Improving Bicyclist and Pedestrian Safety Using Truck Side Guards

Alexander Epstein

VOLPE National Transportation Systems Center

Kris Carter City of Boston

Monday, June 12, 2017



Credit: Kris Carter, City of Boston

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Improving Bicyclist & Pedestrian Safety Using Truck Side Guards





Presentation outline

- Introduction
- Technical Considerations
- Implementation Considerations

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Volpe, The National Transportation Systems Center

Unique agency within U.S. DOT

- 100% fee-for-service
- All modes of transportation
- Cross-disciplinary
- 570 federal staff,400 onsite contractors
- Based in Cambridge, MA



Presentation outline

- Introduction
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- Implementation Considerations

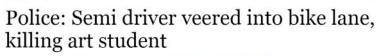


Bicyclist killed in crash on Commonwealth Ave. in Allston; fifth biker killed in Boston this year













Large truck safety context

Large truck design presents inherent challenges for vulnerable road user safety

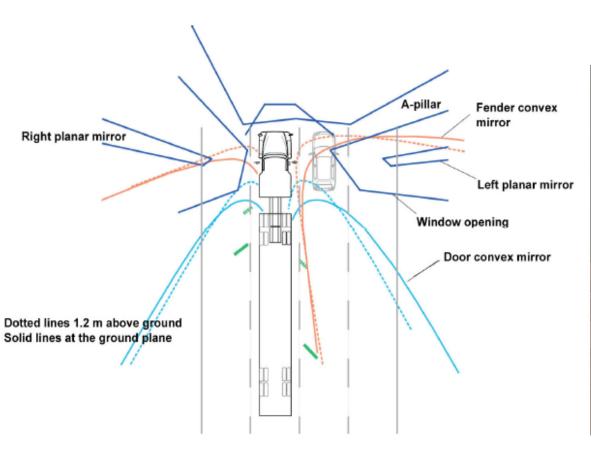
- ~4% of all vehicles
 - **US:** 11% of bicyclist fatalities, 7% of ped fatalities
 - NYC: 32% of bicyclist fatalities, 12% of ped fatalities

Key contributing factors

- 1. <u>Large blind spots</u> → increase likelihood of crash
- 2. Side underride → fall under rear wheels



Issue 1: blind spots





Driver's fields of view from the cab of a combination vehicle

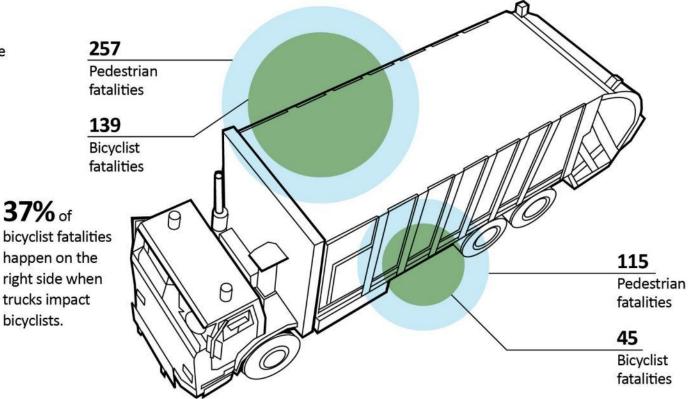
Transport for London: /https://www.youtube.com/watch?v=Y9E1_1M-qhU



Issue 2: underride

During a recent 5-year period, 1,746 pedestrians and bicyclists in the U.S. were killed from impacts with large trucks

32% of these happened after an initial impact with the side of a truck.



