

Committee(s): Police	Date(s): 7 th December 2012
Subject: Road Safety- Casualties and Collisions	Public
Report of: Commissioner of Police Pol 76/12	For Information

Summary

At your Committee in June 2012, the Commissioner undertook to bring a report on Road Safety issues to your Committee twice yearly. This is the first of those reports. The objective of the report is to inform Members in relation to road traffic casualties and collisions along with measures in place to mitigate the risks of these. The report also includes updates around the Force's partnership working and outcomes.

Statistics indicate that road traffic collisions and casualties within the City of London are increasing. Vulnerable road users are involved in the majority of collisions that occur within the City of London and also form the vast majority of casualties. There are strict definitions applied by the Department for Transport regarding severity of injuries which are detailed in the report. Year to date figures show a total of 200 personal injury collisions (with 221 persons actually injured) compared to 164 (188 actually injured) in 2011 and 175 (193 actually injured) in 2010. In three of the six months this financial year, the number of collisions has been below that of the year before. However, the running total for the year is over the target by 2%. The reduction shown during August and September is most likely attributable to the measures in place during the Olympic period.

Police education and enforcement activities continue to work towards impacting on a reduction in collisions and casualties. Current activity includes Operation Atrium¹, Capital City Cycle Safe², Operation Coachman³, Operation Giant⁴, the BikeSafe Scheme for motorcyclists and other initiatives targeting pedestrians. However, it is widely believed that a more long-term strategy linking into the Regional and National Road Safety agenda is required. The strategy for reducing collisions

¹ The Force's long term initiative in response to offences and ASB committed by cyclists

² This is a diversion scheme developed in partnership with the MPS and AA Drivetech to give cyclists an opportunity to avoid court by electing to take part in a computer based on line training programme.

³ This operation targets foreign passengers who are provided with a multi lingual document that reminds them to look right and not left when crossing the road. Drivers of large commercial vehicles are provided with a document that reminds them to look out for cyclists.

⁴ This operation targets unlicensed or uninsured drivers through an ANPR based operation

and casualties requires long-term partnership collaborations adopting a problem solving approach.

The Force is working on the development of existing and new partnerships to help reduce the number of casualties and collisions, including the MPS, City of London Corporation (CoL), Transport for London (TfL) and with input from the Independent Advisory Group and community representatives. The aim is to establish a formal partnership working group- Roads Policing Strategic Group – to be chaired by Commander (Ops)- that will work on local strategies to fit in with the regional and national framework which will enable effective management of partnership working and resource tasking.

Recommendation

It is recommended that this report be received and its contents noted.

Main Report

Background

1. At your Committee in June 2012, the Commissioner undertook to bring a report on road safety issues to your Committee twice yearly to update Members in respect of road traffic collisions and casualties, along with measures in place to mitigate the risks of these. The report also includes updates around the Force's partnership working and outcomes. Member may like to note that reducing the number of injuries on the City's roads is a Policing Plan priority for the Force and there is a Policing Plan target to reduce the number of collisions resulting in injury compared to 2011-12.
2. Road Safety is the legal responsibility, in accordance with the requirements of the Highways Act 1988, of the Highways Authority responsible for each road, which in the City of London is the City of London Corporation and Transport for London (TfL). Local Authority priorities and responsibilities are much wider than casualty reduction and cover aspects of non-policing activities, which include parking, civil enforcement, road works, street architecture and planning.

3. In the year 2000, approximately 250,000 vehicles used the City's streets each working day (24 hours). In early 2003 Congestion Charging was introduced, and since that time, approximately 200,000 vehicles now use the City's streets. Over the same 10-year period of time, **the number of cyclists has trebled**. In 2010, cyclists made up 16% of the total traffic flow throughout the working day. During the morning and evening peak periods cyclists comprise almost 30% of the total traffic.
4. Collisions and casualties have risen steadily over the last decade. Those classed as vulnerable road users (pedestrians, cyclists and motor-cyclists) are involved in the most collisions, and also form the vast majority of casualties. Pedestrian movement is not monitored accurately but their numbers are believed to have remained relatively constant throughout the last decade.

