



# **Sustainable Transport Strategy 2006 – 2016**

Islington's Local Implementation Plan

## Appendix H: Islington Motorcycle and Scooter Action Plan



# Appendix H

## Islington Motorcycle and Scooter Action Plan

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## 1.0 Introduction

- 1.1 The purpose of this Motorcycle and Scooter Action Plan is to provide a comprehensive listing of all measures within this strategy that are being undertaken to facilitate safe motorcycle and scooter use in Islington. Specifically, this action plan aims to
- treat motorcycles and scooters as general motor vehicles, neither promoting nor discouraging increased use
  - decrease the number of motorcycle and scooter casualties in the borough
  - improve motorcycle and scooter safety without encouraging current public transport users, cyclists and pedestrians to transfer to motorcycles and scooters
  - reduce theft involving motorcycles and scooters
  - support electric scooters (and cleaner fuel vehicles generally) as they are quieter, less polluting, and generally operate at safer speeds for dense urban areas
- 1.2 There are over 1.5 million motorcycles and scooters currently in use in the UK (Transport Statistics Bulletin, 2004). 161,000 motorcycles were registered for the first time in 2003, fewer than in the five previous years. Scooters and sports motorcycles are the most popular types of new motorcycles. Just one percent of trips in Islington were made using motorcycles and scooters in 2001 (TfL 2001), but commuting by motorcycle and scooter has increased significantly in recent years. During the first six months of the Central London congestion charging scheme, motorcycle activity in central London rose by 20% (Transport for London 2004).
- 1.3 The Mayor of London's Transport Strategy does not provide clear direction as to whether use of motorcycles and scooters should be promoted. In addition, very little research has been carried out to determine the advantages and disadvantages of this mode of transport. This action plan contains a detailed examination of existing research on the impacts of motorcycles and scooters in the following topic areas:
- road safety
  - parking and security
  - motorcycle and scooter use of bus lanes
  - motorcycle and scooter use of advanced cycle stop lanes
  - emissions
  - noise pollution
  - traffic congestion
- 1.4 Generally, motorcycles and scooters are more fuel-efficient than full-sized cars and vans, and require less parking space. However, motorcycles and scooters do not necessarily perform much better than cars and vans in terms of emissions, noise and traffic congestion. The council also does not consider motorcycles and scooters to be a sustainable form of transport like walking, cycling and public transport. This is why motorcycles and scooters are included just above 'other road users' such as conventional cars and vans in the council's road user hierarchy (policy E1). The only exception to this is electric scooters, which are a form of 'cleaner-fuel vehicle', one level higher than motorcycles and scooters. The council's road user hierarchy gives priority in the following order:

1. pedestrians and people with mobility and sensory difficulties
2. cyclists
3. users of public transport
4. taxis and delivery vehicles
5. users of cleaner-fuel vehicles
- 6. users of motorcycles and scooters**
7. other road users

1.5 While the council supports residents and businesses switching from conventional cars and vans to smaller motorcycles and scooters, the main focus of this Sustainable Transport Strategy is to encourage further take-up of walking, cycling and public transport over private vehicle commuting. As nearly three-quarters of all trips in Islington are made by sustainable forms of transport, the council must be careful not to encourage current users of sustainable modes to switch to motorcycles and scooters.

1.6 Islington Council's Unitary Development Plan (UDP), Air Quality Action Plan (AQAP) and past transport policies have treated motorcycles and scooters as general motor vehicles. The publication of the Sustainable Transport Strategy provides an opportunity to clarify the council's position. In short, the council will work to reduce accidents involving motorcycles and scooters and to reduce motorcycle and scooter theft.

1.7 The action plan begins with a summary of the Sustainable Transport Strategy of which it is a part. Background issues and motorcycling-related national London-wide and local policies are then outlined. The most relevant policies and proposals from chapters 3 and 4 are then presented.

## 2.0 **Islington Council's Sustainable Transport Strategy**

2.1 The Sustainable Transport Strategy for Islington has been written to

- communicate Islington Council's transport strategy for the next ten years to Islington's residents, businesses, partners and other stakeholders
- contribute towards the council's new planning policy, the Local Development Framework (LDF), which is being developed alongside the transport strategy and will replace the existing Unitary Development Plan (UDP) over the next two years
- consolidate all existing transport strategies for Islington, including the 1999 'Making the Connections: Islington's Sustainable Transport Strategy' and the 2001 'Interim Local Implementation Plan' (ILIP)
- be used as a strategic tool by council officers to assist longer-term programming and co-ordination of transport improvements
- fulfil the Mayor of London's requirement for all London local authorities to develop a 'local implementation plan' (LIP) showing how they will help to implement the Mayor's Transport Strategy (MTS) for London over the next three years

2.2 The strategy's vision is derived from Islington Council's overall 'One Islington' vision, which is to make Islington

- a greener place to live
- a place where people of all backgrounds are able to realise their full potential

- a borough of safe, empowered communities
- 2.3 Building on the One Islington vision, the objectives of this Sustainable Transport Strategy are to make Islington's transport environment
- Safe
  - Accessible
  - Green
  - Efficient
  - Secure
  - Attractive
- 2.4 The strategy is a comprehensive compilation of transport information, containing
- Islington's socio-economic/demographic and transport contexts (chapters 1 and 2)
  - strategic transport policies (chapter 3)
  - proposals for specific transport topic areas (chapter 4)
  - the funding implications of the strategy (chapter 5)
  - a 'core capacity statement' summarising the council's capacity to deliver the proposed programme (chapter 6)
  - targets and performance indicators that will be used to monitor implementation of the strategy (chapter 7)
  - and a number of additional chapters and appendices to present further detail and to assist specific individuals and groups to find the information most likely to be of interest to them
- 2.5 Readers seeking more detail or further background on the issues and measures discussed in this Motorcycle and Scooter Action Plan should read this document in conjunction with the broader Sustainable Transport Strategy.

