

MUNICIPAL YEAR 2015/2016 REPORT NO.

ACTION TO BE TAKEN UNDER DELEGATED AUTHORITY

PORTFOLIO DECISION OF:
Cabinet Member for Environment

REPORT OF:
Director – Regeneration &
Environment

Agenda – Part: 1

KD Num: N/A

Subject:

Enfield Safer Freight and Fleet Action Plan

Wards: All

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1. EXECUTIVE SUMMARY

- 1.1 The movement of freight is essential to the ongoing success of London. However, road based freight movement can have negative impacts on the transport network, including involvement in a disproportionate number of collisions with the most vulnerable road users – pedestrians, cyclists and motorcyclists.
- 1.2 With this in mind a Safer Freight and Fleet Action Plan (the Plan) has been prepared which looks to improve the safety of fleet vehicles, through the fitting of safety devices, accreditation to the TfL Freight Operator Registration Scheme (FORS) and improved driver training.

2. RECOMMENDATIONS

To approve the Enfield Safer Freight and Fleet Action Plan to March 2017 attached as Appendix 1.

3. BACKGROUND

3.1 The Mayor's Vision for cycling in London outlines plans to transform the capital into a city where cycling is a key part of everyday life. The London Boroughs are recognised as key delivery partners in achieving the outcomes of the Vision.

3.2 To help implement the Vision TfL introduced a specific bidding process for the period 2014/15 – 2016/17 for the following three programme areas, forming part of the overall Borough Cycling Programme:

- **Safer streets for the bike**
- **More people travelling by bike**
- **Support for cycling**

3.3 Enfield was awarded £176k in 2015/16 from the Borough Cycling Programme to implement the following areas of work:

<i>Programme Area</i>	<i>Scheme</i>	<i>£'000</i>
Safer streets for the bike	Cycle Training for adults and children	28
	Safer Lorries and Vans	0
	CPC Safer Urban Driver training	5
More people travelling by bike	Bike-it Plus	34
	Cycle grants for schools	9
	Cycle parking	60
Support for cycling	Staffing	40
Total		176

3.4 TfL has confirmed that further £12k will be allocated to the Safer Lorries and Vans programme area on completion of an agreed action plan. This is a key element of the programme aimed at reducing the likelihood of freight and fleet vehicles being involved in collisions with vulnerable road users, be they Council vehicles, those of their partners or other operators in the borough.

3.5 This report sets out the proposed main elements of the council's Safer Freight and Fleet Action Plan and also considers the implications, risks and possible impacts on Council priorities.

3.6 The Plan is based on a programme of work which is already being delivered, comprising the following two key strands:

- **Safer Lorries and Vans** – improving Enfield's accreditation level for the Freight Operator Recognition Scheme (FORS) with related activities such as checking vehicle safety compliance.
- **Safer Urban Driving Training** – courses to improve driver awareness.

- 3.7 The Safer Lorries and Vans strand is focused on making sure Enfield's vehicle fleet meets the highest (gold) standard of FORS accreditation by 2017. This will not only make the fleet safer, it has potential cost saving benefits (via improved driving skills) and also means the Council is an exemplar for peer organisations and companies operating in and around Enfield.
- 3.8 The Safer Urban Driving Training stand has been focused on the drivers of Council fleet vehicles and an ongoing commitment is required by the Council to make sure that all drivers attend relevant training. The next stages will focus on other opportunities including other public sector organisations and private fleet operators. Again this will make freight vehicles in Enfield safer while also enhancing the Council's reputation as a responsible fleet operator.
- 3.9 The Plan will be mainly funded through the TfL Borough Cycling Programme because, while it has the potential to deliver benefits to all vulnerable road users, the current disproportionate involvement of cyclists in collisions with freight vehicles, coupled with plans to increase the uptake of cycling in Enfield, mean it will have the greatest impact on cyclists.
- 3.10 The only impact on Enfield resources should arise from relevant drivers employed or contracted by the Council being released to complete training. Council's fleet of vehicles is already fitted with suitable safety equipment to meet FORS standards.

4. ALTERNATIVE OPTIONS CONSIDERED

- 4.1 Limit or stop delivery of the programme of work – this would have negative financial and reputational impacts on the council and is not recommended.

