

**Draft report of the 37th Session
GRSG informal group on
awareness of Vulnerable Road Users proximity
in low-speed manoeuvres (VRU-Proxi)**

Date: 8th and 9th of July 2025
Venue: European Commission / Online Webex meeting
Chair: Mr. Lukasz Rozanski (European Commission)
Secretary: Mr. Johan Broeders (OICA)

1. Welcome and introduction

The Chair welcomed the group and explained the goals of the meeting.

2. Adoption of the agenda

Document: VRU-Proxi-37-01 (Chair)

The Chair explained the proposed agenda and running order. The agenda was adopted by the group.

3. Adoption of the report of the 36th VRU-Proxi session (online meeting)

Document: VRU-Proxi-36-07 (Chair)

No comments were received and the group adopted the report.

4. Status of the work of VRU-Proxi Taskforces

The status of the following taskforces were presented by the taskforce leaders:

- 1) Taskforce on completing draft regulatory proposals for Separate Technical Units (STU) approvals for the Regulations No. 151, No. 158, No. 159 and No. 166.

Document: VRU-Proxi-37-04 (TF STU)
VRU-Proxi-37-05 (TF STU)

The taskforce leader presented the status of the Taskforce as summarized in VRU-Proxi-37-04. For each relevant regulation 4 different types of approval were considered:

- 1) Vehicle with system/components installed
- 2) Separate Technical Unit
- 3) Component
- 4) Integration of STU or Component on vehicle level

The group discussed about the different type of approvals and in particular regarding the differences between “Component” and “Separate Technical Unit” approvals.

According to the definitions in the “Consolidated Resolution on the Construction of Vehicles (R.E.3)”, Component approvals are independent of the installation in a vehicle and STU approvals are related to one or more specified types of vehicle. This means that it will depend on the type of system or components whether a Component or STU approval is applicable. The group agreed on the taskforce proposal to amend the Terms of Reference of the IWG by adding Component approvals in addition to the STU approvals. Also the group confirmed that adding these approvals shall be done by means of supplements to the existing regulations.

The Chair concluded that the deadline of October 2025 for component and STU approvals is not feasible. After some discussion it was agreed to propose an extension of the work until GRSG session of October 2026. This proposal shall be reflected in the updated Terms of Reference of the IWG that will be proposed to GRSG for its session in October 2025.

The taskforce leader presented also document VRU-Proxi-37-05 containing proposals for amendments to Regulation No. 159 with implementation of STU and Component approvals. The group discussed about the proposal and the Chair concluded that an informal document can be submitted to GRSG to demonstrate the structure and purpose of amendments for implementing STU and Component approvals in Regulation No. 159 and the other relevant Regulations introduced by VRU-Proxi.

Conclusion is that the IWG will:

- Report to the GRSG on the progress (Chair);
 - Present to the GRSG the considered amendments to Regulation No. 159 to the GRSG, for a possible discussion (TF leader);
 - Request the GRSG for an extension of the mandate on components and STU related activities until October 2026.
- 2) Taskforce on possible extensions of the scope concerning Regulations No. 151 (N1 category of vehicles) and Regulation No. 158 (O category of vehicles).

Document: VRU-Proxi-37-08 (NL)

The taskforce leader presented the status of the Taskforce as summarized in VRU-Proxi-37-08.

- 1) For extending the scope of Regulation No. 151 to N1 new accidentology data was provided by UK (DfT) and FR (LAB):
- The data from FR was in line with data from DE showing low numbers of fatalities and severe injured in N1 in comparison with N2+.
 - The data from UK showed higher numbers for fatalities and severe injured accidents with vans compared to HGV.
 - Considering the results no clear conclusion can be made and the VRU-Proxi was requested to suggest a way forward.

The group discussed about the situation and how to proceed with this topic because of conflicting data from UK versus D, FR, SE. The expert from OICA stated that there seems to be no need for extension of the scope to N1 vehicles looking to data from D, Fr and SE. The expert from Germany agreed with the statement from OICA. NL and UK preferred to leave the decision to GRSG.