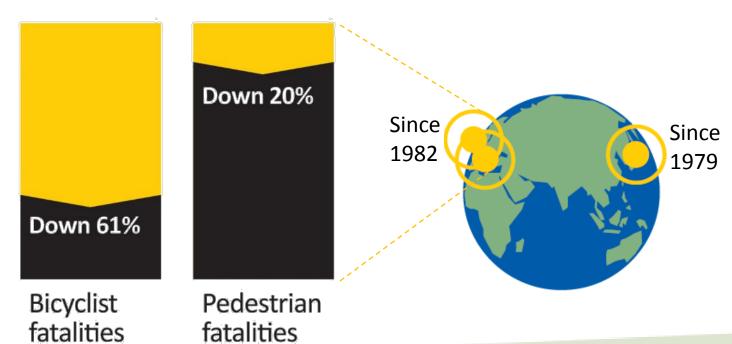
U.S. DOT/Volpe Image

One proven vehicle-based safety strategy: Truck Side Guards









Side guard concepts

Rails Panels





Side guard global precedents

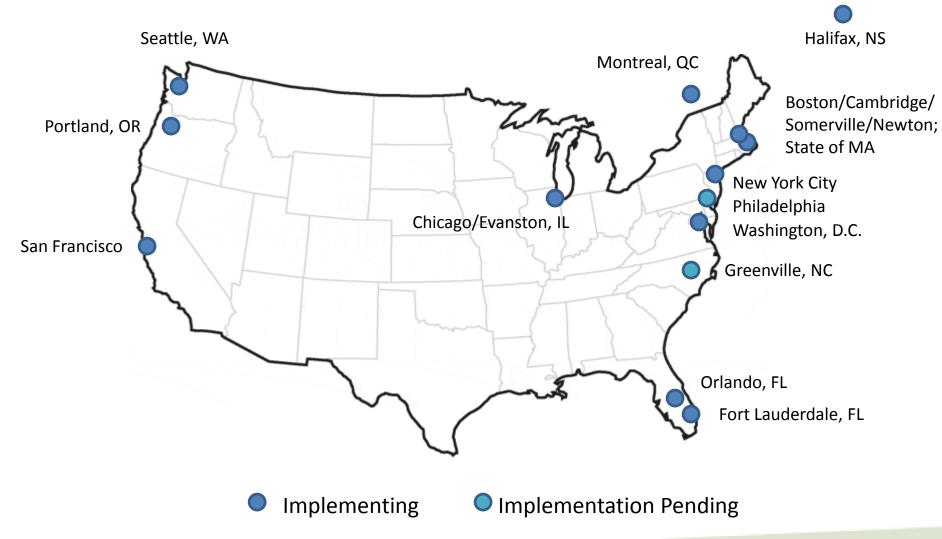
Narrow rails Wide rails Panels



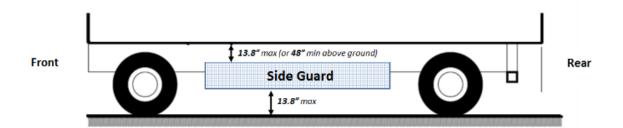


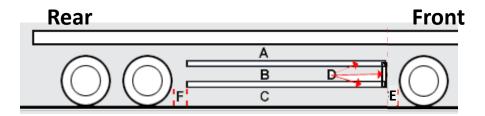


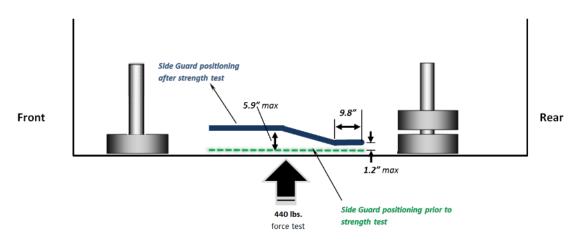
Cities take the lead on side guards



Volpe & cities developed recommended specifications







Representative U.S. sideguard installs



Washington, DC

Cambridge, MA

Boston, MA

Representative costs and side guards vs. side skirts

U.S. city	Reported approximate cost per vehicle	Side guard type
Boston	\$1,200 - \$1,800	Steel rail; fiberglass panel
New York City	~\$2,000 plus installation	Fiberglass panel; aluminum rail

Source type	Reported approximate cost per vehicle	Side guard type
European suppliers, e.g., Takler	~\$300-\$1,500; \$847 average	Typically rail
Select trailer skirt suppliers, e.g., Transtex	~\$1,000 plus installation	Rigid panel/trailer skirt















¹¹ http://www.cityofboston.gov/news/default.aspx?id=20121

¹²¹ http://www1.nyc.gov/office-of-the-mayor/news/101-15/city-begins-installing-truck-side guards-protect-pedestrians-cyclists

^[3] Interview with Don DePiero and Donny Leader, City of Portland City Fleet, Bureau of Internal Business Services, November 30, 2012.

