Proposals to improve safety and security

5.15 Improving public transport safety

5.15.1 Introduction

Ar9 Londoners desire safety and security for each and every stage of the door-to-door journey. They also depend on a public transport system that is well-maintained so that it gives them confidence that they can travel without fear of injury from crime, sabotage, negligence, equipment failure or terrorist attack. It is also important to ensure health and safety risks to passengers and staff are kept as low as reasonably practicable. A duty is placed upon TfL and other operators to ensure staff safety through the Health and Safety at Work Act.

5.15.2 Keeping transport networks safe and well-maintained

The application of a structured approach to health and safety across all public transport modes includes rigorous inspection, maintenance regimes and safety management systems. These are kept under regular review and improved as required, subject to agreement with the relevant authorities

- such as the Railway Inspectorate. TfL ensures compliance with driver and vehicle safety standards across London's taxi and private hire fleet. It is the intention of the Mayor that health and safety remains embedded in the work culture of operational staff to ensure passenger and staff injury and fatality rates remain very low across all modes.
- Overall on LU and DLR, the rate of injury to customers and staff is low when compared against rising passenger numbers and the increased vehicle kilometres of services operated. London Buses' customer and staff fatalities, and major and minor injury rates, also remain low, especially when viewed against a backdrop of increased service provision. TfL continues to promote best practice initiatives for operators, improved risk assessments and improved driver training and recruitment procedures, but injury rates have fluctuated in recent years.

The Mayor, through TfL and working with the London boroughs, Network Rail, train operating companies, the police and other stakeholders, will seek to reduce fatality and injury rates on London's transport system further; and will aim to reduce London bus road user fatality, major and minor injury rates.

TfL will continue to plan and prepare for major incidents by drawing on industry best practice to prepare and rehearse contingency plans for major incidents on the transport network and to prepare recovery plans.

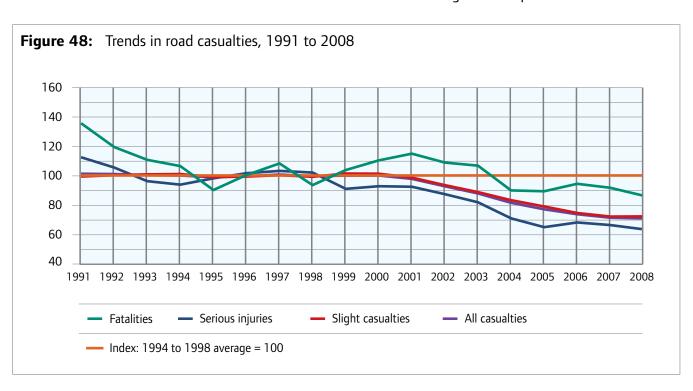
5.16 Improving road safety

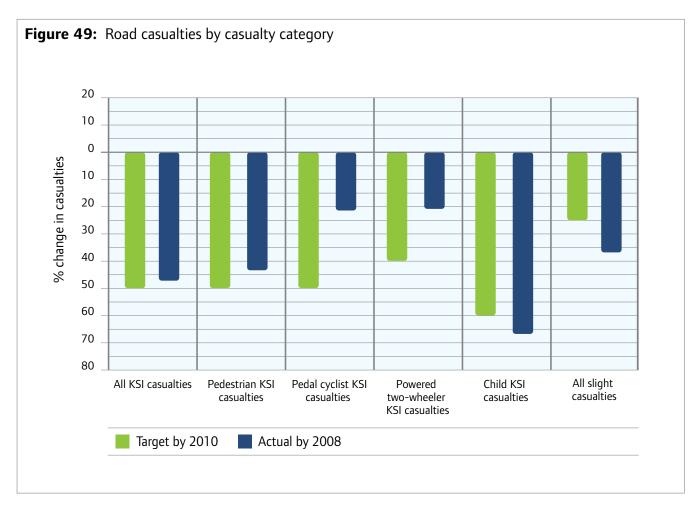
5.16.1 Introduction

In recent years the number of casualties from road traffic collisions have fallen significantly (Figure 48), but despite the progress made London still has an unacceptable number of road casualties each year. The Mayor proposes to improve London's record, a commitment demonstrated by signing the European Road Safety Charter in July 2009.