Current Position

5. The Force Policing Plan target in relation to collisions is to have a reduction in overall *collisions resulting in injury* compared to the year 2011 – 2012, in which year there were 431. A collision can be categorised as follows: damage only (where there is no injury but there is damage to vehicles), slight injury, serious injury or fatal. In addition, it should be noted that more than one person could be injured in one collision, for example, if a bus full of passengers is involved in a collision. The Department for Transport (DfT) strictly defines what is categorised as a *fatal, slight or serious injury*. Since 2005, the annual number of those *killed or seriously injured casualties* as a result of road traffic collisions, (*as defined by the DfT and also known as KSIs*), has been between 40 and 50. Therefore, actual *KSI casualties* as a result of collisions, is approximately 12% from all collisions that occur in the City.
6. The number of cyclists in London has risen greatly in the past few years. The Local Implementation Plan (LIP) states that in 1999 the count of daily cycle journeys was 7664, yet in 2010 it had increased to 24,888. The City of London Corporation's longer-term target (2020) is to increase cyclist journeys to 62,800.
7. As can be seen from the table below, performance against the Force target as at the end of the second performance quarter is two collisions above profile.

The table below shows that:

- In three of the six months this financial year, the number of collisions has been below that of the previous year.
- The running total for the year is over the target by 2%.
- The reduction during August and September is most likely attributable to the measures in place during the Olympic period.

	2010/11	2011/12	running total 2010/11	running total 2011/12	2012/13	monthly % change	2011/12 2012/13 average running total	2012/13 average per month	2011/12 2012/13 running total % change
April	24	28	24	28	36	28.5%	36	36	100%
May	31	31	55	59	43	39%	79	72	110%
June	35	34	90	93	28	-18%	107	108	99%
July	39	38	129	131	48	26%	155	144	107.5%
August	37	44	166	175	33	-25%	188	180	104%
September	37	39	203	214	33	-15%	221	216	102%
October	38	47	241	261		-100		252	
November	40	43	281	304		-100		288	
December	23	32	304	336		-100		324	
January	35	25	339	361		-100		360	
February	34	38	373	399		-100		396	
March	33	32	406	431		-100		431	

8. The table below shows the number of collisions and casualties for the full year-to-date period (April to September 2012) compared to the equivalent period for the two preceding years. This is broken down by mode of transport to assist with analysis.

The table below shows:

- A year to date figure of 200 personal injury collisions (with 221 persons actually injured) compared to 164 (188 persons actually injured) in 2011 and 175 (193 persons actually injured) in 2010.
- An increase in all vulnerable road user categories over the previous two years.

CLASSIFICATION	TOTAL FOR MONTHS OF:											
	April to September 2012				April to September 2011				April to September 2010			
	FATAL	SER.	SLIGHT	TOTAL	FATAL	SER.	SLIGHT	TOTAL	FATAL	SER.	SLIGHT	TOTAL
PEDESTRIANS		12	49	61		6	31	37	1	8	47	56
PEDAL CYCLES		14	73	87		12	66	78		9	64	73
POWERED 2 WHEEL		4	32	36		5	25	30		1	25	26
CAR OR TAXI		1	26	27		1	30	31		1	19	20
P.S.V.			9	9			9	9			14	14
GOODS			1	1			3	3			4	4
OTHER				0				0				0
TOTAL	0	31	190	221	0	24	164	188	1	19	173	193
PI Collisions	0	31	169	200	0	24	140	164	1	19	155	175

Current Activity

Cyclists

Operation Atrium

- Operation Atrium is the Force's long term initiative aimed at cyclists which is primarily aimed at education and enforcement, with regard to offences and anti social behaviour committed by this group. This initiative also serves to assist in addressing community priorities identified by residents in the City. The statistics indicate that a cyclist turning left is *not* among the main causation factors of collisions, however, the purpose of Op Atrium is to make them aware of the dangers of left turning heavy goods vehicles (HGV's) and educating them about positioning themselves safely in the proximity of such vehicles, so as to reduce the number of collisions between HGVs and cyclists. It is this manoeuvre that has a high Killed Seriously Injured (KSI) / fatality rate.