- Introduction
- Technical Considerations
- Implementation Considerations

Limitations faced by cities in implementing vehicle-based safety

- Lack of local jurisdiction over vehicle safety specifications for the general vehicle fleet
 - Federal oversight of vehicle design
 - State oversight above and beyond federal safety standards, e.g., crossover mirror laws
- Lack of local jurisdiction of commercial driver license training
 - **State** oversight with federal minimums

Mechanisms to implement

How can cities increase the safety of large vehicles in urban areas?

Large vehicle traffic is a common sight on U.S. city streets. From waste disposal and utility trucks, to delivery vans and buses, these large vehicles make up a small fraction of vehicles on urban streets, but they are disproportionately involved in fatal crashes, particularly involving people walking and riding bicycles.

1. Recogniz 1. Recogniz 2. Investing stde guards 3. Establishi 4. Partnerin involving people walking and riding bicycles.

- Recognizing the inherent risks of large vehicle
 Investing in proven safety equipment, such as side guards
- 3. Establishing side guard procurement policies
- Partnering with advocates and industry leader
- 5. Revising existing programs to include safety requirements

In multi-modal, urban environments, the differences in speed, size and mass between large vehicles and the most vulnerable road users are significant and contribute to both the risk and severity of crashes. In order to achieve Vision Zero -- the goal of eliminating traffic deaths and serious injuries -- it is imperative that leaders prioritize large vehicle safety measures in plans to increase safety on their streets.

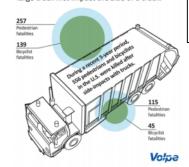
Unlike other important Vision Zero strategies that require longer-term investments in infrastructure and culture change (both internally within city agencies and amongst the public), making relatively simple, inexpensive technology, policy, and training improvements to large vehicles can be a quick and easy win for cities, including those in the early stages of Vision Zero. In most cases, cities, regional governments and transit providers have some degree of jurisdiction over their vehicles, whether in the form of contract agreements with vendors, procurement practices, or by operating and maintaining their own fleets. Earlyadopter Vision Zero cities such as New York, Boston, Washington D.C., and San Francisco have experienced success in recent years, following cities in Europe, Asia, and Latin America that have documented safety improvements after implementing similar policies.

Why are large vehicle crashes so dangerous?

The consequences to human life of a crash involving a truck are more severe than a comparable collision with a personal automobile, especially to vulnerable road users. Although large trucks comprise only 3.6% of vehicles in New York City, they are responsible for 32% of bicyclist fatalities and 12% of pedestrian fatalities. During a recent 5-year period, 1,746 pedestrians and bicyclists in the U.S. were killed from impacts with large trucks, according to the National Transportation Safety Board.

The design of large trucks itself presents inherent

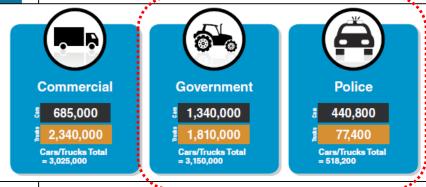
Nearly half of bicyclists and more than one-quarter of pedestrians killed by a large truck first impact the side of a truck.



A suite of interventions are necessary to address this challenge, including driver training, education, infrastructure and policy changes (such as restricting access to large vehicles on streets that prioritize pedestrian activity). Additionally, there are a range of low-cost vehicle-based safety devices that can be retroactively installed on large trucks to immediately improve safety. These technologies include crossover and convex mirrors, cameras, and alert devices that warn the driver of people in the truck's path that may not be visible. One of the most simple and effective technology improvements to mitigate crash severity are side guards; panels installed between the wheels that help prevent people from being pulled under the large vehicle during a side-impact collision. Side guards have demonstrated success in averting underride incidences and greatly decreasing fatalities.