5.16.2 Progress and the scale of the challenge

Figure 49 shows the excellent progress achieved over the past decade by category of casualty. By 2004, London had achieved the national target – a 40 per cent reduction in





the number of KSIs (killed or seriously injured) in road collisions, a 50 per cent reduction in the number of child KSIs and a 10 per cent reduction in slight casualties compared to the 1994 to 1998 average. Reaffirmed by the Mayor, more challenging targets were set in 2006 to be achieved by 2010. These included a 50 per cent reduction in total KSIs, 60 per cent reduction in child KSIs and for the slight injury rate to fall by 25 per cent by 2010. New targets were set for a reduction in pedestrian and cycle serious injuries and fatalities by 50 per cent.

- By the end of 2008, pedestrian KSIs were down by 43 per cent, but cyclist and powered two-wheeler KSIs fell by only 21 per cent overall. However, there were still 204 fatalities, 3,322 serious injuries and a further 24,627 slight injuries. Figure 50 highlights the casualty break-down by mode of travel.
- In 2008, collisions and casualties in London were estimated to cost society at least £1.3bn, excluding damage-only collisions. Research has found that around 30 per cent of road casualties were not reported by the police in

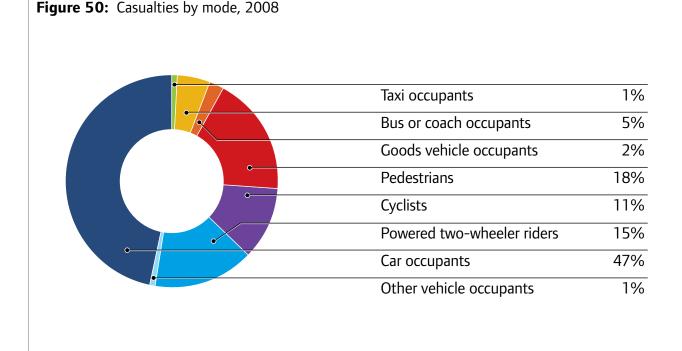
STATS19 data, so the road safety problem is under-estimated. Improving road safety will not only reduce direct costs and the burden on society, but will generate productivity savings and contribute to smoothing traffic as collisions are a major cause of disruption and will encourage more cycling.

By 2017, TfL's Business Plan commitments aim to achieve a 63 per cent fall in the total number of KSI casualties to approximately 2,470 KSIs per year, compared with the 1994 to 1998 average of 6,684 KSIs. Casualty reduction targets by 2020, compared to the 2004 to 2008 baseline are to be set for the UK by the DfT in 2010. Road user groups are likely to have individual targets and TfL will work towards achieving the new targets. If current

funding levels are retained, it is estimated that casualty reductions over the new 2004 to 2008 baseline may continue to 2031. At the level of funding identified in the TfL Business Plan 2010 to 2017/18, an overall reduction in the KSI casualties of 50 per cent compound to a baseline from 2004 to 2008, is anticipated across London.

Proposal 64

The Mayor, through TfL, and working with the London boroughs, police, Highways Agency, road safety partnerships, and other stakeholders, will seek to achieve any new national road safety targets and such further road safety targets as the Mayor may set from time to time.



Spotlight

Improving road safety for pedestrians, cyclists and powered two-wheeler riders

The Mayor seeks to continue the significant improvements in overall road safety of the past decade, particularly for pedestrians, cyclists and powered two-wheeler riders, who are at more risk of injury compared to other road users.

Pedestrian casualties have been reduced by over 40 per cent since the mid 1990s, but they remain the majority of vulnerable road user KSI casualties. Further improvements to pedestrian safety are, for example, urban realm enhancements, 20 mph zones and initiatives in schools.

Over the same period, cycling in London has increased by over 100 per cent, while KSI casualties have reduced by a fifth. Engineering solutions such as 'advanced stop lines' are complemented by events including ones where cyclists and HGV drivers see the road from each

others' perspective. The Cycle Safety Action Plan sets out over 50 actions to further improve cycling safety in London.

About 200,000 trips are made each day by powered two wheelers. In central London, usage has increased by about 40 per cent over the past decade while across London KSI casualties have been reduced by about a fifth. This has been achieved through targeted initiatives, such as the successful 'BikeSafe London' programme with active involvement from the police.

In addition to continuing to run innovative campaigns addressing the specific problems vulnerable road users face, TfL is looking at the interaction between these groups while supporting police enforcement of the rules of the road for all road users.