Capital City Cycle Safe

- This is a diversion scheme, the first of its type for cyclists in the country. This was developed in partnership with the Metropolitan Police Service and AA Drivetech to give cyclists an opportunity to avoid court by electing to take part in a computer based on line training programme. This supports the national strategy of diverting offenders away from the criminal justice system and into education and awareness. It is recognised that this has a more beneficial long term effect on offending, as opposed to a fine. Once the individual is seen committing an offence they are offered the opportunity to elect for the online training and pay £16 rather than £30 penalty notice.

Commercial Vehicles

11. Commercial Vehicles play a significant part in a number of serious collisions and continue to pose a threat to all road users. As a result, the Roads Policing Unit (RPU) undertakes a number of enforcement and education activities that specifically target drivers and owners of this mode of transport. It is the enforcement of legislation such as un-roadworthy vehicles and 'driver hours' offences that contribute to the casualty reduction aim of the RPU. When undertaking these targeted activities it should be noted that officers also use this opportunity of interaction with drivers to deliver road safety messages. On Operation Coachman, foreign coach passengers are provided with a multi lingual document that reminds them to look right and not left when crossing the road. Drivers of goods vehicles are provided with a document that reminds them to look out for cyclists and they are even provided with Fresnel⁵ lenses to assist with the view from their cab.

Pedestrians

12. Pedestrian casualties continue to increase. This is a more problematic group to target as there is no enforcement element, and the difficulty is getting the message to 350,000 people within the City that road safety is an issue for them. One of the main reasons for pedestrian casualties is lack of attention to the environment. Operational responses vary from police patrols outside stations at peak times with officers delivering a set message to a high volume of people, to developing a corporate message that is used through community e-mail requesting companies to provide a road safety message for their employees.
13. Transport hubs are also targeted in an attempt to remind commuters to take care when crossing the City's roads. This however may not represent the most effective use of resources in the long term and a more permanent change to the street environment might better mitigate the risks in the longer term.

⁵ http://en.wikipedia.org/wiki/Fresnel_lens#Uses

Motor Vehicles

14. There are a number of Operations that are undertaken that seek to enforce rather than educate:

Operation Giant

Targeting unlicensed or uninsured drivers through an ANPR based operation. This ensures that such drivers and vehicles are removed from the roads thus making them a safer place for other road users. This is a current priority for the Force with the number of seizures rising month on month since June. A £150 fee is charged which is set by Statutory Instrument. This fee is paid by the driver / owner of the vehicle for release of the vehicle. In addition, there is another fee of £20 for 24 hrs storage of a vehicle. As the Force stores the vehicles on-site and does not engage contractors for this- the monies are retained in Force. From April to October 2012 fees of approximately £57, 500 have been received.

National campaigns

The RPU support a number of national campaigns as directed by agencies such as the Public Carriage Office, the Highway Agency (HA) and Vehicle Operating Standards Agency (VOSA). These have included seat belt, speed, drink / drug drive enforcement campaigns.

Bikesafe

The Force supports the promotion of the London Bikesafe scheme although is no longer involved in hosting and running the courses. Although there is no evidenced link to outcomes, the City has seen a significant reduction in motorcycle casualties in the recent years that the Bikesafe scheme has been running.

Partnership working with the City of London Corporation

15. Partnership working is absolutely key to delivering long-term and sustainable reductions in collisions and casualties. The police have a major role to play in enforcing legislation and road safety but cannot deliver against this important area of public safety alone. Partnership working occurs at many levels between the City of London Corporation in relation to road safety and casualty /

collision reduction. The City of London Police also has a formal partnership with TfL, for which in return for £1.2 million funding it undertakes to deliver a number of activities around transport safety.

