

## TRANSPORT FOR LONDON

## BOARD

**SUBJECT: THE RIGHT DIRECTION: THE MAYOR'S STRATEGY TO IMPROVE TRANSPORT SAFETY AND SECURITY IN LONDON 2010 – 2013**

**DATE: 4 NOVEMBER 2010**

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## **1 PURPOSE AND DECISION REQUIRED**

- 1.1 Accompanying this paper is a draft of 'The Right Direction: the Mayor's strategy to improve transport safety and security in London 2010 – 2013'. The Board is asked to approve the document for publication.

## **2 BACKGROUND**

- 2.1 The Community Safety, Enforcement and Policing Directorate (CSEP), as the lead Directorate in TfL for community safety issues, has been working across TfL to produce the first three year Mayoral strategy for improving transport safety and security in London. This document is a Partnership Strategy, required by the Mayor's Transport Strategy (MTS). The Strategy will also form part of a package of overarching Mayoral policy statements in relation to community safety in London. The others include women's safety and serious youth violence.
- 2.2 The Strategy is being produced by TfL on behalf of the Mayor and the London Transport Community Safety Partnership (LTCSP)<sup>i</sup>. The Strategy sets out shared objectives and priorities to focus the attention and resources of the partner agencies on common safety and security issues across the transport system. The objective is to have a significant and meaningful impact on crime, antisocial behaviour and public confidence in the safety of the journeys they make as they travel around London. LTCSP members and other agencies are expected to align the relevant parts of their annual delivery and business plans with the objectives and priorities in the Partnership Strategy.
- 2.3 In previous years, TfL and its policing partners produced an annual Community Safety Plan. This Strategy is broader in scope than the annual community safety plan, moving beyond public transport and road safety to cover crime and antisocial behaviour as it affects walking and cycling.
- 2.4 Safety and security is one of the six overarching goals of the MTS. The MTS establishes the requirement for the development of a transport community safety strategy in London to ensure a strategic, effective, integrated and financially sustainable approach to improving safety and security across the transport system.
- 2.5 TfL has worked with the LTCSP on the development and implementation of this strategy to ensure a joint commitment to the projects, programmes and operational activities that will help achieve the outcomes set out within the MTS. The MTS expected outcomes for safety and security in 2031 (compared to 2008/09 levels) are:
- (a) Crime rates on the London Underground/DLR networks are anticipated to be reduced by approximately 15 per cent (based on 2008/09 levels).

- (b) Crime rates on buses anticipated to be reduced by approximately 25 per cent (based on 2008/09 levels).
- (c) The number of Londoners who use public transport and are significantly affected by crime and disorder concerns (either on bus, Tube or train during the day or at night) is anticipated to be reduced to 20 per cent (based on 2008/09 levels).

There are similar target areas contained in the current TfL Business Plan 2009/10-2017/18, which include annual targets, and these are aligned with the longer term MTS targets.

### **3 THE RIGHT DIRECTION: MAYOR'S STRATEGY TO IMPROVE TRANSPORT SAFETY AND SECURITY IN LONDON 2010 – 2013**

- 3.1 The objectives of the Strategy are taken from the MTS. The priorities identified under each objective have been identified using a detailed strategic assessment of current crime and disorder patterns<sup>ii</sup>, an assessment of longer term trends, analysis of performance data and customer research.
- 3.2 The Right Direction also highlights successes achieved to date in reducing crime and antisocial behaviour and improving public perceptions. It provides the context for changes in travel behaviour in London, which may affect future alterations in the rates of crime and associated disorder.

#### **Objectives and Priorities**

- 3.3 Each chapter relates to a specific objective tied to the aspirations of the MTS. Under each of these objectives, the Strategy lists a number of key priorities on which the LTCSP members will need to focus in order to achieve the objective.

#### **Objective 1: Reduce crime and antisocial behaviour on the public transport network**

- (a) Violence against the person;
- (b) Theft;
- (c) Criminal damage;
- (d) Sexual offences;
- (e) Robbery;
- (f) Antisocial behaviour; and
- (g) Touting and cab-related sexual offences.

#### **Objective 2: Increase confidence in the safety and security of travelling in London**

- (a) After dark;
- (b) Women;
- (c) Younger people; and
- (d) Older people.

#### **Objective 3: Reduce the volume of Londoners injured on London's roads as a result of criminal or antisocial behaviour**

- (a) Drink and drug driving;
- (b) Speeding; and
- (c) Illegal driving.

#### **Objective 4: Improve cyclists' safety and security by tackling crime and antisocial behaviour**

- (a) Cycle theft; and
- (b) Cycle safety.