5. REASONS FOR RECOMMENDATIONS

- 5.1 The Cabinet Member for Environment is asked to approve the Enfield Safer Freight and Fleet Action Plan to March 2017 because it:
- Potentially has a positive impact on road safety by reducing the number of people killed and seriously injured on Enfield's roads.
 - Is mainly funded by Transport for London (TfL) with Enfield only committing to in kind contributions. Council's fleet of vehicles is already fitted with suitable safety equipment to meet FORS standards.
 - Will release further funding from the TfL Borough Cycling Programme.

6. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES, AND OTHER DEPARTMENTS

6.1 Financial Implications

- 6.1.1 TFL has allocated £176,000 (paragraph 3.3) funding for the Borough Cycling Programme (2015/16), of which £5,000 has been allocated for Safe Urban Driver Training. TFL's settlement letter of March 2015 indicates that a further £12,000 would be available for the Safer Lorries and Vans programme area once the council's Freight Action Plan and deliverables have been agreed.
- 6.1.2 Expenditure once approved by TFL; it will be fully funded by means of direct grant from; governed through the TFL Borough Portal, hence no costs fall on the Council. The release of funds by TFL is based on a process that records the progress of works against approved spending profiles. TFL makes payments against certified claims as soon as expenditure is incurred; ensuring that the Council benefits from prompt reimbursement of any expenditure.
- 6.1.3 The only impact on Enfield resources should arise from relevant drivers employed or contracted by the Council being released to complete training.
- 6.1.4 No costs will fall on the Council in relation to FORS standards, as the Council's fleet are already fitted with suitable safety equipments to meet FORS standards. Any possible additional costs associated with the achievement of a higher level of FORS accreditation will have to be met from within existing service budgets.

6.2 Legal Implications

- 6.2.1 Under Section 39 Road Traffic Act 1988 the Council has duties to promote road safety, to monitor road traffic accident locations and to take measures to prevent such accidents. The proposed Plan is in accordance with the discharge of those duties.
- 6.2.2 The Council has the power to adopt the Enfield Safer Freight and Fleet Action Plan. Although if there were any doubt about the power to adopt this plan, the Localism Act 2011 (Commencement No. 3) Order 2012 (SI 2012/411) brought the general power of competence into force for principal local authorities. The introduction of the general power of competence means that the well-being power no longer applies to English Local Authorities and as such the general power of competence will provide the Council with the power to adopt the Enfield Safer Freight and Fleet Action Plan.

- 6.2.3 The general power of competence is set out in s. 1.1 of the Localism Act 2011 and states that "a local authority has power to do anything that individuals generally may do." Ss (2) states that "Subsection (1) applies to things that an individual may do even though they are in nature, extent or otherwise— (a) unlike anything the authority may do apart from subsection (1), or (b) unlike anything that other public bodies may do." Where the authority can do something under the power, the starting point is that there are to be no limits as to how the power can be exercised. For example, the power does not need to be exercised for the benefit of any particular place or group, and can be exercised anywhere and in any way. Section 2 sets out the boundaries of the general power, requiring local authorities to act in accordance with statutory limitations or restrictions.

6.3 Property Implications

None

7. KEY RISKS

<i>Risks</i>	<i>Type</i>	<i>Likelihood</i>	<i>Impact</i>
Plan is not delivered on time or to budget.	Financial / Reputational	Low – One year of programme has already been successfully delivered.	Low – Funding is coming from TfL.
Plan requires significant input of Council resources to deliver.	Financial	Low – Programme management is fully funded. Additional management and other inputs should be covered by core operational budgets.	Low – Enfield would cease delivery of elements of the programme which have a significant negative impact on Council finances.

8. IMPACT ON COUNCIL PRIORITIES

8.1 Fairness for All

Indirect – This Plan is one of several initiatives to promote cycling and provide a safe, healthy and low cost means of transport for the borough's residents.

8.2 Growth and Sustainability

Indirect – This Plan will support sustainability by making roads safer for cyclists thus removing another barrier to cycling.

8.3 Strong Communities

Indirect – Better training for drivers and a better managed fleet should reduce the negative impacts of larger freight vehicles for local communities.

9. EQUALITY IMPACT IMPLICATIONS

Corporate advice has been sought in regard to equalities and an agreement has been reached that an equalities impact assessment is neither relevant nor proportionate for the approval of this report.

10. PERFORMANCE MANAGEMENT IMPLICATIONS

The implementation of this scheme should directly contribute to the Council Business Plan Outcome 2.6:

- Reduced number of casualties on Enfield's roads

11. HEALTH AND SAFETY IMPLICATIONS

Reduced risk of Council employees or contractors being involved in collisions and / or injuring members of the public.