A suggestion was made that R125 (Regulation concerning Direct Vision for M1 and N1 category of vehicles) could be improved to reduce blind spots for N1 category of vehicles. The expert from LDS added that compliance with Regulation No. 125 has been checked on different vehicles and the conclusion was that some of them just fulfill the requirements of Regulation No. 125.

- 2) For extending the scope of Regulation No. 158 to O category of vehicles also new accidentology data was provided by UK (DfT), FR (LAB) and JAIBA.
 - The data from UK showed low number of reversing accidents on public roads and non-road conditions but more accidents on non-road areas.
 - The data from ZF and DVR (GIDAS only) also showed low numbers of fatalities but larger proportion of serious injured in reversing scenarios.
 - Considering the results no clear conclusion can be drawn and the VRU-Proxi is requested to suggest a way forward.

The reason for diverging data from the Contracting Parties was discussed. Notably, there are possible different ways of reporting a casualty depending on the arrival at a hospital e.g. within or after 24h after the accident.

As to the proposed way forward the Chair concluded after discussion that there are no CP's that would consider an extension of the scope of Regulation No. 158 at this stage. Accident numbers are low. Nevertheless, some voices/ideas might be presented to GRSG together with ideas from the TF/IWG.

The taskforce leader agreed with the conclusions of the group and stated that for Regulation No. 151 there is no need for a further TF meeting unless there is more data available. The expert will bi-laterally ask other CP's if (new) data is available for discussion in TF and IWG. For Regulation No. 158 the expert from NL will contact ZF for making a summary for next IWG meeting.

Conclusion: The IWG shall report to the GRSG that there is currently no case for extension of Regulation No. 158 to O category. The issue of a possible extension of the mandate of the IWG to further explore the extension of Regulation No. 151 to N category shall be referred to GRSG for a decision unless the TF will make progress or come to new conclusions before the next GRSG session in October 2025.

- 3) Taskforce on possible need for further improvements of the established regulations of this group, in the context of reducing collisions with VRUs; new or enhanced technologies in relation to Regulations No. 151 and No. 159;

Document: VRU-Proxi-37-07 (TF Enhancements of R151 and R159)

The expert from LDS as taskforce leader presented the status of the Taskforce as summarized in VRU-Proxi-37-07. Regarding the possible improvements of established Regulations No. 151 and 159, some potential concerns of non-detection zones close to the vehicle were demonstrated. A proposal was presented to measure the actual performance of detection systems within these non-detection zones. The expert from LDS explained that the UK DfT is willing to fund this research.

On the potential need to explore the effectiveness of the Regulations No. 151 and 159

it was addressed that it is too soon to explore this. The European Commission has planned a review of the effect of the GSR2 implementation around the mid of 2027. Therefore, at this stage it was proposed to interview drivers and operators on the effectiveness of Regulations No. 151 and 159 regulations and possibly the TfL Progressive Safe Systems in order to have data available for the review in 2027. Also for this work UK DfT is willing to support and sponsor. The expert from OICA questioned what kind of info will be requested from the drivers and operators. The expert from LDS explained to inquire about the experience with system and in particular the amount of false positives, perception of near misses and trust in the systems.

Conclusion is that the IWG will:

- Report to the GRSG on its activities and on the context (UK study planned);
 - Report to the GRSG that there is present no case for amendments based on the assessment of the overall impact of the relevant Regulations, as the assessment proved to be premature;
 - Refer to the GRSG the decision on whether the mandate for the IWG should be extended so as to enable the IWG to assess the need for mandating new or enhanced technologies after the conclusion of the UK study or whether the activity of the IWG on this topic should be terminated.
- 4) Taskforce on possible benefits of combination of a camera and a detection system in relation to Regulation No. 158 and on further possible enhancement of pedestrian safety around buses.

Document: VRU-Proxi-37-06 (TF Bus and Coach)

The taskforce leader presented the status of the work on further enhancement of pedestrian safety around buses. He explained that Rev.3 of the 1958 agreement changed the scope of Regulations from those for “road safety” to “vehicle safety”. This basically means that also off-road use of vehicles shall be considered such as in bus stations or operators’ premises. He also explained that consideration has been given by the taskforce to several sources and reports concerning bus and coach collision data. Feedback from the group was that the numbers of national collision data were considered to be too small to scale up and not being representative for other countries.