### 3.0 **The issues**

#### **Road safety**

- 3.1 Motorcyclists represent a large proportion of road casualties in relation to their numbers. Although they make up less than 1% of road traffic, they make up 16 per cent of deaths and serious injuries nationwide (Department for Transport, 2004). The relative risk of a motorcycle rider being killed or seriously injured per kilometre travelled was almost 50 times higher in 2003 than for car drivers. There were 6,469 motorcycle and scooter user casualties recorded across London in 2003, an average of 17.7 per day, with a subsequent cost to the community of approximately £1.2 million per day (TfL Street Management, 2004).
- 3.2 Motorcycles and scooters are in wider use in London since the introduction of the central London congestion charge scheme, from which they are exempt. This initially resulted in an increase in motorcycle and scooter casualties throughout London and in Islington. However, despite a significant increase in use, there were 32 people killed or seriously injured while using a motorcycle or scooter in Islington in 2004, with an additional two passengers killed or seriously injured. This is not significantly higher than the yearly average between 1994 and 1998, which was 32 people killed or seriously injured. As with cyclists, it is possible that the increased use of motorcycles and scooters in recent years is actually making their use safer, as suggested by a recent analysis of TfL casualty statistics for motorcycles and scooters (Livett, 2005). But more must be done to make it even safer to use a motorcycle or scooter in Islington.
- 3.3 Accidents involving motorcycles and scooters are more often caused by the other road user than by the motorcycle or scooter user. In multi-vehicle collisions, the motorcycle or scooter user is primarily to blame in only 21.9% of incidents resulting in death or serious injury, whereas a car driver is at fault in 56.9% of collisions (Motorcycle Action Group, 2005). In improving road safety for motorcycle and scooter users, the council must focus on discouraging driver behaviour that causes casualties while also educating the more vulnerable road users to help them avoid collisions.
- 3.4 The London Road Safety Plan calls for improved safety for motorcycle and scooter users through training, awareness campaigns and engineering measures (TfL Street Management, 2001). The council takes part in campaigns to actively promote safer motorcycle and scooter use, paying particular attention to educating younger riders, a most vulnerable user group (TRL, 2001). For example, the council is participating in a safer moped use campaign aimed at 15-19 year-old scooter riders to undertake more training, wear protective clothing and ride with a safe attitude towards speed, amongst other things.
- 3.5 Another source of worry to motorcyclists is the spillage of materials on the carriageway, especially diesel fuel, which makes the road as slippery as if it were covered in black ice. Part of the problem with diesel spillage is caused by the practice of over-filling tanks, which then causes diesel to spill when turning corners. And unlike black ice, which only occurs in extremely cold weather, diesel spills can occur anytime without any warning. The council

therefore supports the Motorcycle Action Group's 'Kill Spills' campaign, and will seek opportunities to encourage safe practices by operators of diesel vehicles.

- 3.6 Regarding engineering solutions, simple steps such as not placing steel manhole covers where motorcyclists are likely to be cornering sharply can increase safety. To ensure motorcycle and scooter users are not subject to dangers such as these, the Institution of Highway Incorporated Engineers (IHIE) has prepared guidelines to inform councils how best to engineer for motorcycle and scooter safety (AGM, 2004). The council will take the IHIE Guidelines for Motorcycling into consideration and future schemes will be audited to ensure that good outcomes are achieved for motorcycle and scooter users.

### **Parking and security**

- 3.7 Many motorcycle and scooter users are concerned about the lack of secure parking facilities and equipment storage points, which makes the theft of motorcycles and scooters easier. Like bicycles, motorcycles and scooters can be lifted into another vehicle if not secured to a fixed object. The lack of dedicated space and secure motorcycle parking, particularly in inner-London, is a clear discouragement to motorcycle use. Motorcycles and scooters take up much less space than cars and can therefore be accommodated relatively easily in both new and existing car parks.
- 3.8 Parking on footways is prohibited for any motor vehicle throughout London. The council supports enforcement of this regulation in order to ensure the safe and free movement of all users of the highway.
- 3.9 Motorcycle and scooter theft is not only a serious concern for the owners of these vehicles, but also for local residents and the general public due to the frequent anti-social and dangerous use of stolen motorcycles and scooters. The most significant issues are noise and misuse of pedestrian and cycle facilities.

