough councils in London, has been a key component of the trial. Valuable feedback, specifically from user groups, has shaped and improved the trial.

Communications began in October 2008, when letters and a briefing pack outlining the plans for the trial were sent to relevant and interested parties. These included:

- Key user groups:
  - London Cycling Campaign
  - Living Streets
  - London TravelWatch
- London Councils
- Members of the Greater London Authority
- Members of Parliament
- Officers from the 33 London boroughs
- Statutory authorities (including the emergency services and police)

Some organisations, specifically the user groups, requested face-to-face meetings and some boroughs wrote to TfL requesting more information or sharing their views about the trial.

#### Face-to-face meetings

Face-to-face meetings have been held with key user groups when requested. These meetings gave user group representatives the opportunity to ask detailed questions about the trial. Key topics included:

- Objection opportunities
- Consultation framework
- Monitoring methodology and evaluation criteria



- Capturing the perceptions, attitudes and behaviours of vulnerable road users
- Transparency of reporting arrangements

TfL will continue to meet with user groups throughout the trial.

## **Objections and comments**

Objections and comments were received from user groups, both before the trial was implemented and during the trial's first six months.

Objections were received from:

- London Cycling Campaign on 2 December 2008
- Living Streets on 4 December 2008
- Cycling Touring Club on 12 December 2008
- Living Streets on 17 June 2009
- London Cycling Campaign on 3 July 2009

Comments were received from:

- London TravelWatch on 3 June 2009

The most frequent topics mentioned related to:

- Safety concerns/motorcyclist speed and behaviour
- A view that the evaluation criteria used to measure the effects of the trial is limited and not rigorous enough
- Potential disbenefits for other road users, specifically pedestrians and cyclists



Replies from TfL were sent in August 2009. The issues and concerns raised were carefully considered, and until the results of all the monitoring activities are available, they cannot be fully addressed. These results will be included in TfL's final report in spring 2010.

## **Outcomes**

TfL has taken into account stakeholder views and acted upon suggestions that would benefit the trial. The changes made as a result of stakeholder input include:

- Monitoring conflicts (including near-collisions) between road users, including cyclists and pedestrians
- Adding an extra question to the Synovate attitudinal survey to draw out deeper understanding regarding road user behaviour
- Publishing the evaluation criteria on the TfL webpage at the start of the trial to ensure transparency and accountability

## **3.2.2 Communications and engagement with the public**

Since October 2008, TfL has taken steps to gather the public's views about the trial.

### **3.2.2.1 Project webpage**

A webpage on TfL's website ([tfl.gov.uk/motorcyclesinbuslanes](http://tfl.gov.uk/motorcyclesinbuslanes)) was launched in October 2008 to provide the public with information about the trial. The webpage has been updated when required and includes:

- An outline of what the trial is and where it applies
- Questions and answers about the trial
- Maps showing red routes and the locations of red route bus lanes in the trial
- A tabulated list of all red route bus lanes included in the trial
- A link to an online survey (see Section 3.2.2.3 and Appendix 5.3)
- Evaluation criteria for the trial



- A link to a Code of Conduct developed by the Motor Cycle Industry Association, the Metropolitan Police and the Despatch Association
- Contact details for TfL, if any questions are not answered on the web page
- Details about how the public could formally object to the order during the first six months of the trial (see Appendix 5.5)

### **3.2.2.2 Email feedback**

Communications materials for members of those who wished to find out more or to register their thoughts included an email and postal address. Until September 2009, approximately 260 pieces of correspondence were received from members of the public. Of these:

- 28 per cent supported the trial
- 30 per cent opposed the trial
- 42 per cent of correspondents stated no view about the trial (this group contacted TfL to ask a question)

The most frequent topics mentioned by correspondents were the following:

- Confusion about which bus lanes are included in the trial (lack of clarity about the difference between red routes and borough roads), and PCNs that may be received as a result
- Safety concerns/motorcyclist behaviour
- Localised queries (such as whether a certain lane is included in the scheme)



### **3.2.2.3 Online survey**

A link to an online survey (see Appendix 5.3) was added to the project webpage on 5 January 2009 to gather further comments from the public. As of 5 July 2009, the survey had 12,290 responses. Of these:

- 76 per cent supported or strongly supported the trial
- 23 per cent opposed or strongly opposed the trial
- The remainder of the responses were either neutral or did not have a view

TfL recognises that the survey is self-selecting and can be completed by the same individual a number of times, potentially causing biased results. For this reason, the results do not carry as much significance as the attitudinal research. The online survey did provide an opportunity for all road users to send in qualitative or anecdotal feedback.