Further explanation was given about two research projects that will funded by the UK Department for Transport. The first project will consider the safety of vulnerable road users around buses, and whether the work that has been done to improve the safety of buses in London would be effective in reducing casualties for bus and coach operations if applied throughout the UK. The work will need to take account of rural bus operations as well as city center environments. The second project will consider the non-detection zones permitted in Regulation No. 151 for the detection of cyclists alongside vehicles; and the non-detection zone permitted in front of vehicles in the moving off information system Regulation No. 159. It is anticipated that both these projects will report their findings in summer 2026.

The taskforce leader furthermore explained that the investigation on the possible benefits of a combination of a camera and a detection system on a vehicle has not yet started. He indicated to set-up a meeting for this subject and an invitation will be sent to the whole group.

Conclusion is that the IWG will:

- Report to the GRSG on its activities and on the context (UK study planned);
- Refer to the GRSG the decision on whether the mandate for the IWG should be extended so as to enable the IWG to assess the need for new requirements improving the pedestrian safety around buses after the conclusion of the UK study or whether the activity of the IWG on this topic should be terminated.

5. Continuation of IWG VRU-Proxi

There was a general discussion on the continuation and future of the IWG VRU-Proxi.

- The expert from the UK stated that it is useful to continue with the mandate of this IWG. When the group will close then the UK will ask to re-open it again next year when the findings of the UK research projects are available. Therefore he stated that it is better to extend the mandate but avoid unnecessary meetings.
- The Chair also suggested to suspend the research activity of the group and to re-start when there is new or additional information or data like the results of the UK research project. The expert from NL supported this suggestion. The expert from D stated that it is not necessary to keep the mandate and that we need to wait
- The expert from OICA stated that the group may continue on the work on STU approvals but the research work on the need for improvements on the established regulations shall not be done within this group. If a Contracting Party has evidence that changes are needed on existing regulations then this can be submitted to GRSG directly.
- Further views were discussed and finally the Contracting Parties gave their positions:
 - UK and NL stated to continue and keep the IWG open for research activities;
 - D, FR, SE and J stated to stop and close the IWG on research activities.
- The Chair concluded that there are different views and that guidance from GRSG shall be asked. He suggested to propose changes to the Terms of Reference for the next GRSG with the research topics within square brackets. See section 7 of this report.

6. Presentation of Brigade

Document: VRU-Proxi-37-03 (Brigade)

The expert from Brigade presented VRU-Proxi-37-03 and explained a survey regarding the safety benefits of factory-fitted (GSR2) side and front detection systems. It was showed that positive feedback was given on improved safety with the installed detection systems by 60% of the respondents. Also, it was indicated that, based on interpolation of the provided data, an estimated 70% of all VRU incidents may not be reported.

The expert from UK expressed that underreporting seems to be unlikely for collisions resulting in KSI cases (killed or seriously injured). The expert from OICA mentioned that other accident figures also showed very high numbers of reported collisions with VRUs and that the statement of 70% underreporting is questionable.

The Chair stated that, concerning the remarks from the members, the discussion regarding underreporting should trigger reflection on the approach to the use of statistics and the to the assessment of reliability of data.

7. Update of the Terms of Reference

Document: VRU-Proxi-37-02 (Secretary)

The Secretary prepared a clean version of the Terms of Reference consolidated from Annex II of the report of the GRSG 127th session and Annex III of the report of the GRSG 128th session.

As a result of the discussion in this meeting (see section 5 of this report) changes were proposed to the Terms of Reference to be submitted to GRSG. The proposed changes are laid down in VRU-Proxi-37-02 Rev1.

8. Any Other Item

No other items were discussed.

9. Next steps / next meeting

The Chair mentioned to consider a meeting at the end of September prior to the GRSG session in October 2025. A Doodle poll will be sent out to the members to find an appropriate date.