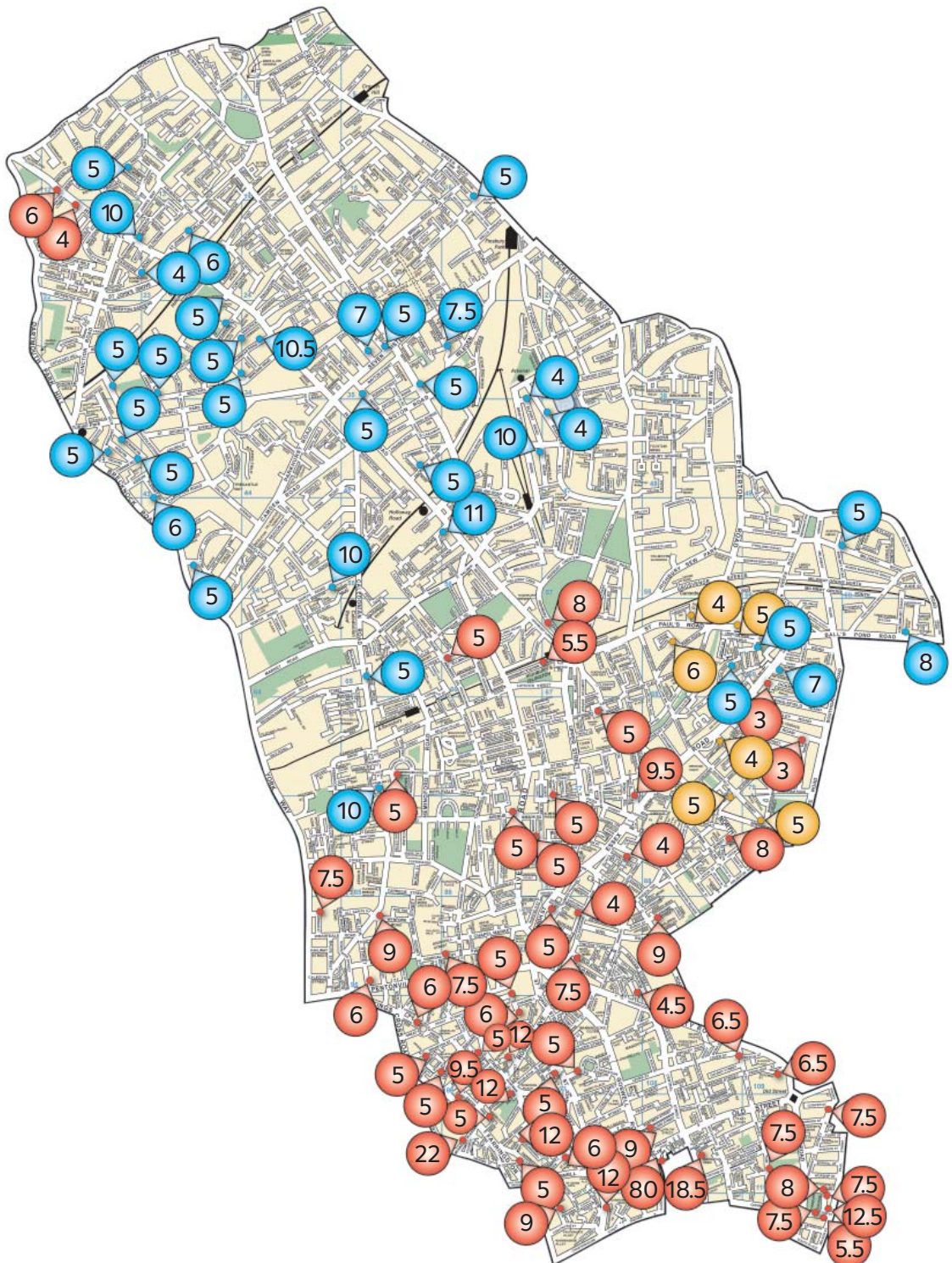
Figure H.1

Scale 1:35,000



## Motorcycle Parking in Islington

- Motorcycle parking place
- Motorcycle parking place with holdfasts (single motorcycle retractable ground anchors)
- Motorcycle parking place with secure motorcycle stands
- 5 Length of parking space (in metres)



- 3.10 The Transport Act 2000 gave local authorities powers to install secure parking devices on streets and in car parks. Previously there had been concerns that such devices could have constituted unlawful obstructions on the highway. Local authorities now have clear powers to provide secure parking for motorcycles and scooters, thereby helping to reduce the level of theft. Proper secure parking reduces police time on dealing with motorcycle and scooter theft, and the subsequent road safety issues. The council has piloted secure stands in the borough and is now rolling them out as funding allows.
- 3.11 Figure H.1 shows the locations of all motorcycle and scooter parking in the borough. The council's website ([www.islington.gov.uk](http://www.islington.gov.uk)) also provides an up-to-date listing of all streets in the borough with motorcycle parking bays.

### **Motorcycle and scooter use of bus lanes**

- 3.12 It is currently illegal for motorcycles and scooters to use bus lanes, with the exception of a small number of locations where pilots are being carried out.
- 3.13 Motorcycling organisations have argued that if they were allowed to use bus lanes, the safety of both motorcyclists and other road users, especially pedestrians, would be improved. However, cyclist and pedestrian groups as well as bus operators do not share this view. Cyclist groups suggest the presence of motorcycles and scooters in bus lanes would serve to discourage cycling, as their high speeds, high levels of noise and sometimes high levels of air pollution, would force cyclists out of bus lanes. By giving motorcycles and scooters access to bus lanes the current number of motorcycles and scooters using bus lanes would soar, which could in turn further discourage cycling. Bus operators are concerned about a high number of motorcycles and scooters in bus lanes disrupting services, while pedestrian groups are concerned about the vulnerability of pedestrians to motorcycles and scooters in bus lanes moving at higher speeds than stationary general traffic.
- 3.14 Transport for London released a report in November 2004 entitled 'Powered Two-Wheelers in Bus Lanes: Progress on experiments', which measured the effects of allowing motorcycles and scooters into bus lanes in three trial sites in London. The report concluded that further consideration of casualty data was needed in order to make a more robust assessment of the impacts of the trials. The report has examined casualty data for a period of 18-months both 'before' and 'after' the trials were introduced, and it has been decided to continue the trials for a further 18 months to enable 36 months of casualty data to be collected. The results of this extended study should be available soon.
- 3.15 This Sustainable Transport Strategy establishes policies to 'increase cycling by making Islington's streets more "cycling-friendly"' (policy G10), and places cyclists higher than users of motorcycles and scooters in the council's road user hierarchy (policy E1). Thus, the council does not currently support moves to allow motorcycles and scooters to use bus lanes in Islington. However, this position will be reviewed once further research is conducted, if the results of the pilot are favourable in terms of overall road safety for all road users and in terms of reducing car use.