For a selection of comments from the survey, please see Appendix 5.3.

### **3.2.2.4 Marketing and communications campaign**

To increase awareness of the trial among all road user groups, an advertising campaign began in December 2008, with some activities continuing throughout the life of the trial.

In addition to the advertising campaign, bus lane signs were changed to include a motorcycle symbol on the red route bus lanes included in the trial.

A number of national and London newspapers, TV news channels and websites covered the trial when it was announced by the Mayor in October 2008, and when it was launched in January 2009.

For more information on the marketing communications campaign, please see Appendix 5.6.



### **3.2.3 Attitudinal research**

In spring 2009, TfL commissioned Synovate to conduct telephone interviews to assess the public's attitudes and behaviours around the trial to allow motorcycles into bus lanes. A second round of surveys will take place in October 2009.

The following information summarises the key points from the report produced by Synovate; a full version (including questionnaire) can be found in Appendix 5.4.

#### **Methodology**

The research was conducted as part of the regular research slot which Synovate carries out for TfL. Telephone interviews were carried out with a representative sample of Londoners by fully trained interviewers.

To ensure that a representative sample of the population was captured in the survey, a random selection procedure was adopted: interviews were conducted with the member of the household with the 'next birthday'.

- 2,012 telephone interviews were conducted
- 'Top-up' interviews were conducted with an extra 209 P2W riders in order to achieve a sufficient sample size for this group
- The interviews took place during two regular research slots between 3 March and 30 April 2009

#### **Summary of attitudinal research**

One of the key findings of the attitudinal research was that the largest percentage of those asked reported that the trial has made 'no difference' to their current use of transport modes on red routes (77 per cent of walkers, 74 per cent of bus users, 69 per cent of car/van users and 65 per cent of cyclists) or their expected future behaviour on their current transport mode (77 per cent of walkers, 55 per cent of cyclists and 38 per cent of P2W users).



In addition, the largest percentage of those asked reported that the trial would make 'no difference' to the likelihood they would take up cycling (48 per cent) or riding a motorcycle should the trial become permanent (42 per cent).

51 per cent of Londoners were aware that a trial to allow motorcycles in most red route bus lanes in London is taking place. Of those aware of the trial, awareness is highest among P2W users. Two thirds of bicycle users and just over half of car/van users and bus users are aware of the trial.

Overall, just over half of Londoners support the idea of motorcyclists using red route bus lanes (54 per cent support it compared with 18 per cent who oppose it).

## **Perceptions and behaviors as a result of the trial**

The majority of cyclists, bus users and car/van users say there has been no change in their use of red routes. A small proportion of users of each mode say they have used red routes less as a result of the trial (the most affected being 9 per cent of cyclists and 5 per cent of car/van users). However, those reporting greater use outnumber those reporting reduced use.

With regards to the perception of safety as a result of the trial, 72 per cent of P2W users said they felt 'much/slightly safer', 19 per cent 'no different', while only 3 per cent said 'much/slightly less safe'. Regarding cyclists, 19 per cent said they felt 'much/slightly safer', while 37 per cent said 'no difference', 23 per cent said 'slightly/much less safe'. With walkers, 18 per cent said they felt much/slightly safer, 59 per cent said 'no different', while 11 per cent said slightly/much less safe.

## **Londoners overall**

Just over half of those asked as part of the Synovate attitudinal research support motorcycles using bus lanes, and 22 per cent strongly support it. 18 per cent oppose the idea; thus, supporters outnumber opponents three to one.



Support for the trial is strongest among users of P2Ws, but there is also support from the majority of users of cars/vans, bicycles, buses and those who walk (57 per cent, 55 per cent, 53 per cent and 55 per cent respectively).