The Mayor, TfL and the boroughs will adopt national policy and set targets that are appropriate at a London-wide or borough level in a new Road Safety Plan for London. Additionally, the Mayor has re-affirmed his commitment to the European Road Safety Charter.

Proposal 65

The Mayor, through TfL, working with the police, Highways Agency, London boroughs, road safety partnerships and other stakeholders, will develop a new Road Safety Plan to reflect any new road safety targets to be set by the Government or the Mayor and review progress every five years.

A continued mixture of engineering, education and enforcement will help reduce the number of casualties on London's roads. New initiatives, such as intelligent speed adaptation (ISA) and average speed (time over distance) cameras, could also be used where they are demonstrated to be effective and value for money.

5.16.3 Injury inequalities

- wheelers (motorcycles and scooters), cycling and walking in particular, suffer from disproportionately high casualty rates. By 2008, the number of KSIs for those using powered two-wheelers had fallen by only 21 per cent on the 1994 to 1998 average and is a cause of concern for the Mayor.
- Reducing the rate of injury to cyclists is of paramount importance if the number of

- cyclists is to grow. Busy roads and larger vehicles can pose significant safety hazards, especially for infrequent cyclists. Improving cyclist safety will help overcome a barrier to delivering the Mayor's cycling revolution. Pedestrians also currently suffer from a high injury rate per distance travelled, and have the highest number of KSI casualties; therefore, improving pedestrian safety will help encourage more people to walk.
- Those who live in the most deprived areas of London and ethnic minority groups suffer a disproportionately high number of road casualties.
- To ensure value for money, it is vital that safety initiatives are targeted, based on sound data and research evidence, especially using the London-wide body of collision and casualty data, analysis and research held by TfL. This provides a valuable resource for key stakeholders such as boroughs and the police. It is also important to monitor road safety schemes to ensure their success and inform future measures.

Proposal 66

The Mayor, through TfL, will continue to monitor road safety schemes and publish road safety casualty reports and research.

5.16.4 Educating road users

494 Communication with all road users is vital to improving road safety. It is particularly important that the messages reach children and other vulnerable groups who may not



Figure 51: An example of road safety campaign material

generally interact with transport authorities. For pedestrians and cyclists, it is essential to be aware of measures they can take to avoid injury on the road and conversely for other road users to be aware of their needs.

intervention with children aged three in the Children's Traffic Club and evolve as target groups age. The 'Don't die before you've lived' campaign targets teenage pedestrians while other campaigns (see Figure 51) aim to educate young drivers, cyclists, motorcycle and scooter riders.

Applies a Recent campaigns have used a variety of new and innovative methods to spread the road safety message. TfL works in partnership with key stakeholders including borough road safety officers, London Councils and organisations such as the Royal Society for the Prevention of Accidents (RoSPA). The aim is to provide suitable education materials and campaigns targeted to address issues highlighted by research. Training for cyclists is proposed as a means of improving the conditions for cycling under 'Continuing the cycling revolution'. Road safety education is also a key component of school travel plans.

Proposal 67

The Mayor, through TfL, and working with the London boroughs, police, DfT, and other stakeholders, will undertake public information and engagement to improve road user behaviours and reduce the risk of collisions.

5.16.5 Cyclist safety

One in three pedal cycle fatalities in London are from collisions with left-turning HGVs. In 2008, of the 15 pedal cyclist fatalities nine involved an HGV and five of these included a left-turning manoeuvre by the lorry. Research has shown that HGVs without sideguards are involved in a disproportionately large number of fatal collisions with cyclists considering the very small number of HGVs without sideguards. HGVs with sideguards can have additional mirrors or electronic warning devices fitted to improve safety.

- In order to deliver the Mayor's cycling revolution, more needs to be done to resolve conflicts, both real and perceived, between HGVs and cyclists. This includes improved facilities for cyclists as well as better driver training and safety technology.
- Advanced stop lines provide a safer location for cyclists at road junctions. They enable cyclists to pull away within view of other motorists, so they are less likely to be involved in a collision. It is important that cars and lorries do not encroach into advanced stop line areas.

The Mayor, through TfL, the police and working with the DfT, London boroughs, road freight operators and other stakeholders, will improve safety for cyclists in the vicinity of HGVs and other vehicles, by:

- a) Encouraging the Government to amend legislation and remove the current exemption for HGVs being fitted with sideguard protection
- b) Working to increase the number of HGVs with sideguards or fitted with electronic warning devices that detect cyclists
- c) Raising awareness among drivers of the safety benefits of advance stop line areas
- 500 FORS has been well-received by those operators who have signed up so far. The scheme offers driver training and safety workshops, coupled with introductory offers for driver profiling to monitor driver behaviour.