### **Motorcycle and scooter use of advanced stop lines**

- 3.16 ASLs allow for a safe area for cyclists at signal junctions. They provide a 'safe haven', particularly for cyclists making right-hand turns, and place cyclists ahead of the exhaust fumes from idling vehicles. Motorcycle and scooter users also wish to make use of the ASLs as they offer increased safety. However, there is much concern in the cycling community about sharing advance stop lines (ASLs) with motorcycles and scooters. Cycling representatives have argued 'the shared use of ASLs is detracting from the purpose for which they were intended', including encouraging more people to cycle by making it more convenient and safe to navigate a signalised junction (AGM 2004).
- 3.17 Department for Transport has undertaken research to look at the effects of allowing motorcyclists to use ASLs in a number of trial sites. The trial was incomplete as it covered only a limited range of sites, and there are a number of design issues regarding the shared use of ASLs. The Advisory Group on Motorcycling has called for further research in this area.
- 3.18 At the moment, the council will not encourage motorcycle and scooter use of Advanced Stop Lines (ASLs) as this may discourage cycling. However, this position will be reviewed if further research shows that allowing motorcycles and scooters to use ASLs would improve overall road safety for all road users and would help to reduce car use. The council is currently looking into the feasibility of carrying out its own pilot. In the meantime, the council will raise awareness of appropriate use of ASLs and will encourage increased enforcement of ASLs by the police.

### Emissions

- 3.19 The **Mayor's Air Quality Strategy** (4D.72) states that motorcycle emissions do not impact heavily on overall air quality because there are relatively few motorcycles in use:

*'Motorcycles make a very low overall contribution to road traffic pollution because of the relatively low numbers in operation in London. They currently contribute 0.1 per cent of NO<sub>x</sub> emissions and 0.6 per cent of PM<sub>10</sub> emissions occurring in Greater London, for 2.1 per cent of the vehicle kilometres travelled. However, motorcycles tend to be more prevalent in central London, and therefore have a greater impact – 0.2 per cent of NO<sub>x</sub> emissions and 1.4 per cent for PM<sub>10</sub>, for 5.4 per cent of the vehicle kilometres travelled. This contribution would increase if the proportion of motorcycles increases.'*

- 3.20 Consequently, motorcycles and scooter emissions have been disregarded in recent years due to their less significant contribution to the total volume of traffic (Vasic and Weilenmann, 2006, p. 149). The Mayor's Air Quality Strategy also points out that individually, motorcycles do not necessarily perform better than cars in terms of emissions:

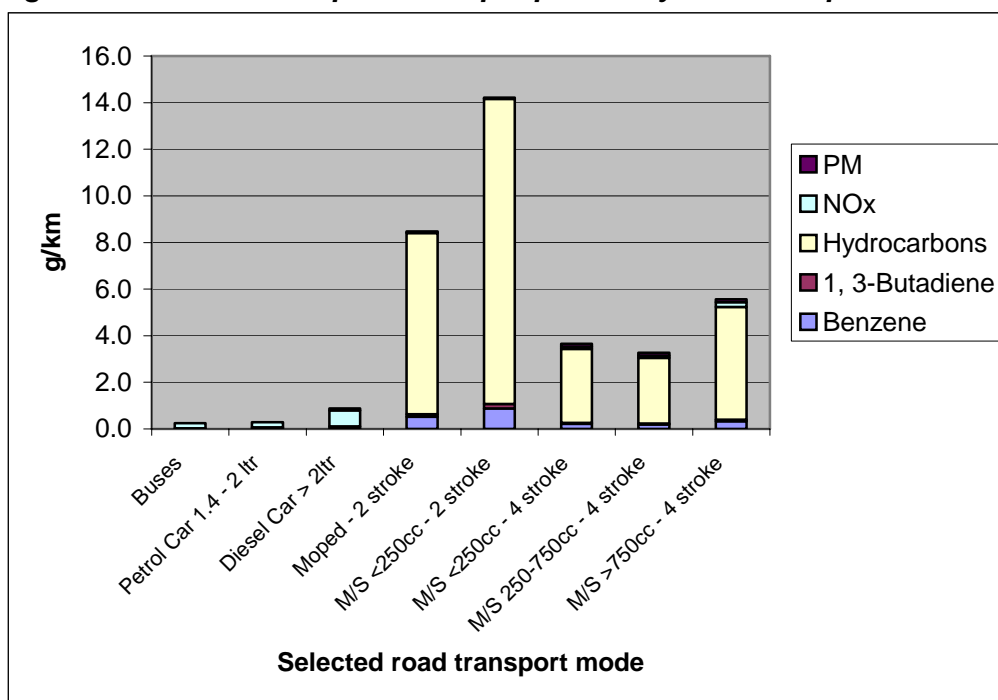
*'It is often assumed that encouraging motorcycles is good for air quality because they use less fuel, are generally less constrained by congestion and spend less time covering the same distance than a car. This is not necessarily so as regulation of motorcycle emissions lags behind that for cars and, therefore, motorcycles*

*are often more polluting than cars for the same distance travelled.*  
 (Mayor of London, 2004, p. 147)

3.21 This statement suggests that increased motorcycle and scooter use may in fact have an increased negative environmental effect. This position is supported by comparing emissions per passenger for motorised transport.

