

Chartered Institution of Highways & Transportation response to the Cycling and Walking Investment Strategy Review

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CIHT is a charity, learned society and membership body with over 14,000 members spread across 12 UK regions and four international groups. We represent and qualify professionals who plan, design, build, manage and operate transport and infrastructure networks. Part of our vision is to demonstrate transport infrastructure's contribution to a prosperous economy and a healthy and inclusive society. Our values are to be Professional, Inclusive, Collaborative and Progressive.

Details and recommendations in this report have been drawn from;

- CIHT, Creating better streets; Inclusive and accessible places (2018)
- UKRLG, Asset Management Guidance for Footways and Cyclerooutes: Task 2 - An approach to risk based maintenance management, (2018)
- CIHT, Planning for Walking (2015)
- CIHT, Designing for Walking (2015)
- CIHT, Planning for Cycling (2014)
- CIHT, Manual for Streets 2 – Wider application of the principles (2010)
- CIHT, Road Safety Audit, CIHT (2008)
- CIHT, Collision Prevention and reduction (2007)
- CIHT, Providing for journeys on foot (2000)

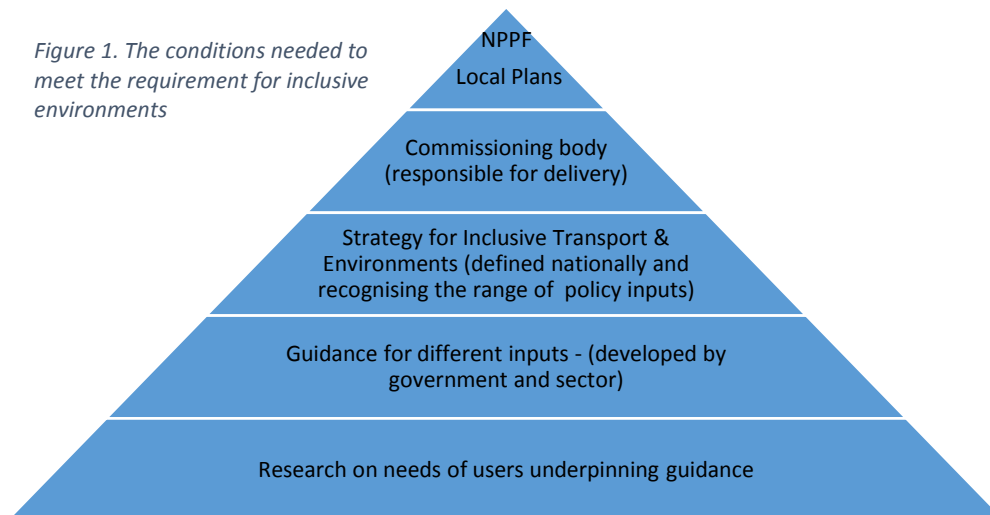
Question 1: Do you have any suggestions on the way in which the current approach to development and maintenance of road signs and infrastructure impacts the safety of cyclists and other vulnerable road users? How could it be improved?

Issues with the development process

1. Providing for walking and cycling is one of the key issues facing the highways & transportation profession and CIHT. It means not only addressing the issues of footways, cycleways and crossings but also the wider concerns around land use and the quality of our built environment. It is widely established that "Concerns about the physical environment, especially with regards to [safety when walking and cycling](#)" is a key restrictor in people taking up these activities despite people seeing them as desirable activities (*Understanding Walking and Cycling*, C Pooley et.al, 2012).

2. The current approach to development involves a web of actors and interactions which currently insufficiently provide for the needs of cyclists and walkers. The failure to do so must be addressed multiple levels to improve the quality of infrastructure.
3. CIHT would urge a holistic approach in the review - a review that treats the transport network and users of the network in an integrated manner. This approach would require not concentrating the review primarily on cyclist and road traffic law but looking at the wider issues of what causes fatalities on the road network; and considering the issue from a preventative, behavioural and educational change approach.