12. PUBLIC HEALTH IMPLICATIONS

Indirect – By improving road safety the Plan will reduce another barrier to walking and cycling. This should have a positive impact on uptake which in turn has a direct positive impact on health.

Direct – Better training for drivers and a better managed fleet should reduce the negative impacts of larger freight on air quality and also reduce collision related admissions to hospital.

Background Papers

None

Appendix 1

Enfield Safer Freight and Fleet Action Plan 2015 to 2017

Introduction

Over the past decade the rate of cyclists killed or seriously injured per journey on the Capital's roads has fallen by almost a quarter, but more work needs to be done to improve cycle safety. The most vulnerable groups on our roads – pedestrians, cyclists and motorcyclists – are involved in 80 per cent of serious and fatal collisions and there have been eight cyclist fatalities on the roads of London so far this year, seven of which have involved heavy good vehicles and six have involved female cyclists.

HGVs are disproportionately involved in cyclist fatal collisions compared to their traffic share. Almost half of the 44 cyclist fatalities during the period 2011-2013 were as a result of a collision with a lorry. As fear of injury is stated as the number one reason why Londoners do not cycle, improving the perception and reality of cycle safety is vital in encouraging more people to ride.

The Mayor has set ambitious targets to increase levels of cycling in London (400 per cent by 2026 from 2001 and a five per cent mode share of all journeys in the capital) while reducing vulnerable road user casualties and is allocating funding for boroughs to implement various measures to achieve this, including a £30 million Mini-Holland contribution to improving the local environment for cycling and walking amenity and making Enfield a safer and more enjoyable place to live.

Enfield is one of five Outer London boroughs with the greatest number of potentially cyclable trips. Council has introduced a programme of infrastructure upgrades and complementary measures to improve on its low cycling mode share of 0.7%, in support of the Mayor's goals.

Enfield is committed to continued improvement of cycle safety on its roads. The Enfield Safer Freight and Fleet Action Plan forms an adjunct to and supports the targets in Council's Road Safety Strategy 2010-2020, which includes a programme of engineering and education measures to reduce the rate of serious and fatal cycle injuries on the borough's roads. The Strategy is currently being updated to align with the Mayor's strengthened road safety targets.

The draft is to be submitted to Transport for London for review and agreement, so Borough Cycling Programme (BCP) funding can be released for Council to improve cycle safety by supporting the Fleet Operators Recognition Scheme (FORS) and delivering Safer Urban Driving (SUD) course.

Policy Background

The Mayor's 2010 *Transport Strategy* and 2013 *Vision for Cycling in London* outline plans to transform the capital into a city where cycling is part of everyday life. Making

streets safer for the bike is one of four key outcomes of the Cycling Vision. This supports the wider aims of *Safe Streets for London: A Road Safety Action Plan 2020*, which seeks to reduce the number of people killed or seriously injured on London's roads by 40 per cent by 2020 and to work towards roads free from death and serious injury.

Meeting this casualty reduction target is a top priority for TfL and the Mayor, as demonstrated by the 2014 publication of *Safe London streets: Our six road safety commitments*, which also includes prioritising the safety of the most vulnerable groups such as pedestrians and cyclists.

TfL's revised *Cycle Safety Action Plan (CSAP) 2014* acknowledges that vehicle design and movement is a big issue for cycle safety. The actions cover a broad range of activities from new infrastructure to working with the freight industry and are grouped by areas to address the collision factors and trends identified in this plan:

- Designing safe streets for cycling
- Safe vehicles on our streets
- Improving driver standards and awareness of cycling
- Enforcement and delivery of safe cycling through the criminal justice system
- Greater communication, skills and training for cyclists
- Building knowledge and promoting safe cycling for all

The first CSAP, published in 2010, set out 52 actions, of which 44 have been fully delivered, while many have been incorporated into TfL's programme and are now business as usual, such as the Exchanging Places scheme and the introduction of new infrastructure such as the Cycle Superhighways. The Plan will help deliver TfL's road safety commitments by delivering the major infrastructure programmes outlined in the Mayor's Vision for Cycling, emphasising the importance of cycle safety on the capital's roads.

TfL is working with the freight industry to change the way drivers think about cyclists and sharing the road with vulnerable road users. It is also working with fleet operators and vehicle manufacturers to increase the availability and uptake of safer lorries with maximum driver direct vision and safety equipment fitted as standard.