3.22 Figures H.2 and H.3, generated from the Netcen vehicle emission factor database illustrate motorcycles and scooters are not as environmentally friendly as travelling by bus for all types of pollutants (Netcen, 2003). In terms of hydrocarbons, motorcycles and scooters emit a large proportion compared to buses and petrol and diesel cars. According to one recent study, ‘the yearly hydrocarbon emission of the average two-wheeler in urban traffic is up to 49 times that of the average car’ (Vasic and Weilenman, 2006, p. 153). Hydrocarbons contribute to the greenhouse effect, and exposure to ground-level hydrocarbons can cause health problems such as difficulty breathing, lung damage and reduced cardiovascular functioning (US Environmental Protection Agency, 2005).

**Figure H.2: Selected air pollutants per person by road transport mode**

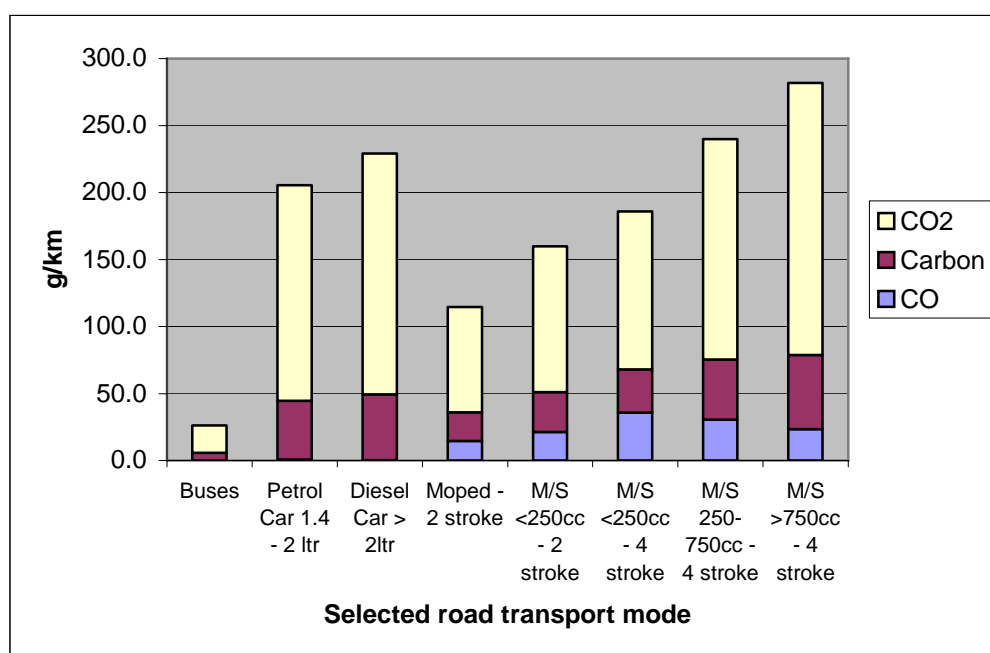


Source: Netcen vehicle emission factor database v02.8, January 2003

M/S = Motorcycle/Scooter

3.23 In terms of carbon emissions, motorcycles and scooters generally consume less fuel and emit less CO<sub>2</sub> than cars (Vasic and Weilenman, 2006, p. 153).

**Figure H.3: Carbon emissions person by road transport mode**



Source: Netcen vehicle emission factor database v02.8, January 2003

M/S = Motorcycle/Scooter

NB. CO<sub>2</sub> refers to 'ultimate CO<sub>2</sub>', referring to all the carbon in the fuel emitted at the tailpipe as CO<sub>2</sub>, CO, unburned hydrocarbons and particulate matter, which ultimately have the potential in forming CO<sub>2</sub>.

3.24 The Government's Motorcycling Strategy suggests that motorcycles and scooters generally perform better than conventional cars in terms of emissions:

*'On average, the emissions performance of motorcycles compares favourably with that of cars, although on an individual basis this assessment is dependent on the pollutant under consideration, the type of motorcycle and the way it is ridden. However, the total level of urban emissions from motorcycles is minimal compared to other traffic sources. In 2003 NO<sub>x</sub> emissions from motorcycles were estimated to be 0.97 kilotonnes (kT) compared to a total of 450.35 kT from road transport; for HC motorcycle emissions were 12.73 kT against a total of 275.63 kT from road transport. Our priority will be to focus on the more significant sources, whilst looking to the motorcycling industry to further refine engine and emissions performance for motorcycles.'*

3.25 However, even if there are relatively few motorcycles and scooters in use, their impact on traffic emissions cannot be overlooked. Vasic and Weilenmann (2006, p.149) have concluded that "overall, the relevance of emissions from powered two-wheelers is not negligible when compared with modern gasoline-powered passenger cars." Motorcycle and scooter emissions will become even more significant if their use increases and if each individual two-wheeler still on the road does not become less polluting over time.

- 3.26 Emission standards for motorcycles and scooters are relatively recent, and only apply to new vehicles and model types. EU Directive 97/24/EC established the first emission standards for motorcycles and mopeds, as well as tricycles and quadricycles, which came into effect in 1999. In March 2002, EU ministers took additional steps to agree a new set of emission limits under a proposed new directive (2002/24). This directive raised the existing standards in two stages, one which came into effect in 2003 requiring better engine efficiency and exhaust treatment, and the other coming into effect in 2006 to bring motorcycle emissions up to the current Euro Standards that apply to new cars. These limits are shown in table H.1.