Safety Design Features: Side guards

In a 2005 U.K. study of side guard effectiveness, bicyclist fatalities dropped 61% and pedestrian



Public entities purchase almost 40% of all Class 1-5 fleet trucks in the US

http://www.automotive-fleet.com/statistics/detail/2015-fleet-vehicles-by-industry-segment.aspx



National side guard specification



Truck Side Guard Specifications

Recommended Standard DOT-VNTSC-OSTR-16-05

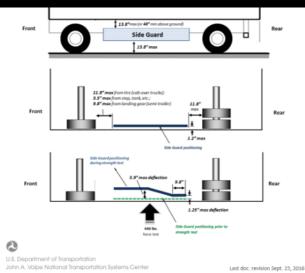
This document is intended to be used by (1) public or private medium/heavy-duty truck fleets considering adding side guards; (2) jurisdictions or customers that require side guards through policy or procurement; (3) manufacturers of side guards; and (4) truck manufacturers and dealers. The specifications below are based on previously published Volpe recommendations (Reports <u>DOT-VNTSC-DCAS-14-01</u> and <u>DOT-VNTSC-SFMTA-16-01</u>) and may be referred to as the "Volpe side guard standard" or "Volpe side guard specifications." This standard can be used as a basis for design, production, testing, review, and procurement of side guards and side-guard-equipped vehicles.

A side guard meets the strength requirement if it is capable of withstanding 440 pounds of force applied perpendicularly to any part of its surface by the center of a flat, circular plate of diameter no greater than 8.7 inches, such that the deflection of the loaded side guard measured at the center of the plate does not exceed (1) 5.9 inches anywhere, or (2) 1.25 inches in the rearmost 9.8 inches. A manufacturer may also demonstrate compliance using a valid engineering calculation, such as finite element analysis.²

2. Additional dimensional specifications for rail-style side guards



Can be incorporated by reference in local/state laws and policies



С	13.8 inches max
D	4.0 inches min
E	11.8 / 3.5 inches max*
F	11.8 inches max

A turned-in vertical bar connecting the forward ends of the horizontal rails should be incorporated if the forward gap exceeds 3.5 inches. The bar need not be turned in or can be omitted if the distance is less than 3.5 inches.

3. Vehicle weight threshold and flexibility of design

Side underride protection should be included on Class 3 and above vehicles, which have a gross vehicle weight rating (GVWR) of 10,000 pounds and higher.

Acceptable side underride protection can be provided by any combination of vehicle body, fuel tanks, tag axles, tool boxes, or purpose-built side guards comprising a smooth surface flush with the vehicle sidewall, meeting the Volpe dimensional and strength specifications set forth above.



¹This document was prepared for the Office of the Assistant Secretary of Research and Technology.

www.volpe.dot.gov/side-guards



A third option for demonstrating strength compliance is type approval by the United Kingdom Department for Transport Vehicle Certification Agency or other recognized side guard homologation with equal or greater stringency. A side guard with such type approval that also meets the Volped immensional criteria may be considered to meet the Volpe standard.

Side guards as part of safer truck design

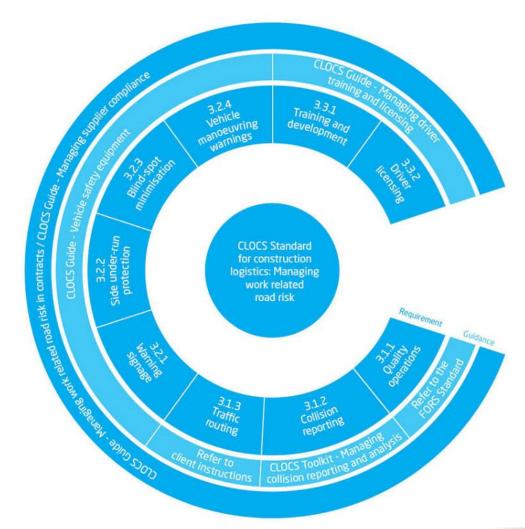


Formalizing vehicle-VRU safety strategies through procurement



Construction LOgistics and Cyclist Safety





Tying it back to Vision Zero...