In order to further improve safety standards, a subsidised driving licence check service is in place to help operators check for licence endorsements held by prospective drivers.

Proposal 69

The Mayor, through TfL and working with the DfT, London boroughs, road freight operators and other stakeholders, will seek enhanced vehicle and driver safety from organisations operating corporate fleets by working with the freight sector and other stakeholders, promoting increased membership of the Freight Operator Recognition Scheme, and encouraging operators to uptake and demonstrate freight best practice.

5.16.6 Work-related road safety

- of KSI casualties are associated with vehicles driven in the course of work. Therefore the Mayor, TfL, Metropolitan Police (Met) and other partners will work with operators to improve vehicle quality and employee behaviour. For example, in 2008 TfL distributed 15,000 'Fresnel' lenses to HGV drivers to help improve their in-cab visibility of cyclists.
- TfL has introduced a vocational BTEC qualification for new bus drivers and service controllers in London to improve safety and customer service through defensive driving training and health, safety and security. TfL offers driver training and safety workshops, and GLA staff members who drive for work will

undergo eco-driver training to reduce emissions and develop safer driving behaviour. Taxi and PHV drivers will also be eligible for this training.

Those working in road maintenance face some of the most hazardous working environments in the Capital. London-specific trends will be examined through the future Road Safety Plan for London.

Proposal 70

The Mayor, through TfL, and by working with the DfT, London boroughs and Health and Safety Executive, will seek to improve road safety by developing initiatives and working with employers to increase work-related road safety and to reduce casualties involving work-related vehicles and activities.

5.16.7 Road safety engineering

504 Improving facilities to make routes safer for pedestrians and cyclists remains a top priority in encouraging mode shift, as non-motorised users suffer disproportionately per kilometres travelled. Nevertheless, it remains necessary to address the needs of car occupants, who continue to form the majority of casualties, and all of the other main modes including motorcycles, scooters, goods vehicles and buses. Between 2001 and 2009, road safety engineering schemes on the TLRN had reduced collisions by an average of 30 per cent at 270 sites across the network. Any physical engineering measures implemented will be developed with due regard for emergency vehicle access.

Proposal 71

The Mayor, through TfL, and working with the London boroughs, Highways Agency and other stakeholders, will implement targeted physical engineering and other design considerations to improve road safety across London's road network.

Improving facilities for cyclists and pedestrians is also addressed by improvements to the quality of the urban realm for pedestrians, cyclists and all disabled users. Giving these groups more priority will reduce the collision rate as vehicle speeds are reduced and drivers are made more aware of the risk they pose to pedestrians and cyclists.

5.16.8 Road safety enforcement

506 It remains necessary to target those road user groups who are frequently the cause of the most serious collisions. Drivers breaking the law by drink or drug-driving and speeding contribute to a large number of serious collisions. In parts of London there are large numbers of uninsured drivers and unlicensed vehicles that contribute to high levels of 'fail to stop' collisions (also known as 'hit and run'). Excessive and inappropriate speed is a factor in many collisions and the enforcement of existing speed limits is key to reducing the likelihood and consequence of collisions. TfL has already committed funds to trials in its own fleet of time over distance speed camera technology and ISA technology which automatically limits the speed of the vehicle to the legal maximum. Current research suggests implementation of 'voluntary' ISA could ensure

compliance with the local speed limit in every vehicle, and could reduce the number of collisions resulting in injury by around 10 per cent and fatal collisions by around 20 per cent.

507 Over the course of this strategy it is hoped that such technology will become more widespread through TfL encouraging companies to fit the technology. The fitting of ISA to company cars and vans, following suitable trials and on the basis it can be shown to be value for money, would reduce the disproportionate number of those driving for work being injured and reduce their levels of occupational road risk. Depicted by the red zones in the ISA speed limit map (Figure 52), many London boroughs have introduced 20mph zones, particularly in residential areas with positive road safety effects which are enhanced when accompanied with enforcement.