**Table H.1: Summary of motorcycle and scooter emission limits**

Date	Engine size	Emission limits (g/km)		
		CO	HC	NO <sub>x</sub>
Limits effective from 1999 <sup>A</sup>	Two-stroke	8.0	8.0	0.1
	Four stroke	13.0	3.0	0.3
Limits effective from 2003 <sup>B</sup>	<150cc (class I)	5.5	1.2	0.3
	>150cc (class II)	5.5	1.0	0.3
Limits effective from 2006 <sup>B</sup>	<150cc (class I)	2.0	0.8	0.15
	>150cc (class II)	2.0	0.3	0.15

<sup>A</sup> Directive 97/24/EC

<sup>B</sup> proposed EU Directive, emissions limits agreed by the Council of Ministers on 8 March 2002 (EC Directive 2002/24)

Source: The Mayor's Ambient Noise Strategy, March 2004

- 3.27 It is welcomed that the introduction of new emission limits in 2006 is expected to decrease motorcycle and scooter emissions (Vasic and Weilenman, 2006, p. 154).

### Noise pollution

- 3.28 Motorcycles and scooters are often perceived as being noisier than cars, and the sounds they make tend to be distinctive and therefore more noticeable, even when not necessarily very loud. Motorcycles and scooters can cause annoyance out of proportion to their numbers when the correct silencing equipment is not fitted, is removed or tampered with after purchase, or when machines are poorly maintained or ridden at excessive speeds. One noisy machine can influence the public perception of all motorcycles and scooters.
- 3.29 **The Mayor's Ambient Noise Strategy** states that modern motorcycles that meet standards within the EU Directive (97/24/EC) are much quieter than older models when used responsibly. Standard noise test limits have been significantly reduced since the 1970s. Chapter 9 of the Directive establishes the following noise limits for new motorcycles from June 1999:
- Mopeds – 71 dB
  - Up to and including 80cc engine size – 75 dB
  - Between 80 and 174cc – 77 dB
  - Above 175cc – 80 dB
- 3.30 However, as with the emission standards discussed above, these noise limits apply only to new motorcycles. Furthermore, enforcement against motorcycles and scooters that exceed noise limits is far from adequate.

According to the Mayor's Ambient Noise Strategy (Box 22), limited police resources mean that noise offences are low on the Metropolitan Police Service's list of priorities. This is illustrated by the fact that between 1 November 1999 and 30 June 2001, only 117 tickets were issued to drivers of any type of vehicle for having no silencer, failing to maintain a silencer, not stopping the engine when stationary, sounding the horn at night, sounding the horn when stationary, or causing unnecessary noise.

3.31 **Islington Council's UDP** does not contain any specific policies around motorcycle and scooter noise. However, relating to noise more generally, policy Env 17 states that 'when considering applications for new developments and changes of use, the council will seek to protect or enhance the amenities of the area. In particular:

- planning permission will not be granted to developments which cause unacceptable levels of noise, smell, smoke, air pollution, vibration, danger or other forms of disturbance or nuisance, either directly or as a result of the traffic generated by the scheme;
- planning applications for all new development, particularly residential uses, which will be exposed to an existing or potential noise source, should demonstrate how this situation will be taken into account to protect potential occupiers...'

3.32 Considering the noise concerns associated with motorcycle and scooter use as discussed earlier in this section, development applications that have the potential to increase motorcycle and scooter use (i.e. motorcycle and scooter commuter parking) will be reviewed in light of this UDP policy.

3.33 Based on the noise policy context, this Sustainable Transport Strategy establishes a policy that the council 'will endeavour to reduce transport-related noise generated in Islington' (policy G3). Taking into account the current national policy context and taking into account motorcycle and scooter design and levels of enforcement, the council will support initiatives that encourage motorcycle and scooter users to drive their machines in a quieter and smoother manner, and will support increased enforcement against users of vehicles that exceed the legal noise limits.

3.34 **Traffic congestion**

3.35 There are divergent views on the benefits and environmental consequences of increased motorcycle and scooter usage. Even fundamental questions such as the consequences of increased motorcycle and scooter usage on congestion are unresolved. The Department of Transport recognises the need for further research into this and other aspects of motorcycle and scooter transport, and conducted an initial study that found:

- 'There were benefits for those who switched from other modes to motorcycling, taking advantage of motorcycles' ability to by-pass queues and reduce journey times
- Where public transport use was relatively low, and transfers to motorcycle were therefore likely to have come mostly from cars, overall levels of congestion reduced
- Where public transport use is high, as in central London, most of the transfers are likely to come from public transport, leading to no overall reduction in congestion for traffic generally
- The overall environmental impact of a switch to motorcycle was

estimated to be minimal for any realistic level of transfer. This was due to motorcycles only making up a small part of the overall total. Any effects were therefore diluted by the effects of other traffic, and

- Without additional safety measures, a transfer to motorcycles would be likely to increase casualties.'

(Advisory Group on Motorcycling, 2004, p. 36)

3.36 The study found that further work would be needed to test the conclusions in a more robust manner.

3.37 Existing research therefore does not support the increased use of motorcycles and scooters in Islington or in central London generally on the grounds of reducing traffic congestion. Even if future research could show that a motorcycle or scooter caused significantly less congestion than a full-sized car, this would still not change the fact that the majority of new motorcycle and scooter users in London are likely to be current public transport users.