TfL's cycle safety programme includes:

- Safer Lorries and Vans
- Certificate of Professional Competence (CPC) Safer Urban Driving Training

Safer Lorries and Vans

Actions are aimed at improving the safety of heavy goods vehicles on the Capital's roads. The London Assembly 'Gearing Up' investigation into safer cycling in London recommended that boroughs should sign up to the Fleet Operators Recognition

Scheme (FORS) and commit to achieving Gold standard FORS accreditation for all in-house fleets by December 2014.

FORS is a free, voluntary scheme introduced by TfL in 2008 to encourage sustainable best practice for road freight operators, promoting safe working practices, legal compliance and safety of road freight operations in London. It provides public recognition for operators' efforts to improve road safety, from the Bronze legal compliance level to the excellent Silver award and the visionary Gold standard. This programme aims to reduce collisions between cyclists and freight vehicles by increasing:

- The number of FORS accredited fleet operators.
- The number of work vehicles fitted with cycle safety equipment.
- The number of fleet operators undertaking driver licence checks with the Driver Vehicle Licensing Agency (DVLA).

BCP funding is available to boroughs to implement the following:

- Promotion of FORS to in-house fleets, contracted fleets and those fleets working on major construction contracts within the borough.
- Secure FORS Gold for internal fleets.
- Introduce Work Related Road Risk (WRRR) safety requirements into new and existing borough freight contracts.
- Promotion and application of TfL's Construction Logistics and Cyclist Safety (CLOCS) Standard guidance through the planning process. CLOCS was developed by TfL in collaboration with the construction industry to revolutionise the management of work-related road safety, to ensure it is considered equal to the management of health and safety on site, and provides best practice for other logistics sectors.

Safer Urban Driving Training

Safer Urban Driver (SUD) Training is designed to improve the understanding of issues faced by vulnerable road users amongst van, lorry, minibuss and coach drivers. The course has driver CPC accreditation, which means it can be counted as one of the five days (35 hours) of professional training required every five years by law for drivers of lorries and coaches and has been completed by more than 10,000 drivers since 2011.

The objective of this programme is to reduce van, lorry, mini-bus and coach conflict with cyclists.

BCP funding is available to boroughs to procure and deliver CPC Safer Urban Driver Training courses to internal and contracted fleet drivers and for those accessing construction sites within the borough.

Current Status

TfL allocates money to the London Borough of Enfield to spend on projects which support the Mayor's Transport Strategy through Enfield's Local Implementation Plan (LIP), with separate 'top up' funding made available through the Borough Cycling Programme in recognition of the importance of delivering these measures to encourage more and safer cycling, including support for cycle parking, cycle strategies and, under the *Safer streets for Cycling* heading, cycle training, support for FORS and CPC Safer Urban Driving courses.

Safer Lorries and Vans

Enfield Council is actively encouraging cycling, therefore we have a responsibility to reduce the risk posed to cyclists by HGVs, especially considering that construction on the Cycle Enfield (Mini-Holland) infrastructure upgrades, expected to start in April 2016, will see an increase of heavy goods traffic on the borough's roads.

This Enfield Safer Freight and Fleet Action Plan is a condition for the release of BCP Safer Lorries and Vans funding. The below table outlines the Safer Lorries and Vans funding requested in Enfield's 2013 BCP bid and TfL's allocation. The proposed Action Plan is included at the end of this document.

Year	2014/15	2015/16	2016/17	Total
BCP Funding requested	£ 12,000	£ 12,000	£ 15,000	£ 39,000
BCP Funding allocated	£ 12,000	£12,000 each for 2015/16 and 2016/17 to be approved pending agreement of Freight Action Plan & deliverables in 2014/15-2015/16		

The Safer Lorry Scheme, one of the actions under the *Cycle Safety Action Plan*, will be introduced across Greater London on 1 September 2015 and require vehicles of more than 3.5 tonnes to be fitted with appropriate sideguards to protect cyclists from being dragged under the wheels in the event of a collision, along with extended view mirrors giving the driver a better view of cyclists and pedestrians around their vehicle. These requirements have been a prerequisite for the FORS Bronze award since early 2014. Enfield currently holds Bronze FORS accreditation and this is due for renewal on 14 September 2015.

Safer Urban Driving Training

Enfield Council has delivered Safe Urban Driver training courses open to our own fleet drivers since March 2013. Our BCP bid committed us to scaling this up, so that

training is offered to all of our drivers plus our contractors, their subcontractors and other fleet operators based in Enfield as well as drivers passing through the borough.

We are working in partnership with Cycle Confident to deliver the training and the training was to be promoted directly to HGV operators in the Borough through the Enfield Chamber of Commerce and also advertised through the local business press and newspapers, after first approaching drivers working on Council business e.g. employees, contractors and subcontractors.