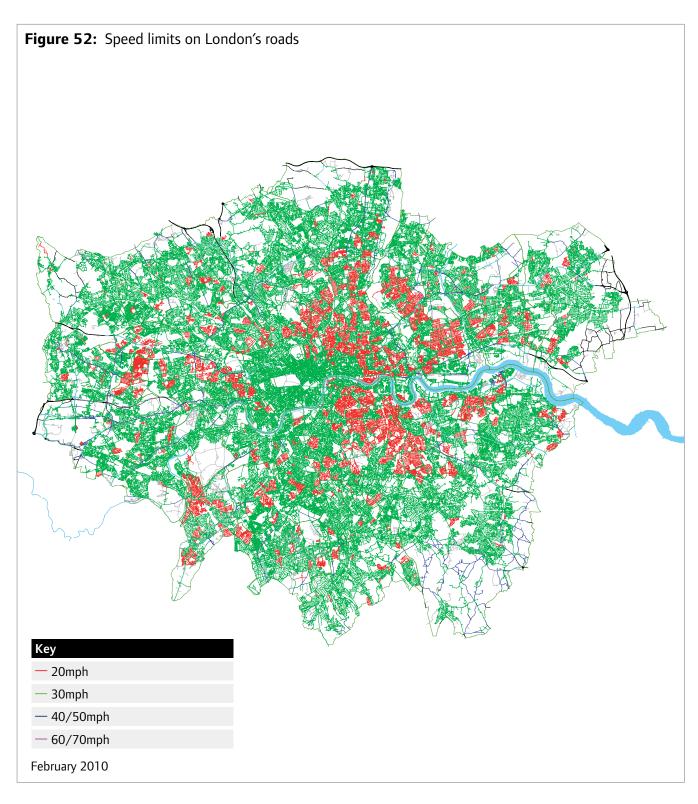
Proposal 72

The Mayor, through TfL, and working with the DfT, London boroughs, vehicle manufacturers and other stakeholders, will encourage the introduction of voluntary 'intelligent speed adaptation', subject to the outcome of trials in corporate fleets, including freight, passenger transport and company cars and vans.

5.16.9 Speed limits

The frequency and severity of road collisions and casualties are closely related to vehicle speeds. In residential areas, 20mph zones are generally popular with residents and make the streets safer for pedestrians and cyclists. This in turn encourages more use of these modes, with environmental and health benefits. Research has shown that 20mph zones have reduced





casualties by over 40 per cent where they have been implemented in London.

Speed enforcement is currently delivered by more than 800 fixed 'spot' and mobile speed cameras operated by the London Safety Camera Partnership. Red light running is also enforced by cameras at more than 250 locations.

Average speed cameras could help reduce the variability in speeds that can be caused by heavy braking at 'spot' camera sites and improve safety.

Proposal 73

The Mayor, through TfL, and working with the police, London boroughs and other partners will continue implementing effective enforcement measures, targeted at locations with poor collision records across London's road network, including new average speed cameras which will be trialled subject to local consultation, for example, on main roads and for enforcing speed in 20mph zones.

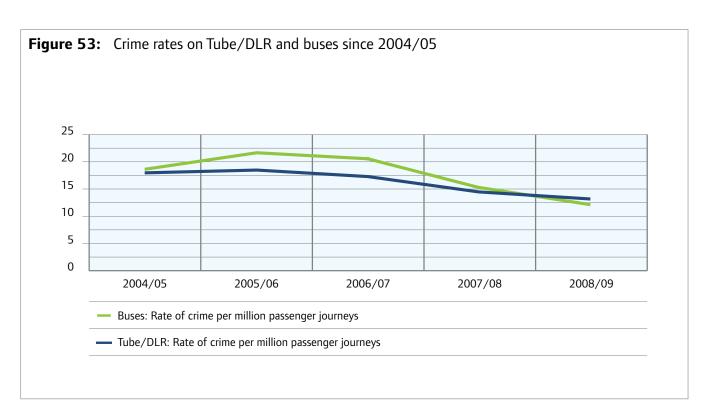
5.17 Reducing crime, fear of crime and antisocial behaviour

5.17.1 Introduction

- This section sets out proposals to reduce crime, antisocial behaviour and make every journey safer. The Mayor, TfL, local authorities, the police and other public bodies share a statutory duty to consider crime and disorder and community safety in the exercise of all their duties.
- The rate of crime on the bus, Underground and DLR networks is falling (Figure 53).

 There were 12 crimes per million passenger journeys on London's buses and 13 per million passenger journeys on the Underground and DLR in 2008/09.
- As patterns of crime are likely to vary over the course of this strategy, the proposals are drafted to meet current priorities while offering flexibility to respond to future challenges.