#### 4.0 **Advantages and disadvantages of motorcycles and scooters**

4.1 The issues discussed in the previous section have been summarised in table H.2.

**Table H.2: Advantages and disadvantages of motorcycle and scooter use**

Issue	Advantages of motorcycles and scooters	Disadvantages of motorcycles and scooters
<b>Road safety</b>	<ul style="list-style-type: none"> <li>increased use may lead to a decrease in motorcycle and scooter casualties</li> </ul>	<ul style="list-style-type: none"> <li>motorcyclists are at a much greater risk of death or serious injury than other road users</li> </ul>
<b>Parking and security</b>	<ul style="list-style-type: none"> <li>motorcycles and scooters occupy less parking space than cars or vans (approximately 6 per conventional car bay)</li> </ul>	<ul style="list-style-type: none"> <li>motorcycles and scooters are more prone to theft in unsecured bays</li> </ul>
<b>Motorcycle and scooter use of bus lanes / advanced stop lines</b>	<ul style="list-style-type: none"> <li>use of bus lanes / ASLs may improve safety for motorcycle and scooter users</li> </ul>	<ul style="list-style-type: none"> <li>may discourage cycling due to relatively high motorcycle and scooter speeds, noise and air pollution</li> <li>inconclusive evidence regarding usage</li> </ul>
<b>Emissions</b>	<ul style="list-style-type: none"> <li>some motorcycles and scooters are less polluting per person than conventional vehicles</li> <li>motorcycles and scooters are smaller than cars and therefore use fewer resources to construct them</li> </ul>	<ul style="list-style-type: none"> <li>motorcycles and scooters emit more pollutants per person than buses</li> <li>large engine capacity motorcycles are very polluting</li> </ul>
<b>Noise pollution</b>	<ul style="list-style-type: none"> <li>motorcycles and scooters that are designed according to current EU noise limits are much quieter than older motorcycles and scooters</li> </ul>	<ul style="list-style-type: none"> <li>noise limits apply only to new motorcycles and scooters</li> <li>there is virtually no enforcement of motorcycle and scooter noise</li> </ul>
<b>Traffic congestion</b>	<ul style="list-style-type: none"> <li>motorcycles and scooters contribute very little to traffic congestion in London</li> <li>motorcycle and scooter users benefit from the ability to bypass queues and reduce journey times</li> </ul>	<ul style="list-style-type: none"> <li>in cities like London where a significant proportion of travel is by public transport, transfer to motorcycles and scooters is likely to come from among existing public transport users</li> </ul>

## 5.0 Policy context

### National policy

- 5.1 **The Government’s Motorcycling Strategy** (February 2005) supports motorcycling as an important part of the transport mix, working together with the motorcycling community to address the needs of motorcyclists.

### London-wide policy

- 5.2 The relevant London wide policy documents developed by the Mayor of London are

- the Mayor’s Transport Strategy, July 2001
- the Mayor’s Air Quality Strategy, September 2002
- the Mayor’s Ambient Noise Strategy, March 2004
- London’s Road Safety Plan, November 2001

### The Unitary Development Plan’s objectives

- 5.3 Islington Council’s Unitary Development Plan (UDP) and past transport policies have treated motorcycles and scooters as general motor vehicles, neither promoting nor discouraging increased use.

### Sustainable Transport Strategy policies

- 5.4 Based on the policy context, issues and data presented above, and throughout this Sustainable Transport Strategy, the following policies relevant to motorcycles and scooters were established in chapter 3:

- SA1 Casualty reduction:** We will design council traffic schemes to ensure that the safety of all road users, particularly vulnerable road users, is paramount
- SA2 Speed reduction:** We will continue to explore and implement measures to reduce driving at dangerous speeds, especially in residential, shopping and school areas
- SA3 Traffic reduction:** We will make Islington’s roads safer and less congested by reducing non-essential motor vehicle journeys, especially in residential, shopping and school areas
- SA5 Road safety education:** We will continue to raise awareness of road dangers and promote safer behaviour, especially to protect vulnerable road users
- G1 Greener driving:** We will seek to reduce the impact of motor vehicle travel by promoting greener vehicles, fuels and driving styles, and by improving the environmental performance of the council’s own vehicle fleet
- G2 Greener commuting:** We will seek to reduce motor vehicle commuting into the borough where alternatives exist
- G3 Quieter streets:** We will endeavour to reduce transport-related noise generated in Islington
- G4 Cleaner air:** We will work to improve air quality by reducing transport-related air pollution generated in Islington
- E1 Road user prioritisation:** We will balance competing demands for Islington’s limited space to ensure the safe and efficient movement of people and goods, giving priority to road users in the following order:

1. pedestrians and people with mobility and sensory difficulties
2. cyclists
3. users of public transport
4. taxis and delivery vehicles
5. users of cleaner-fuel vehicles
6. users of motorcycles and scooters
7. other road users

**E11 Fair and effective parking enforcement:** We will ensure that parking regulations are firmly and fairly enforced

## 6.0 Sustainable Transport Strategy performance measures

6.1 Islington's STS establishes a performance measure in chapter 7 to decrease the number of people killed or seriously injured while operating motorcycles and scooters in Islington. 34 people were killed or seriously injured in 2004 while operating motorcycles or scooters, and this strategy sets a target to decrease this number to below 19 by 2010.

## 7.0 Sustainable Transport Strategy proposals

7.1 To facilitate safer and more sustainable use of motorcycles and scooters in Islington, the council will deliver the following proposals and programmes as part of the Sustainable Transport Strategy.

### **Proposal MS1 – Motorcycle and scooter parking**

**To provide secure parking for motorcycles and scooters where appropriate, particularly in residential areas, to help reduce theft and anti-social use**

7.2 Motorcycles and scooters represent a private form of transport like full-sized cars, and do not provide the wide range of community benefits that result from increased walking, cycling and use of public transport. For this reason the council neither promotes nor discourages increased use of motorcycles and scooters.

7.3 However, the council does seek to make it safer to use a motorcycle or scooter in Islington, and also seeks to reduce theft of these vehicles. In addition, one parking space for a full-sized car can provide enough space for 3-5 motorcycles or scooters, which means that each resident who trades in their car for a two-wheeler will help to relieve Islington's parking pressures.