The most common reasons given by Londoners for supporting motorcycles in bus lanes are that:

- It is safer/will reduce accidents (mentioned by 40 per cent of those in support)
- It keeps motorcycles away from traffic/out of traffic lanes (19 per cent)
- It helps reduce congestion/improve traffic flow (19 per cent)

The most common reasons given for opposing motorcycles in bus lanes are:

- It is unsafe/will increase accidents (mentioned by 33 per cent of those in opposition)
- Poor/careless/inconsiderate driving by motorcyclists (18 per cent)
- Motorcyclists being dangerous to other road users and pedestrians (15 per cent)

## **If the trial were to become permanent**

If the trial became permanent, more respondents say they are more likely to take up cycling (19 per cent) than say they would be less likely to (9 per cent). Likewise, more say they would be more likely to take up P2W riding (12 per cent) than would be less likely to (7 per cent).

The majority of P2W riders say they will ride more, and only 2 per cent say they would ride less. Around a quarter of cyclists say they will cycle more, while fewer (11 per cent) say they will cycle less. And 13 per cent of Londoners say they will walk more often as a result, while 5 per cent say they will walk less often. (NB: The focus of the question is on whether people think they are more or less likely to take up cycling/P2W riding or ride/walk more as a result of the trial becoming permanent, not on how likely they actually are).



## **Summary**

With the exception of motorcycle riders, the trial has had little effect so far on road users' perceptions/attitudes and may have little effect on their behaviours. The interviews were held a few months into the trial, and a second round of telephone interviews is planned for October 2009 to confirm trends.



## 4. Interim findings and next steps

An informed decision about whether or not motorcycles should be allowed to use most red route bus lanes permanently can only be made when all of the data outlined in Section 2.4 has been collated and analysed. The majority of the data is still being collected so it is not feasible to make an informed decision at this point. Subsequently, there is no reason to conclude that the trial should not continue for the maximum 18 months and end on 5 July 2010.

Data that is still outstanding and will be included in the final report includes:

- The full TRL monitoring report (this will form the major part of the overall monitoring of the project and will inform the final decision)
- Casualty/collision data for a significantly longer period – up to nine months data is expected to be available
- Results of the second attitudinal survey
- Further feedback from stakeholders and the public

Once all the above information has been gathered and submitted to the Mayor, he will make an evidence based decision on whether or not to make the trial permanent. The final report will be published in spring 2010.



## 5. Appendix

### 5.1 Sources of data

Sources of data used in this report are:

- Boris Johnson, *Getting Londoners Moving* (March 2008)
- Boris Johnson, *Way to Go* (November 2008)
- Casualty/collision numbers from the STATS 19 Casualty and Collision database collating all official police data reporting road traffic collisions (Appendix 5.2)
- Views and queries from correspondence received from stakeholders and the public
- Synovate's research report summarising the results of the survey carried out in March and April 2009 (Appendix 5.4)
- Comments on the trial left by stakeholders and the public on TfL's online survey (Appendix 5.3)

Additional sources of data that will be included in the final report include:

- TRL final report, which will include the results and analysis of data specified in the monitoring plan (see Section 3.1.1)
- Synovate's second research report summarising the results of the second survey carried out in October 2009
- Casualty/collision numbers for as many months as possible at the time of writing. These will again come from the STATS 19 Casualty and Collision database that collates all official police data reporting road traffic collisions



## **5.2 Casualty and collision figures: 5 January – 30 April 2008 and 2009**

Table A details all casualty/collision numbers during bus lane operating times.

Table B details all casualty/collision numbers outside bus lane operating times.

Please note:

Both reports are marked as 'highly provisional' because it is relatively early in the 2009 processing year and the data may change slightly due to late reporting or amendments to records provided to TfL by the police.

The severity of casualties is split into three categories, according to Department for Transport definitions:

1. **Fatal:** 'Fatal' injury includes only those cases where death occurs in less than 30 days as a result of the accident. 'Fatal' does not include death from natural causes or suicide
2. **Serious:** Examples of 'serious' injuries include fractures, internal injuries, severe cuts, burns (excluding friction burns), concussion, severe general shock requiring hospital treatment, detention in hospital as an in-patient (either immediately or later), or injuries to casualties who die 30 or more days after the accident from injuries sustained in that accident
3. **Slight:** Examples of 'Slight' injuries include sprains (not necessarily requiring medical treatment) neck whiplash injury, bruises, slight cuts, slight shock requiring roadside attention. People who are merely shaken and who have no other injury should not be included unless they receive or appear to need medical treatment

The term KSI denotes casualties 'killed or seriously injured'.