Vision Zero

Gradually aligning vehicle
speed to the inherent
safety of the system

Improving *vehicles* to address driver behavior issues

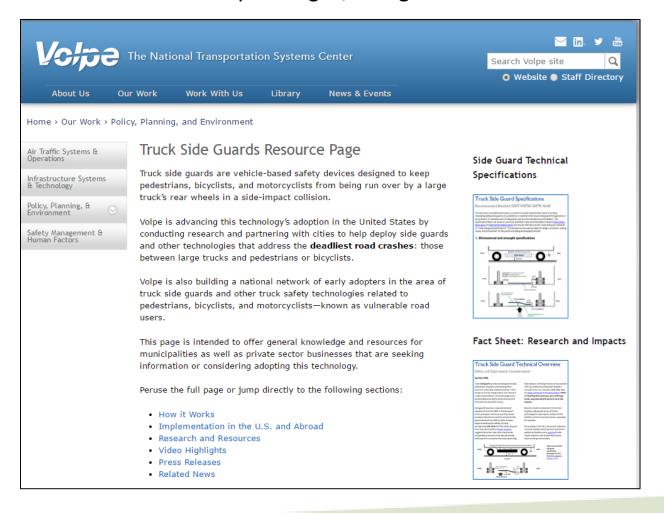
Stimulating the community to use the system in a safer way



[Sweden: "Operational Strategy" by Tingvall and Haworth, 1999]

Volpe side guard resource website

www.volpe.dot.gov/side-guards



Questions?

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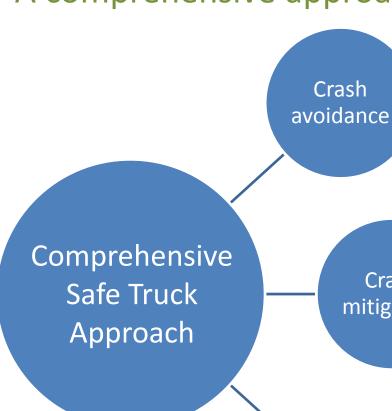


Example implementation paths

- Internal policy for city-owned fleet and city drivers → lead by example
 - Boston, SF, NYC, DC, Portland OR, UW-Seattle
- **Procurement policy** for city-contracted vendors
 - Boston, Cambridge, SF, NYC (c.f. Local Law 77)
- Policy/local law for City-regulated private fleets
 - NYC (BIC)
- Require via existing **permitting** for construction, utility, and other work sites
 - London; U.S. cities already impose noise and construction emission standards
- Require via existing commercial loading zone programs?
- Require via existing clean diesel/clean truck programs
 - Hunts Point Clean Truck Program (NYC)
- Advance state laws for in-state registered/based trucks
 - DC's bicycle safety enhancement law; crossover mirror laws in OR, WA, and NY; side guard bill in MA; SF's effort to add urban content to CA CDL
- Pay attention to federal rulemakings
- Work with state to spec safety equipment for new vehicles bought with Volkswagen EPA settlement fund – Chicago/Illinois
- Engage insurance companies/state insurance commissions
- Encourage **voluntary private sector** adoption
 - NYC, SF, Boston... [and London]

A comprehensive approach to vehicle safety

Crash



Mirrors

- Lenses
- Cameras
- Alert systems
- Enhanced direct vision

Crash mitigation

- Side guards
- Automatic braking



- **Driver** education
- Telematics
- Crash analysis





Call for interest



Vision Zero for Buses & Trucks

Join Volpe & NACTO to create an actionable roadmap to address largevehicle injury risks through smarter vehicle design and technology.

The pooled research funding will:

\square Fund the creation of actionable research products
☐Support a multi-city/agency Working Group
□ Develop messaging and support opportunities