16. Other partnership working includes the Public Carriage Office, in order to identify offenders using licensed Hackney Carriages and Private Hire Vehicles, the Highway Agency (HA) and Vehicle Operating Standards Agency (VOSA) in relation to Goods Vehicles. This allows offences to be detected on Goods Vehicles that would not otherwise be possible without the relevant expertise. Other potential partnerships include the London Road Safety Council and the Mayor of London's Road Safety representative body.
17. The Roads Policing Unit works closely with the Metropolitan Police Service in a number of areas including joint working with the MPS Automatic Number Plate Recognition (ANPR) teams as an example. These operations can be effective in tackling other crime types, as the vehicles stopped for the original report on ANPR (such as no insurance etc) can sometimes contain evidence of different types of criminality such as drug use for example.
18. The Force also works with the City of London Corporation (CoL) Road Safety Officers on operations such as Op Atrium (cycle safety and education). CoL engage in the satisfaction surveys and bike marking activities and also supply a number of road safety items such as Oyster Card holders for officers to give out to promote safety. There are 12 Operation Atriums per year, each running for approximately 14 days.
19. The City of London Police is also represented at the Streets and Walkways Sub Committee. This meeting addresses street scene improvements and the police are consulted about recommendations and suggestions and the effect that any changes might have on policing or public safety. This meeting approves road safety related plans by the CoL and, as a partner in relation to enforcement and education initiatives for road safety, the Force is able to make comment and answer questions from Members at this Sub Committee.

Analysis and causation factors

20. Appendix A details causation factors for collisions. This appendix shows the key findings from a Collision Problem Profile produced by the Force Intelligence Bureau in September 2012. The full Problem-profile is available to Members if required.
21. Appendix B is a report based on casualty data for the last three Decembers. This provides information on causation factors per mode of transport and what could potentially be anticipated this December.

Key anticipated risks for the future

- The Mayor of London aims to increase the number of cyclists within London by 400%.
- The developments of Crossrail and the Thames Tideway will increase the number of Goods Vehicles in the City for a number of years to come.

Future Proposals and Strategies

22. The City of London Police will integrate its roads policing management within the proposed Regional and National framework to ensure that the Force follow national leads and best practice in delivering a safer travel route within the City. This will be led locally by a Roads Policing Strategic Group chaired by Commander (Operations) with representatives from the City of London Corporation, TfL, Independent Advisory Group and Community representatives and will be responsible for devising and delivering local strategies in relation to roads policing and casualty reduction. A Force Tactical Meeting (FTM) will drive activity at Force level in order to deliver the strategic outcomes set by the Strategic Group.
23. The Strategic Group will need to be bold, innovative, forward-thinking and ambitious in delivering new and successful initiatives. It will need to have the right representation from all key partners and stakeholders in order to fully embrace all opportunities and mitigate future risks, such as the expected increase in cycling. The strategies to be developed will build on the police's involvement in enforcement and education and will also encompass prevention and long-term problem solving. Whilst the police have a significant role to play in these areas, they are not necessarily the key

agencies to lead on these particular areas. It is envisaged that the new structure will fully engage partners to both lead and deliver, with the Force's involvement.

Consultation

24. The Lead Member for Road Safety, Alderman Alison Gowman, has been consulted in the preparation of this report.

Conclusion

25. The benefits of a closer structured and integrated working process, linking in with the local, regional and national structures, will improve collaboration and ensure the Force and partners deliver against a bold strategic approach.
26. The anticipated outcome of the creation of two new local groups will be increased collaboration opportunities and closer working and monitoring of performance against agreed targets. The risks identified for the future can be mitigated by adopting a wider strategy based around prevention, enforcement, education and long-term sustainable problem solving, thereby delivering a safer environment for pedestrians and road users within the City of London.

Appendices

Appendix A – FIB Collision Problem Profile - September 2012 – Key findings

Appendix B – Collision and Casualty intelligence report for policing in December 2012

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