Table A: all casualty/collision numbers during bus lane operating times

**TLRN Motorcycles in bus lanes project**

**Summary of collisions and casualties to end of April 2009 (highly provisional)**

**A. During bus lane operating times**

Before period: 5 January 2008 to 30 April 2008

After period: 5 January 2009 to 30 April 2009

Collision category	Data type	Before	After
<b>1. All collisions</b>	<b>Collisions</b>	369	374
<b>2. Involving a P2W</b>	<b>Collisions</b>	109	124
	<b>Casualties - all severities</b>		
	<b>Mode of travel</b>		
	Pedestrian	16	16
	Pedal cyclist	5	3
	P2W rider/pass	93	118
	Car occupant	3	4
	Taxi occupant	0	1
	<b>Total</b>	117	142
	<b>Casualties - KSIs</b>		
	Pedestrian	1	6
	Pedal cyclist	3	0
	P2W rider/pass	18	18
	<b>Total</b>	22	24
<b>3. Involving a pedal cycle</b>	<b>Collisions</b>	69	69
	<b>Casualties - all severities</b>		
	<b>Mode of travel</b>		
	Pedestrian	0	2
	Pedal cyclist	70	68
	P2W rider/pass	0	2
	Car occupant	0	1
	<b>Total</b>	70	73
	<b>Casualties - KSIs</b>		
	Pedestrian	0	1
	Pedal cyclist	13	10
	P2W rider/pass	0	1
	<b>Total</b>	13	12
<b>4. Involving a pedestrian</b>	<b>Collisions</b>	77	85
	<b>Casualties - all severities</b>		
	<b>Mode of travel</b>		
	Pedestrian	77	87
	Pedal cyclist	0	1
	P2W rider/pass	5	7
	Car occupant	1	1
	Bus or coach occ	0	2
	<b>Total</b>	83	98
	<b>Casualties - KSIs</b>		
	Pedestrian	13	25
	Bus/coach occ	0	1
	<b>Total</b>	13	26



Table B: all casualty/collision numbers outside bus lane operating times

## TLRN Motorcycles in bus lanes project

Summary of collisions and casualties to end of April 2009 (**highly provisional**)

### B. Outside bus lane operating times

Before period: 5 January 2008 to 30 April 2008

After period: 5 January 2009 to 30 April 2009

Collision category	Data type	Before	After		
1. All collisions	Collisions	231	240		
2. Involving a P2W	Collisions	53	54		
	Casualties - all severities	Mode of travel			
		Pedestrian	3	4	
		Pedal cyclist	1	0	
		P2W rider/pass	52	53	
		Car occupant	3	0	
		Goods vehicle	0	1	
		Total	59	58	
	Casualties - KSIs	Pedestrian	0	1	
		Pedal cyclist	0	0	
		P2W rider/pass	5	12	
		Total	5	13	
	3. Involving a pedal cycle	Collisions	25	35	
		Casualties - all severities	Mode of travel		
Pedestrian			0	0	
Pedal cyclist			25	35	
P2W rider/pass			0	0	
Car occupant			1	0	
Total			26	35	
Casualties - KSIs		Pedestrian	0	0	
		Pedal cyclist	5	5	
		P2W rider/pass	0	0	
		Total	5	5	
4. Involving a pedestrian		Collisions	47	52	
		Casualties - all severities	Mode of travel		
			Pedestrian	47	53
	Pedal cyclist		0	0	
	P2W rider/pass		1	1	
	Car occupant		1	0	
	Bus or coach occ		0	1	
	Total		49	55	
	Casualties - KSIs		Pedestrian	15	19
		Bus/coach occ	0	0	
		Total	15	19	



## 5.3 Online survey

### Questions

1: In the last 12 months, how often have you done the following?

- i. Cycled
- ii. Driven a car
- iii. Ridden a motorbike, moped, scooter or tricycle
- iv. Walked for more than five minutes

5 or more days a week

3-4 days a week

2 days a week

Once a week

Twice a month

Once a month

Less than once a month

Not at all

2: Complete this statement for each of the following. As a result of the trial, I have...