7.4 The council endeavours to provide additional motorcycle and scooter parking within controlled parking zones (CPZs) when new zones are introduced or existing zones are reviewed, where sufficient demand can be demonstrated. If consultation reveals that motorcycle and scooter parking in the zone is inadequate to satisfy demand from residents, businesses and short-term visitors, then suitable locations for additional motorcycle and scooter parking will be sought.

7.5 Secure parking provision for motorcycles and scooters is important. The council is currently experimenting with security fixtures within new motorcycle

parking areas. These enable bikes to be chained and offer a greater degree of security. Initial reactions have been favourable. Subject to funding, this facility may be extended.

- 7.6 In addition to investigating more secure motorcycle and scooter parking facilities, the council is also working with the police to reduce motorcycle and scooter theft, and to reduce the anti-social use of motorcycles and scooters that often coincides with theft. The most common forms of anti-social behaviour are excessive noise in residential areas and abuse of pedestrian and cycle facilities. Approaches that have been adopted to address anti-social use of motorcycles and scooters include physical engineering measures, awareness-raising and enforcement activities.
- 7.7 The council is currently investigating a new design for ‘kissing gates’ to try to prevent or slow down motorcycle and scooter access. It is hoped that a new design could be found that hinders the movement of pedestrians, users of wheelchairs and mobility scooters, and cyclists, less than the current design.
- 7.8 To improve motorcycle and scooter parking in Islington, the council will:
- Develop a programme outside of the CPZ programme of assessing demand, and consider installation of more secure bays, starting in areas of high demand. The council does not intend to increase commuter parking provision, but does seek to facilitate a switch from full-sized cars to motorcycles and scooters. Consultation will be needed, as well as careful assessment of design, surveys of forecast usage and on-going monitoring.
  - Extend secure parking to other locations in a rolling programme (subject to available funding), prioritising high-crime areas.
  - Continue to explore user-friendly and technically feasible solutions to charging motorcycle and scooter users for short-term visitor parking, such as ‘multi-bay’ meters that don’t require a ticket to be displayed, or the issue of receipts from pay-and-display machines.
  - Consider Business Permits for motorcycles and scooters.
- 7.9 The council will not actively work to increase motorcycle and scooter parking for new developments, as it is the council’s policy to reduce all types of motor vehicle use by using the planning process to reduce parking provision for new developments. Residents of car-free housing developments will not be eligible for residential parking permits, either for full-sized cars or for motorcycles and scooters.

Parking issues are addressed in more detail in the Parking Policy Statement, appendix E.

Motorcycle and scooter parking will be partially funded as part of Controlled Parking Zones. See appendix A for the specific schemes that will make up that programme over the next ten years, including costings. The programme is also summarised in a ‘Form 1’ provided in appendix B.

### **Proposal MS2 – Promoting electric scooters**

**To actively encourage the take up of electric scooters**

7.10 The council is concerned about the potential air pollution, noise and traffic congestion impacts of encouraging increased use of motorcycles and scooters. The exception is electric scooters, which are quiet, non-polluting, and run at safe speeds for dense urban areas. Through the council's travel awareness and travel plan promotion programmes, the council will encourage residents and businesses to replace existing fleet vehicles with electric scooters. As part of the council's Green Travel Plan, a number of electric scooters have been purchased for use in the delivery of council services.

7.11 However, walking, cycling and public transport provide even greater benefits in terms of pollution, noise, health and other community impacts and will therefore continue to be the main focus of the council's travel demand management activities.

## 8.0 **Benefits of other Sustainable Transport Strategy proposals**

8.1 The Sustainable Transport Strategy contains various other proposals in chapter 4 that will help to facilitate safe motorcycle and scooter use in Islington. These proposals and their contribution to motorcycle and scooter use are summarised below. The detailed schemes for each proposal are outlined in appendix A of the Sustainable Transport Strategy.

### **Local safety schemes**

8.2 The objective of the local safety scheme programme is to monitor and investigate accident patterns in the borough and to deliver physical engineering measures to improve the safety of all road users in specific high-risk locations. Motorcycle and scooter users are vulnerable road users and represent a higher proportion of road traffic casualty victims when compared to the proportion of trips that are made by motorcycle or scooter in the borough. The council will therefore consider local safety schemes to address locations that pose dangers specifically for motorcycle and scooter users.

### **Road safety education and training**

8.3 The council aims to provide road safety education to all members of the community, with a focus on higher-risk groups such as children, and parts of the borough where road traffic casualties are more frequent. On top of physical engineering measures, 'soft' measures such as awareness-raising and training programmes are essential to help reduce the number of motorcycle and scooter users injured and killed in road traffic accidents.

8.4 There is a specific and immediate need to extend this programme to target users of motorcycles and scooters, to help reduce the disproportionate number of casualties suffered by these vulnerable road users. The council will look to promote BikeSafe, a nationwide initiative run by police forces who work with motorcyclists to help to lower the number of motorcycle rider casualties by promoting safer riding and helping motorcyclists to increase their ability and confidence.

## 9.0 **Conclusion**

- 9.1 The council recognises that motorcycles and scooters make efficient use of parking space in dense areas and may provide a less expensive alternative to cars for people on low incomes. This action plan has set out the measures Islington Council will take to improve the safety of motorcycle and scooter users and to provide secure parking for motorcycles and scooters.
- 9.2 However, Islington as a central London borough is well served by public transport, and many trips can also be made by bicycle or on foot. These are even less expensive and more environmentally-friendly alternatives to cars, motorcycles and scooters. Based on the available evidence on the advantages and disadvantages of motorcycle and scooter use as presented in this action plan, the council will not actively encourage more people to use motorcycles and scooters. The council will review this position as a number of further studies are completed.

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