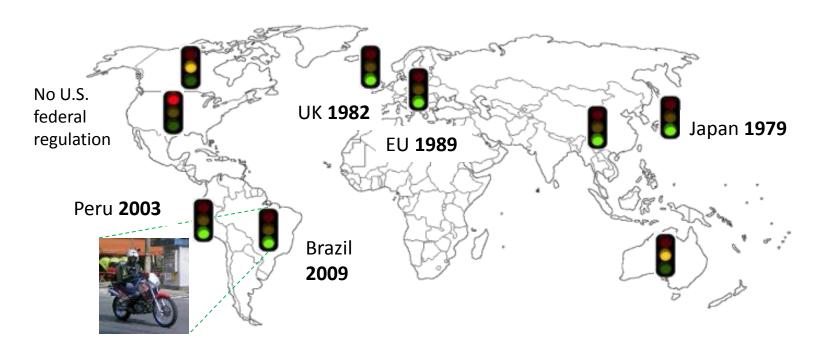
Call for interest



Potential Research Areas

- Direct vision truck cab blind spot assessment and reduction
- Indirect vision systems, e.g., mirrors, Fresnel lenses, back-up and 360° cameras
- Truck side guards
- Bus wheel guards
- Proximity sensors, e.g., radar, ultrasound
- Driver and VRU) alerts (audible, visual)
- Smart backup alarms
- Automatic emergency braking
- Advanced driver assistance systems (ADAS)
- Vehicle downsizing/rightsizing
- Directional signals and conspicuity

Growing adoption of side guards









Vision Zero

Legislation and Enforcement

Education

Street design & Engineering

Vehicle-based Safety

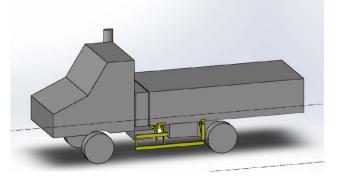


NYC Side Guard Installs



Implementation

- Volpe Report
- Manufacturer Research and Selection
 - Installation approach
- Installer Selection
- Selection of pilot units
 - Agency cooperation
- Installer training
 - Manufacturer/Installer partnership
- Volpe Feedback







The Learning Curve

- Open lines of communication
 - Feedback
- Challenges
 - No two truck are the same
 - Ladder, boxes, access
 - New discoveries
- Willingness to test
- Common goal







Whole-vehicle safety retrofit



Building a supplier network with MEP

REPORT: MEP Buy America Supplier Scouting -U.S. Domestic Manufacturing Capacity for the Production of Truck Side Underride Guards

An Analysis Performed by the Manufacturing Extension Partnership for the San Francisco Municipal Transportation Agency

June 2016

EXECUTIVE SUMMARY

In May and June 2016, the Manufacturing Extension Partnership (MEP) — a program of the U.S. Department of Commerce (DOC) National Institute of Standards and Technology (NIST) — conducted a Supplier Scouting analysis of domestic manufacturing capabilities and capacity for the production of side guards, which are safety barriers that cover the gap between front and rear axles, for a wide range of trucks and trailers over 10,000 pounds in the San Francisco City Fleet. Additionally, the side guards may be installed on both regulated and unregulated private trucks that operate in the City of San Francisco.

The U.S. Department of Transportation (DOT) requested MEP Supplier Scouting in response to information it obtained from its grantee, the San Francisco Municipal Transportation Agency (SFMTA), relating to Buy America needs of the San Francisco City Fleet range of trucks and trailers over 10,000 pounds. SFMTA is seeking to determine the availability of a domestic source of supply for these truck side guards. The nationwide network of MEP Centers conducted Supplier Scouting for these items with coordination and guidance from NIST MEP. The results of this Supplier Scouting analysis are presented herein, along with NIST MEP recommendations and next step suggestions.

- MEP Supplier Scouting identified 21 U.S. manufacturers as potential matches for this opportunity relating to the
 production of these side quard items
- The MEP Supplier Scouting results, through the MEP Centers, have verified that 19 of the manufacturers identified currently have the capability, capacity and interest in producing the items being sought. These domestic manufacturers are located in the states of CA, IA, KY, LA, and WV.
- Additionally, 2 manufacturers have been separately identified by NIST MEP who appear to currently produce a similar item and currently have capability and capacity to produce the side guard items. These 2 manufacturers identified as potential matches by NIST MEP, however, have not been verified through direct contact – as the other 19 manufacturers have.
- No exact match domestic manufacturers were identified as currently producing the exact side guards--safety barriers being sought.
- Additionally, MEP Centers in the states of MI and OR submitted responses to NIST MEP indicating no matches
 found in those states.
- The 19 U.S. manufacturers identified herein as potential matches (not including the 2 identified by NIST MEP) have
 indicated that they are interested in pursuing the business opportunity to produce the needed items for supply to
 the appropriate projects.