 Activity in this area will be informed by robust evidence based on comprehensive intelligence and analysis. Progress will be rigorously assessed through performance management.
- As well as combating crime and antisocial behaviour, these proposals aim to help people feel safer when walking, cycling, or using PHVs. Reducing crime and the fear of crime has direct economic and social benefits, can improve people's quality of life, mental health and wellbeing and encourages walking, cycling and public transport use.



5.17.2 Developing successful partnerships to deliver a safer transport system

Partnership working is fundamental to achieving the vision of a transport system that is safe and feels safe, where people travel and staff work confidently without fear of crime or unwanted behaviour. The work of a number of agencies including local authorities, the Met, City of London Police, British Transport Police (BTP) and transport operators determine how safe travelling in London feels. Targeted initiatives, for example, on youth crime or violence against women, reflect the need to make travelling as safe as possible.

Proposal 74

The Mayor, through TfL, and working with the London boroughs, transport operators, police and local communities, will establish a statutory community safety partnership for transport and travelling in London. These partners will seek to ensure a strategic, effective, integrated and financially sustainable approach to improving safety and security across the transport system. The partnership will develop and implement a rolling three-year community safety strategy to tackle crime, fear of crime and antisocial behaviour. The strategy will set out shared priorities, objectives and targets based on a joint annual strategic assessment.

5.17.3 Prioritising resources

- Today, overall levels and rates of crime on the transport system are low. This has been achieved through a combination of investment in visible policing and enforcement; improving design; introducing new technologies; changing environments; and listening to, and informing, staff and the travelling public. However, perception of safety and security is not determined simply by the actual level of crime, but by factors such the behaviour of other passengers and media reports. Because tackling crime and the fear of crime is complex, it is vital that the resources available to all agencies are used in a targeted and coordinated fashion, based on a common understanding developed from shared intelligence. Improved coordination will also help partners deliver improved value for money.
- Research confirms that people feel safer and reassured if shared public space, such as public transport, displays visible signs of being controlled. Uniformed staff, visible on the transport system, play a key role in helping to further reduce crime and antisocial behaviour and improve perceptions of personal security.

Proposal 75

The Mayor, through TfL, and working with the London boroughs, police and other stakeholders, will make best use of available resources, basing decisions on evidence and shared intelligence, to:

- a) Increase the visibility and accessibility of uniformed staff and officers, including special constables, at the right times and locations and provide them with the right powers to maximise their impact on crime, antisocial behaviour and public confidence in travelling in London
- b) Target enforcement activity on priority crimes, antisocial behaviour and behaviour that feeds the fear of crime using a problem-solving approach
- c) Create a small joint intelligence unit between TfL and policing agencies to improve intelligence sharing and the efficiency and effectiveness of resource deployment

5.17.4 Neighbourhood policing

517 Responsibility for policing the transport system is shared between the Met, BTP and City of London Police. They are responsible for different transport networks, geographical areas and jurisdictions. The Mayor wants policing on the transport system to be seamless, delivered through a neighbourhood policing model focused on transport hubs and interchanges. Each police service – the Met, City of London Police and the three areas of the BTP that cover London – has implemented a neighbourhood policing structure but they are not coterminous. This can make local coordination challenging and sometimes be inefficient. There are some excellent examples of joint working and collaboration between the local transport policing teams, but there

is still room for improvement. Strengthening the current local policing model could be achieved through improved coordination and alignment of local policing areas, collaboration, joint tasking and deployment arrangements at specific locations.

Proposal 76

The Mayor, through TfL, and working with the London boroughs, police and other stakeholders will integrate local policing structures on the transport system; improve coordination and deploy resources collectively. Joint tasking of uniformed staff will help maximise their effectiveness.

5.17.5 Increasing public confidence in policing and transport safety

518 Public confidence in the safety of travelling around London is enhanced not just by the visibility of policing and uniformed staff, but knowing how and where to report crime and antisocial behaviour, and knowing that reports will result in action. Currently a number of different channels for reporting exist. Improved coordination between these channels may increase the effectiveness of the response.

Proposal 77

The Mayor, through TfL, and working with the London boroughs, police and other stakeholders, will integrate reporting systems for antisocial behaviour, crime and disorder on the transport system.