The below table outlines the Safer Urban Driving Training funding requested in Enfield's 2013 BCP bid, TfL's allocation and the LIP funding dedicated. The 2014/15 financial year BCP allocation of £9,000 was matched with £8,000 of LIP funding earmarked for safer freight and fleet projects.

Year	2014/15	2015/16	2016/17	Total
BCP Funding requested	£ 9,000	£ 9,000	£ 11,000	£ 29,000
BCP Funding allocated	£ 9,000	£ 5,000 approved as a result of delivery performance in 2014/15	Year 2 only approved. Future years will be released against Year 2 KPI	Up to £25,000
LIP Funding allocated	£ 8,000	n/a	n/a	n/a

It was predicted that 285 people would be Safer Urban Driving trained every year, assuming an average of 18 drivers trained over 16 to 17 courses. The final figure for 2014/15 was 68 drivers trained (in five courses). This was due partly to repeated difficulties we had getting buy-in for these courses due to internal restructuring, especially with redundancies in Fleet Management, but also with two part time staff members recruited in late 2014 frequently being pulled into Cycle Enfield (Mini-Holland) work, requiring some flexibility regarding the existing LIP and BCP work programme.

It is proposed that Safer Urban Driving Training be heavily promoted to Enfield based operators in 2015/16, with internal drivers (approximately 100 remaining), contractors and subcontractors as the first priority, followed by the rest of Enfield including Health Trusts, like the Royal Free London NHS Foundation Trust for Chase Farm Hospital, and other public sector employers, then operators based around the borough's periphery such as Broxbourne in 2016/17. To ensure the Cycle Enfield programme's long-term benefits, Safer Urban Driving training could be extended beyond the BCP funding horizon and incorporated into Enfield's mainstream cycling support.

Enfield Safer Freight and Fleet Action Plan to March 2017

Action	Expected completion date	Responsibility	Comments
Safer Lorries and Vans			
Assess our own fleet to ensure that relevant safety devices (includes side guards and close proximity mirrors) are fitted where practicable	September 2015	Fleet Management	As of 31 August 2015 all of the Council's vehicles that were covered by the Safer Lorry Scheme have been fitted with the additional mirrors and side guards as required by these regulations.
Reapply for FORS Bronze standard (= LBE is compliant fleet operator following best practice)	October 2015	Fleet Management	The Council's fleet department will this year reapply for bronze status under the FORS scheme.
Promote awareness of the upcoming Safer Lorry Scheme to local fleet operators.	January 2016	Sustainable Travel	Goal: ensure HGVs driving in Enfield and neighbouring boroughs have side guards and extended view mirrors fitted, to help better protect cyclists and pedestrians.
Deliver pop-up cycle safety events in the Borough.	February 2016	Sustainable Travel	Including Exchanging Places, in collaboration with the Metropolitan Police Service.
Integrate Work Related Road Risk (WRRR) into LBE procurement procedures	June 2016	Sustainable Travel, Procurement	Review our procurement approach so that contractors and their subcontractors operating large vehicles meet recommended HGV safety standards - install specific vehicle blind spot reduction measures, sign up to FORS and undergo driver training.
Achieve FORS Silver standard (= LBE actively commits to improving safety, environmental impact and efficiency through	September 2016	Fleet Management	Pre-requisite: Road safety requirements for all operators included in LBE's TfL contracts

range of initiatives)			
Introduce Construction Logistics and Cyclist Safety (CLOCS) standard guidance through the LBE planning process	June 2017	Sustainable Travel, Planning	Review of S106 agreements so that they specify construction traffic must meet recommended standards. Introduce construction logistics plans.
Achieve FORS Gold standard (= LBE provides evidence of improvements in safety, environmental impact and efficiency)	September 2017	Fleet Management	
Promote FORS to other operators based or operating in Enfield	Ongoing	Sustainable Travel	
Safer Urban Driver Training			
Deliver Safer Urban Driver Training for drivers operating in Enfield (in partnership with Cycle Confident)	BCP funding to March 2017 (option to extend and mainstream to ensure Cycle Enfield long-term benefits)	Sustainable Travel	Train remaining drivers working on Council business (approx. 100 employees, contractors and sub-contractors) by March 2016, then new drivers within six months of joining Council, ongoing. Promote training directly to HGV operators in Enfield through Chamber of Commerce, also advertising through local business press and newspapers.