The MEP Supplier Scouting processes conducted and reported in this report represent a preliminary analysis. This analysis was facilitated by NIST MEP and communicated to the nationwide network of MEP Centers operating in all 50 U.S. states and Puerto Rico; however, NIST MEP makes no claims that the information presented herein is comprehensively representative of all capabilities operating in the U.S. relevant to the items being sought. The DOT and / or SFMTA will need to further vet the manufacturers identified herein to determine the extent to which these companies are, in fact, good fits for the supply of these items.

- Three-way
 supplier scouting
 partnership
 between Volpe,
 San Francisco,
 and NIST MEP
- Up to 21
 manufacturers
 identified
- At least one already in use by Seattle



DCAS-NYC Fleet

- Largest municipal fleet in the country
 - 28,000 owned/leased vehicles.
- DCAS Fleet works directly with the 10 largest agencies and directly manages 40 agencies with smaller fleets
 - Involved with safety, sustainability, transparency, & shared services
- Over 500 side guards installed to date
 - Original goal of 240, 10% of eligible truck fleet
 - **1,000** by end of FY17
 - **10,000** by 2024 (City + City-regulated)





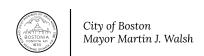




The Department of Yes

A City agency formed in 2010, we pilot experiments that offer the potential to significantly improve the quality of City services.













Bicyclist Hit, Killed On Morrissey Boulevard

September 14, 2012 7:47 AM

Filed Under: Bicyclist Killed, CBS Boston, Dorchester, Morrissey Boulevard, WBZ



Cyclist Killed On Notoriously Dangerous Stretch In Boston

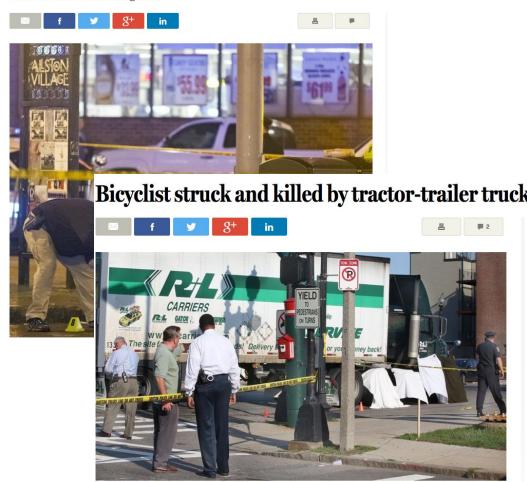
June 2, 2012 11:07 AM

Filed Under: Cyclist Killed, Huntington Ave., Huntington Avenue, Kim Tunnicliffe, MBTA Bus, Woman Killer



Bicyclist struck, killed by MBTA bus

Allston location called dangerous



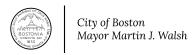








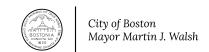




4 out of the 5

cyclist fatalities in Boston involved large vehicles



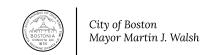


Local Data Picture: 2012-2015

9 out of the 10

cyclist fatalities in the Boston-area involved large vehicles





Brockton, Wellesley, Northampton, Worcester, Cambridge, Westfield...

Boy hit and killed by truck on Battles St. in Brockton

Neighbors remember Wellesley Cyclist killed in crash

Bicyclist dies after being hit by truck in Brockton

Lexington cyclist killed after crash with 18-wheeler in **Cambridge's Porter Square**

She was devoted to social justice

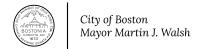
81-year-old woman killed by dump truck was well-known in Worcester neighborhood



Westfield child killed in accident identified as Michael Ryan, 7







2013 - Sideguard Pilot Launch

\$35,000 from the Streetscape Innovation Fund

18 City owned trucks

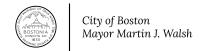
Mix of vehicles & guard types

At the time: The largest pilot in the nation

Evaluating for operations







2013 - Pilot Vehicle Types









2014 - Another side impact death

Bicyclist Struck, Killed by Truck in Sullivan Square

The cyclist reportedly was reportedly killed in the hit-and-run accident Thursday afternoon.