Figure 1. The conditions needed to meet the requirement for inclusive environments



4. Currently when a client (the person or organisation responsible for the funding and ultimate operational management of the scheme) initiates a scheme it will create a design brief. This includes the setting of scheme objectives and then a designer is appointed to produce the scheme. Consultants may be involved at varying levels, including expert responses, on safety, design or traffic impact and approval may be needed from planning and highway authorities.
5. The design process may involve several stages including; feasibility, which could include a discussion of options for a new highway alignment, or discussion of junction control options for a development access; a preliminary design stage where the selected alignment and junction choice will be laid out in greater detail including horizontal and vertical alignments, road widths, structure locations and more; and a detailed design stage where drainage, kerbs, edge details, lighting, landscaping, fencing, signs, markings and signal control details have been added to the plans.
6. This final stage is when consideration is often given to cyclists, walkers and other vulnerable road users, which is too late to effectively plan for cycling and walking.
7. CIHT recommends that clear criteria be established for the siting of development, which considers promoting healthy living, and providing good accessibility to employment and services at the feasibility stage. Location is fundamental to minimising risk to vulnerable transport users.
8. CIHT recommends that developments are required to be safely accessible by cycling and walking from the initial planning conditions. Leaving specifications to be determined by the client can often result in a 'do minimum' approach, as the costs are born by the client but the financial benefits are granted to individuals, employers, healthcare providers and others.
9. CIHT recommends that transport and planning authorities include consideration for vulnerable road users such as pedestrians and cyclists from the feasibility stage and that

the site layout of new developments must make appropriate provision for vulnerable road users.

10. It is necessary to embed these processes at every stage in the process from feasibility through to post completion audits to ensure that highways engineers, transport planners, and related professions have the same high expectations of cycling and walking infrastructure in the UK as is applied to infrastructure aimed at motor vehicles. CIHT's guidance, *Designing for Walking* (2015) explains how facilities for walking should be designed, following on from how they are planned, which is covered in *Planning for Walking* (2015). Well-designed facilities that follow desire lines, are clutter-free, and are legible to all users will assist in enabling walking journeys and improve the experience of those already walking. The design of facilities should also consider the volumes of people walking along (actual or desired) or crossing streets, and the solutions will depend on a variety of considerations. The needs of all users should be carefully considered and prioritised as appropriate.

Issues with development outcomes

11. The safety of cyclists and pedestrians requires that spatial planning and road design includes accessible and comprehensive facilities that prioritises the needs of people rather than specifically those of motor vehicles. It is the design of the entire built environment which can prevent, or magnify, harm. The current approach can result in inadequate consideration of pedestrian safety and poor highway design which can increase risk.
12. Highway design in the UK has consistently been aimed at the needs of motorised vehicles with a great deal of data analysis, innovation, and investment taking place in that area. There has been less focus on the needs of pedestrians and cyclists, and there is no comprehensive equivalent of DMRB for walking and cycling infrastructure.
13. There is a further question of 'what good looks like' and CIHT would recommend the reworking of LTN 02/08 be further developed to provide detailed expectations for junctions, crossings, footways, segregated cycle tracks, shared footways and on road cycle paths to ensure that they are fit for purpose. This should include 'traditional infrastructure but also;
 - Land use patterns that are unsuited to walking
 - Unpleasant pedestrian environments
 - Danger from vehicular traffic
 - Personal security fears
 - Inconvenient pedestrian facilities.

As ignoring the overall context of the behaviour of vulnerable road users will lead to less optimum outcomes.

14. CIHT recommends that further research and investment takes place into the requirements for safer cycling and walking, whilst noting that collision statistics in themselves are not sufficient as individuals may be deterred by unsafe environments that already exist.

Maintenance, asset management and specific issues

15. CIHT recommends that highways authorities adopt an evidence based approach to asset management of pedestrian and cyclist facilities on highways as described by UKRLG in their document *Asset Management Guidance for Footways and Cycle Routes: An Approach to Risk Based Maintenance Management* (2018)

16. CIHT recommends that guidance is developed for the installation of electric car charging facilities on the street, as they can contribute to limiting pavement widths and trip hazards due to wires and guard railing. The installation of such infrastructure can have an impact on vulnerable pedestrians and cyclists and this should be considered prior to any installation.
17. CIHT recommends Government should give priority to the production of updated guidance on tactile paving to address the practical difficulties faced by designers when creating streetscape improvements that meet the needs of visually impaired people. This should expressly consider the best means of identifying defined crossing points and enabling people to find their way, particularly within level-surface streets.
18. CIHT recommends that for developments where the public sector is acting as client, consideration is taken into how the choice of delivery contract and management will affect long term maintenance and sustainability. CIHT has received examples from members where cycling facilities are oversubscribed but the terms of PFI contracts mean that local councils would have to pay not only for the provision of new stands but maintenance and rent to the contractor making it financially unlikely.
19. CIHT has also received feedback on the use of lifts as cycling infrastructure with ongoing disputes occurring over maintenance and repairs. Given the frequency with which some lifts are unavailable for use due to the time they can take to repair, CIHT recommends that the level of service and reliability that can be provided are considered when cycling and walking routes are planned.
20. The commitment to cycling and walking in the masterplan must be followed through in permissions, delivery and construction while planning and enforcement officers must have the tools and be willing to act when conditions are not followed.