- i. Cycled
- ii. Cycled in red route bus lanes
- iii. Ridden a motorbike, moped, scooter or tricycle
- iv. Ridden a motorbike, moped, scooter or tricycle in red route bus lanes
- v. Crossed red routes on foot
- vi. Driven
- vii. Driven on red routes

A lot more

A little more

No difference

A little less

A lot less



Not applicable to me

Don't know

**3:** As a result of the trial, how do you feel when travelling on red routes when you have...

- i. Cycled
- ii. Ridden a motorbike, moped, scooter or tricycle
- iii. Driven
- iv. Crossed the road as a pedestrian

Much safer

Slightly safer

Neither more nor less safe

Slightly less safe

Much less safe

Not applicable to me

Don't know

**4:** Overall, what is your attitude to motorcycles being allowed to use red route bus lanes?

Strongly support

Support

Neither support nor oppose

Oppose

Strongly oppose

Don't know

**5:** Do you have any other comments or suggestions relating to the trial? (*max. 5000 characters*)



## **Online survey sample comments: support or strongly support the trial**

'Even as a committed, cyclist, motorcyclist, car driver and public transport user I would like to see better training for cyclists and more effective policing of poor cycling, no lights and lack of consideration for all others many seem to think the road laws only apply to powered transport.'

'Having motorbikes in bus lanes I notice has made car drivers take more care when crossing them - good for cycles.'

'Not all cyclist pushbikes I talked to do not oppose the scheme. Though others are not much more open minded. As a motorcyclist who travels 15 miles to work into London 5 days a week, using the bus lane is of great benefit, this not only cut travel time but also minimize petrol, thus less emission. Overtaking seems to be the overwhelming concern of cyclist. In my opinion there is no difference from a motorcycle between a bus/taxi overtaking a cyclist on the bus lanes.'

'I used to ride a motorcycle and gave up because of the dangers on the road. I believe that had we been allowed to use Red Routes before, I probably would not have given up and turned to a car. If this scheme becomes permanent, I may be able to get back on a bike and reduce my outgoings and carbon footprint'

'would be even greater value to London Traffic to allow the motorcycles to use all bus lanes including those under ownership of the local councils Yellow bus routes'

'I feel much safer in the bus lane, fantastic idea, no more squeezing through small gaps, should have been done years ago. I was amazed how quick my journey through London on Thursday and Friday last week. please roll it out nationwide. I would also like to add that when I use my car in London I will feel safer without the motorbikes squeezing through small gaps around my car.'



## Online survey sample comments: oppose or strongly oppose the trial

'I would not be opposed if motorbikes were limited to 15 mph, not allowed to undertake/overtake cyclists at more than 5mph faster than the cycle is travelling. I have been undertaken by a motorbike at speed - not pleasant to say the least. I would be happy for the bus lanes to be used by motorcyclists to pass slow moving traffic but not at speed Bus lanes really are a sanctuary for cyclists.'

'Many times recently motor bikes have come very close to me when cycling and the speed that they travel at makes cycling far less safe now. Until there is much closer monitoring of the speed of motor bikes and on the spot fines for speeding then I do not think that they should be allowed to use the bus and cycle lanes.'

'Its difficult enough as it is cycling in London - to have to share red route bus lanes with motorcycles is dangerous, and makes me feel much less safe, and I have cut back on my cycling as a result.'

'Motorbikes in bus lanes make cycling in bus lanes less safe. There is a blatant contradiction in having a policy of increasing the dangers of cycling while at the same time promoting cycling as the green alternative to motorised transport.'

'I cycle commute each day, my route involves a few red route bus lanes. Recently I have been cut up by motorcyclists using these bus lanes, especially when they overtake too closely and often pull in and brake hard in front of you to stop in traffic queues. Whereas a bus lane was a relatively calm place to cycle before the trial, now it has become one of the most frightening places as there are no cars in front to slow the motorcyclists down.'

'Motorcycles don't need to use bus lanes, they have enough space already on normal lanes, they can go around traffic as needed. However a fast moving vehicle like a bike can wreak havoc in a lane that is intended for slow/vulnerable methods of transportation.'



## **Online survey sample comments: neither support nor oppose the trial**

'All motorists have a vested interest in behaving themselves on the roads either due to license endorsements or no claims bonuses or simply an awareness of piloting a potential dangers machine, cyclists have none of this and are a major contributor to accident rates, ban them until they can be controlled.'

'It has made no difference. As long as we can make eye contact with motorcyclists and other cyclists, we can work it out.'

'My direct and repeated experience as a cyclist who uses the Whitechapel road most week days is that motorcycles are exceeding the speed limit much more regularly now that they can use the red routes. I only feel slightly less safe because motorbikes tend to stay in the outside of the lane and therefore out of my way'

'I get the impression that motorcyclists are generally careful of cyclists in red routes. They do tend to use the advance stopping area before traffic lights and resent the priority it gives cyclists.'