5.17.6 Engagement and education

- Inconsiderate and antisocial behaviour can have a significant impact on people's perceptions of safety and on their journey experiences. Such behaviour can create a sense of unease for staff and other passengers and increase fear of crime. The Mayor is committed to improving behaviour on public transport and bringing about a shift in public opinion about what is acceptable behaviour and what people should expect of others when travelling. To achieve this will require a multi-pronged approach combining elements of enforcement with education and social marketing to persuade people to be more considerate of others when travelling. The current 'Together for London' campaign is an example of the type of initiative that can be pursued to promote positive and considerate behaviour on public transport and the Capital's roads.
- 520 Public perceptions of safety and security can be influenced positively by the provision of good quality travel information and an awareness of the safety and security initiatives on the network. Improving the quality and availability of information about travel options and services, such as wayfinding and real time travel information enables individuals to make informed decisions and increases their confidence to travel. Improving signage for pedestrian routes across London will not only encourage walking, but will help pedestrians to feel reassured when making these journeys. Proposals to improve the pedestrian environment are contained within sections 5.14 and 5.18.

The Mayor, through TfL, and working with the London boroughs and other stakeholders, will introduce a package of measures including marketing, education and engagement activities to help passengers make informed, safer travel choices, and raise awareness of the effect of inconsiderate and antisocial behaviour on others.

5.17.7 Designing out crime

Ensuring that the transport system and the wider public realm is kept in a good state of repair and designed to minimise opportunities for crime and disorder is a key priority and statutory duty for the Mayor. TfL, local authorities, the police and transport operators will work with the community to implement affordable, high quality design and instigate environmental improvements that improve safety, security and the ambience on the transport system from door-to-door.

Proposal 79

The Mayor, through TfL, and working with the London boroughs, police, and other stakeholders, will seek to ensure that:

- a) Safety and security considerations are incorporated into the planning and design of transport facilities
- b) Existing transport infrastructure, including pedestrian routes and cycle parking facilities, are kept in a good state of repair and have adequate lighting, signage, clear lines of vision and CCTV coverage where appropriate

5.17.8 Using technology efficiently and effectively

Technology has an important role to play in reducing opportunities for crime and antisocial behaviour and improving confidence to travel. Passenger surveys have identified that CCTV, improved lighting, Help points and availability of service information enhance safety and security on the transport system. TfL has made significant investments in CCTV across the network and there is now an extensive system on LU, DLR, London Overground and the bus and road networks. CCTV can reassure the public and act as a deterrent to criminals. It can be a valuable tool in apprehending perpetrators of crime on the network and providing evidence to secure convictions.

The Mayor, through TfL, and working with the London boroughs, police, and other stakeholders, will exploit the opportunities provided by new technology to prevent crime and disorder.

5.17.9 Safer travel at night

throughout the night. Research shows that fear of crime and antisocial behaviour is heightened when travelling after dark, particularly for women and older people. In some areas, travel choices late at night are limited, so people may be forced to choose more risky options, such

as walking unknown routes or using illegal cabs. Measures to improve the safety of taxis, PHVs and to combat illegal cabs are proposed in section 5.5 (Taxis, private hire, coaches and community transport).

Proposal 81

The Mayor, through TfL, and working with the London boroughs, police, and other stakeholders, will seek to:

- a) Improve the safety of night-time public transport services
- b) Improve the safety of cabs
- c) Provide better information about, and access to, safer travel options





5.17.10 Responding to the threat of terrorism

- London's position as a world city makes it a high profile target for terrorist groups. Much work has been undertaken in response to the lessons learned from the July 2005 terror attacks with the aim of strengthening London's resilience to the threat of terrorism. A range of interventions have been made including long-term investment in infrastructure, improved operational procedures, staffing levels and policing initiatives that will help to safeguard the transport system from potential attacks. The interventions have been carefully balanced against the needs of passengers who use the system to go about their daily lives.
- The preparedness and vigilance of the police, other emergency services and transport staff

are essential to reducing opportunities for terrorists to attack the transport system. The implementation of successful counterterrorism plans will also contribute to London's successful hosting of the 2012 Games. Joint security arrangements and emergency response plans between TfL, the police and emergency services are in place to deter or respond to potential attacks. Plans are reviewed and tested regularly.

Proposal 82

The Mayor, through TfL, and working with the London boroughs, police and other emergency services and stakeholders, will seek to reduce the likelihood and impact of potential terrorist attacks on the transport system.