Question 2: Please set out any areas where you consider the laws or rules relating to road safety and their enforcement, with particular reference to cyclists and pedestrians, could be used to support the Government's aim of improving cycling and walking safety whilst promoting more active travel.

21. CIHT urges the government to review legislative options in the following areas;
 - a. Presumed liability when a motor vehicle collides with a pedestrian or cyclist
 - b. Mandatory passing distances when motor vehicles are overtaking cyclists
 - c. Vehicles giving way to oncoming cycling and foot traffic when turning left
 - d. Civil parking enforcement of pavement and verge parking
 - e. The legal position of users of courtesy crossings
22. CIHT recommends that the main factor for influencing penalties should be on the culpability of the person in control of the vehicle in the context of the prevailing circumstances. The aim should be to improve behaviour rather than greater punishment after the fact.
23. CIHT argues that the Highway Code and existing legislation is unclear on the duties of motorists when it comes to giving way, rule 170 says;
 - *watch out for cyclists, motorcyclists, powered wheelchairs/mobility scooters and pedestrians as they are not always easy to see. Be aware that they may not have seen or heard you if you are approaching from behind*
 - *watch out for pedestrians crossing a road into which you are turning. If they have started to cross they have priority, so give way"*

Both points are unclear as to who has priority in many common situations, including a cyclist crossing a junction on a shared path or using the left-hand side of a road lane to progress.

24. Requiring cyclists to give way overly frequently can slow their progress to where they either decide to stay on the carriageway, or choose not to cycle. Further where cyclists are given priority there is no national standard for how this should be designed or marked.
25. CIHT recommends that as part of its wider work on accessibility, the government should make clear the duties of local authorities with regard to the Equality Act 2010 and other legislation in respect to the improvement of the public realm.
26. CIHT recommends that Government should move forward with its work on inclusive mobility and undertake research into the needs of people using the public realm, including how their needs differ due to visual impairment and other disabilities
27. Government should review the potential to introduce legislation to enable local authorities to establish streets where pedestrians have priority, based on the successful Encounter Zones that are used in several other countries.

Question 3: Do you have any suggestions for improving the way road users are trained, with specific consideration to protecting cyclists and pedestrians?

28. CIHT recommends that training and expectations for powered two wheeled vehicles users is updated due to a perceived increase in numbers and types of use. In particular the rise of companies such as Deliveroo, which claims to have the largest moped fleet in the country, Uber Eats and similar companies has driven the number of powered two-wheel vehicle users that are dependent on fast trips to earn a living.
29. This is especially true with regards to Compulsory Basic Training. This is currently a short course which does not have a test or exam element and enables users to drive certain classes of moped.
 - Full Drivers Licence Holders who passed their test prior to 2011 can drive a moped without any further requirements.
 - Full Drivers licence holders who passed their test after 2011 are required to undertake CBT before they can legally drive a moped indefinitely.
 - Provisional drivers licence holders for up to two years without passing the motorcycle test. The CBT can be renewed without limit for two-year periods. They will have to use a L plate during this time.
30. In light of this, CIHT encourages the government to assess the benefits of introducing theory tests, written tests or mandatory licensing for 16-year olds to be able to use powered vehicles, particularly for commercial use.

Question 4: Do you have any suggestions on how we can improve road user education to help support more and safer walking and cycling

31. CIHT argues that training should be available to all school children in cycling and walking safely but this should not be mandatory.
32. Public safety campaigns on the damage caused to footways and the danger posed to pedestrians by footway and verge parking would be welcomed.

Question 5: Do you have any suggestions on how Government policy on vehicles and equipment could improve safety of cyclists and pedestrians, whilst continuing to promote more walking and cycling?

33. CIHT supports the development and promotion of direct vision standards for Heavy Goods Vehicles and encourages the use of local and national government procurement practices to ensure that the new vehicles are widely spread. Experiences in London where HGVs account for a quarter of all fatalities and [38% of cyclist fatalities](#), show that attention must be paid to this vehicle category.
34. CIHT encourages the government to look to German regulations (Straßenverkehrs-Zulassungs-Ordnung) which are widely regarded as the most demanding in the world for further detail. Required lighting is specified in lumens per metre squared on the road, and limits brightness for oncoming traffic which can cause a dazzling effect. This is particularly relevant with the increase in 'high lumen' lights being sold as a safety aid.

Question 6: What can Government do to support better understanding and awareness of different types of road user in relation to cycle use in particular?

35. CIHT supports the governments review of the effectiveness of driver awareness training and awaits the results before suggesting any further coverage of the courses.