'My views are mixed. I am a passionate pedal cyclist who fails to see why anyone else would consider any other mode of transport more appealing. However I concede that motorcyclists face many of the same risks as pedal cyclist and cause less congestion problems than cars. Faced with the choice of somebody deciding to commute by motorbike, car, lorry, bus or tube for which I believe I am paying taxes for I would still pick motorbike.'

'I cycle to work regularly along the Holloway road A1 and since the trial started motorcyclists seem to be quite considerate and aware of bicycles. However I suspect that a lot of motorcyclists don't know they can use bus lanes, as quite a few still seem to queue up behind traffic in the regular lanes. So, you may want to monitor the situation again after awareness has been raised, since the trial may not be a full indicator of how many motorbikes will be in the bus lanes.'



## **5.4 Attitudinal research report: March/April 2009 Survey**

The attached Synovate report details the results of the telephone survey completed in March and April 2009, which assessed attitudes and behaviours in response to allowing motorcycles in bus lanes.

The questions which participants were asked can be found on page 37 of the report; the questions relating specifically to the motorcycles in bus lanes concept/trial begin on page 46.



## **5.5 Traffic order process**

The trial has been implemented under an experimental traffic order that will permit motorcycles to use most red route bus lanes for a maximum of 18 months. The order is due to expire on 4 July 2010, by which time the decision must be made about whether to end the trial or to continue to allow motorcycles to use most red route bus lanes indefinitely.

### **Making the order**

In November 2008, a letter was sent to the list of statutory consultees to inform them of TfL's intention to make the experimental order. The letter was also sent to key stakeholder groups. All recipients were given the opportunity to comment on the order.

All comments received were considered and responded to. The trial continues monitoring being carried to ensure an informed decision can be made about whether to make the order permanent at the end of the trial.

In December 2008, the experimental traffic order was made and it came into force on 5 January 2009. A second letter was sent to the statutory consultees and stakeholder groups to inform them of the details of the order.

A public notice appeared in the Evening Standard on 16 December 2008 which detailed when the order would take effect.

### **First six months of the order**

Stakeholders and members of the public are able to object to the experimental order for the duration of the trial. During the first six months of the trial TfL received a total of five submissions. Three were from stakeholder groups and two from members of the public.

These objections were considered and it was decided that the issues mentioned could not be fully evaluated until the results of the monitoring became available; these results will be published in TfL's final report in May 2010. Replies were sent to all five respondents in August 2009.