Charlestown, MA

f Like Share 0

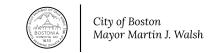




By MATT PERKINS (Patch Staff) - ⊙ April 3, 2014 5:19 pm ET P







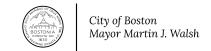
First Opportunity: Waste Hauling Contracts

Bicyclist pulled out from under garbage truck at Mass. Ave. and Columbus

By adamg on Tue, 07/29/2014 - 10:47am





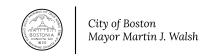


2014 - Mayor Asks for Tool to Expand

Boston Becomes 1st City in the Nation to Pass Truck Side Guard Ordinance Protecting Cyclists







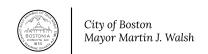
2014 - The City Ordinance

Applies to all vehicles over 10,000lbs with a city contract & City fleet*

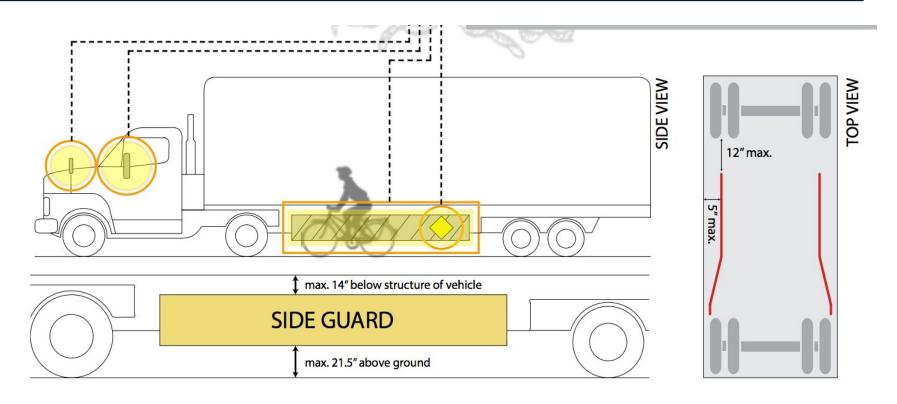
Sideguards | Convex Mirrors | Cross-over Mirrors | Blind Spot Decals

*new purchases & model year 2015 and newer

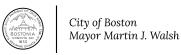




2014 - Mayor asks for bigger expansion tool



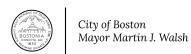




May 2015 - Ordinance goes into effect



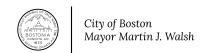




City of Boston in three years

\$34,500 initial investment → 106 Trucks Certified





2015 - Next round of expansion

Cyclist killed in Back Bay crash

A woman was killed on Massachusetts Ave. and Beacon Street on Friday morning.









The Boston Globe January 6, 2016

After cycling deaths, a plea for truck safety guards

"If you look at communities around the Commonwealth, these tragedies are playing out in Cambridge, Brockton, Malden, Northampton, and Wellesley, just to name a few," said <u>Kris Carter</u>, cochairman of Boston's New Urban Mechanics office. Carter testified while sitting alongside Weigl.

Boston passed a side-guard ordinance in 2014, following a successful pilot program. Billed as a US first, it requires all large city-contracted vehicles to be fitted with side guards.

But Carter said trucks that are not contracted by the city aren't required to have the guards, and the city doesn't have authority to expand the requirement to other trucks.

"That's where we look to your leadership," Carter told the panel. "We look to your leadership in recognizing a simple fix that can greatly improve the streets across the Commonwealth for the people of Massachusetts, and set an example for the rest of the country."





2017 - Building the Coalition

Government Partners













Company Partners







Institutional Partners



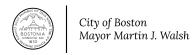




2016 - Building the Coalition







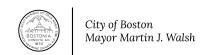
Three actions you can take to save lives

1. Pilot side guards and crossover mirrors on one fleet vehicle

2. Include a side guard requirement in waste hauling contracts

3. File an ordinance in your municipality





Discussion

⇒ Send us your questions



- ⇒ Follow up with us:
 - ⇒ Alexander Epstein <u>alexander.epstein@dot.gov</u>
 - ⇒ Kris Carter <u>kristopher.carter@boston.gov</u>
 - ⇒ General Inquiries <u>pbic@pedbikeinfo.org</u>
- ⇒ Archive at www.pedbikeinfo.org/webinars