Public notice placed in the Evening Standard on 16 December 2008

<p><b>LONDON</b></p> <p><b>VARIATIONS MADE THEREUNDER</b></p> <p>by the Department of Planning and - Listed Building Consent; CAC - JTL - Outline Planning Permission osed developments.</p> <p>House, 2 - 4 Temple Avenue, London,</p> <p><b>BC</b></p> <p>urbishment and replacement of 10 lights and 9 cast iron grilles and the f of 7 permanent lights with new cast ent lights of a similar appearance.</p> <p>. 1 Swan Lane, London, EC4R 3TN.</p> <p><b>ULMAJ</b></p> <p>f a single building incorporating (GEA) of B1 office uses, 118sqm A1/A2/A3/A4 retail uses and of elevated pedestrian crossing th associated parking, servicing and preys 50.65m AOD).</p> <p>ation involves a departure from one fices of the Development Plan for</p> <p>ours of station, 2/1710. ations per to EJ.</p> <p>isable</p>  <p><b>CITY OF LONDON</b></p>	<p style="text-align: center;">Transport for London </p> <p><b>Road Traffic Regulation Act 1984</b></p> <p><b>The GLA Road (Bus Priority) Traffic Orders Experimental General Variation Order 2008</b></p> <ol style="list-style-type: none"> <li>1. Transport for London hereby gives notice that on 8 December 2008 it made the above named Experimental Order under sections 9 and 10 of the Road Traffic Regulation Act 1984. The Order will come into force on 5 January 2009 and may remain in force for up to 18 months.</li> <li>2. The general nature and effect of the Order is to allow solo motorcycles into the majority of "with-flow" bus lanes on the Transport for London Road Network.</li> <li>3. Where it appears necessary for certain purposes, Transport for London or any person authorised by them may modify or suspend the order or any provisions in it, while the order is in force.</li> </ol> <p>In due course Transport for London will be considering whether or not the provisions of the Order should be continued in force indefinitely. Within the period of six months from the coming into force of the Order, or if the Order is subsequently varied by another Order or modified, from the coming into force of that variation or modification (whichever is the latest), any person may object to the making of an Order to continue indefinitely those provisions. Any such objection should be made in writing, giving the grounds on which it is made, and sent to Transport for London, RNM/STOT/TRO, Palestra, 97 Blackfriars Road, London SE1 8NJ quoting reference GLA/2008/671. Any objection may be communicated to other persons who may be affected.</p> <ol style="list-style-type: none"> <li>4. A copy of the Order, a statement of Transport for London's reasons for the proposals and for proceeding by way of experiment, and copies of any Order revoked suspended or varied by the Order can be inspected during normal office hours at the offices of:             <ul style="list-style-type: none"> <li>• Transport for London Streets Traffic Orders Team (STOT/RNM) Palestra, 97 Blackfriars Road London SE1 8NJ</li> </ul> </li> <li>5. The documents referred to in paragraph 5 will be available for inspection during the period within which objection can be made in accordance with paragraph 4 above.</li> <li>6. Any person wishing to question the validity of the Order or of any of its provisions on the grounds that they are not within the relevant powers conferred by the Act or that any requirement of the Act has not been complied with, that person may, within six weeks from the date on which the Order is made, make application for the purpose to the High Court.</li> </ol> <p><b>Dated this 16th day of December 2008</b></p> <p>Chris Martin Head of TLRN Planning, Transport for London, Windsor House, 42-50 Victoria Street, London SW1H 0TL</p> <p><b>MAYOR OF LONDON</b></p>
 <p><b>AIRPORT TRANSFER</b></p> <p><b>SERVICE FOR THE PUBLIC</b> Audi, Chrysler and Jaguar</p> <p><b>RED OFFERS</b></p> <p>ce and receive £5 discount from all the Airport transfers. e up &amp; drop off 48hrs in advance f £12 discount</p> <p><b>Bookings on: 0207 790 8585</b> suffeurtimelondon.com teurtimelondon.com v.cricars.com</p>	<p><b>NOTICE IS HEREBY</b> given that Ezrick Lloyd Campbell of De- rek Rothra&amp;company, Chartered accountant, unit 15&amp;16, 7 Wen- lock Road, London, N1 7SL. Has applied to the judge at Clerken-</p>
<p>ferences carried out on all advertisements.</p>	<p style="text-align: center;"><b>CITY OF LONDON</b> <b>SECTION 8 OF THE CITY OF LONDON</b> <b>(VARIOUS POWERS) ACT 1967</b></p>



## 5.6 Marketing and communications campaign

To increase awareness of the trial among all road user groups, an advertising campaign began in December 2008, with some activities continuing throughout the life of the trial.

### Content and timing

Campaign activities in the first six months of the trial included:

1. Posters at bus stops across London and at London Underground (LU) stations which will continue to appear during the trial
2. Quarter page adverts in London's Metro newspaper which will continue throughout the trial
3. Adverts on petrol pump nozzles and petrol station doors throughout January 2009
4. Radio adverts in January and July 2009
5. 20,000 leaflets were placed in motorcycle retailers from January 2009
6. In early January 2009 letters were sent to 51,000 households with a high propensity to own a motorcycle
7. In early January 2009 emails were sent to 80,000 names on a TfL cycling database

In addition to the advertising campaign, bus lane signs were changed to include a motorcycle symbol on the red route bus lanes included in the trial.

A number of London newspapers, news channels and websites carried coverage both when the Mayor announced the trial in October 2008, and when it started in January 2009.

## Awareness campaign petrol pump poster



## Awareness campaign petrol station door poster





## Awareness campaign poster



## Awareness campaign radio script

- VO: **They use bus lanes.**
- SFX: A double-decker rumbles by.
- VO: **They use bus lanes.**
- SFX: A couple of bicycles ring their bells as they peddle by.
- (VO: **They use bus lanes.**
- SFX: A black cab drives by.)
- VO: **Now they can use bus lanes.**
- SFX: A couple of motorbikes ride by.
- VO: **Motorcycles can now use most bus lanes on London's Red Routes for an 18 month trial.**
- Check the road signs or visit (tfl.gov.uk) for maps and more information.**