**Objective 5: Contribute to the step change in the walking experience through removing crime and the fear of crime as barriers to walking**

- (a) After dark;
- (b) Antisocial behaviour; and
- (c) Priority places – parks and open spaces, subways and alleyways/walkways.

3.4 The Right Direction provides more detailed commentary and analysis against each of these areas and identifies a number of actions that the Mayor, TfL and its partners will undertake to deliver on the objectives and achieve the targets within the document.

**4 CRIME AND DISORDER IMPLICATIONS**

4.1 The Right Direction will make a direct contribution to improving community safety across London. The Strategy sets out how the Mayor, working through the LTCSP, will deliver further improvements in transport safety and security in London. It builds on the work of the Mayor, TfL and its partners which have delivered the lowest levels of crime on the transport system in over six years.

4.2 The strategy is a public statement of the Mayor's and TfL's activities to fulfil the requirement under section 17 of the Crime and Disorder Act 1998.

**5 EQUALITY AND INCLUSION IMPLICATIONS**

5.1 Reducing crime and antisocial behaviour, and increasing public perception of the safety and security improves accessibility to the transport system. Fear of crime is not evenly distributed across the population – women, younger people and older people are far more likely to be affected by fear – so further exacerbating social exclusion. As well as general measures to reduce crime and antisocial behaviour, and improve perceptions, the Strategy will set out specific actions to reduce sexual offences and improve the confidence of women, younger people and older people when travelling in the Capital.

**6 FINANCIAL IMPLICATIONS**

6.1 The objectives and priorities in the Strategy will be addressed within the envelope of funding levels. A number of actions will relate to partners and/or be joint initiatives.

**7 RECOMMENDATION**

7.1 The Board is asked to:

- (a) APPROVE The Right Direction: the Mayor's strategy to improve transport safety and security in London 2010-2013; and
- (b) DELEGATE authority to the Managing Director, Surface Transport, to finalise the report and make any further design or editorial changes to the report as may be required.

## 8 CONTACT

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<sup>i</sup> The London Transport Community Safety Partnership exists to strengthen partnership working in order to achieve a shared aspiration to create the safest transport system and road network in the world, accessible to all London's communities, by reducing crime and antisocial behaviour and increasing public confidence so that all journeys in London, whether by foot, bicycle, motor vehicle or on public transport, are safer and feel safer. Members include British Transport Police, City of London Police, Government Office for London, Greater London Authority, London Councils, London Criminal Justice Partnership, Metropolitan Police, Transport for London, London Travel Watch, Network Rail, ATOC and train operators.

<sup>ii</sup> The Partnership Strategic Assessment is an annual report produced by TfL, MPS, BTP and City of London Police to analysis patterns and trends in crime, fear of crime, antisocial behaviour and public confidence across all transport modes.

**The Right Direction:  
The Mayor's strategy to improve  
transport safety and security in  
London  
2010 - 2013**

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*The Right Direction*

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Mayor's foreword

To be provided by the Mayor's office before publication

## Supporting statement

The London Transport Community Safety Partnership (LTCSP) is made up of a number of organisations which share a commitment to work together to make journeys within London safer.

This partnership has been central to the significant reductions in crime and antisocial behaviour (ASB) achieved on the Capital's transport system over the last six years and the parallel improvements in passenger perceptions of safety and security.

The partnership will lead on implementing 'The Right Direction', the Mayor's three-year strategy to improve transport safety and security in London. This is based on its commitment to deliver efficient and effective community safety and policing services for London. It uses a problem solving approach, so that the reductions achieved in crime, fear of crime and antisocial behaviour continue.

## Recent achievements

### Low levels of crime

London's transport network is experiencing historically low levels of crime. All modes of transport in London have experienced reductions in crime including bus, Tube, Docklands Light Railway (DLR) and National Rail. Since 2007/08, crime has fallen by around a fifth. During 2010/11, there have been almost 10,000 fewer crimes on the bus and Tube networks. This decrease is even more startling as it has been achieved at the same time as a shift away from private transport to public transport. There are just 11.1 crimes per million passenger journeys on the bus network and 12.8 crimes per million passenger journeys on the Tube.

Particular success since 2008 includes reductions in criminal damage achieved on the bus network of 60 per cent (3,500 fewer crimes), robbery reductions of 40 per cent (1,700 fewer crimes) and reductions in violent offences of 18 per cent (1,500 fewer crimes). Overall, bus crime has fallen by 25 per cent since 2007/8 levels.

Large reductions have also been achieved on the Tube network, with 30 per cent reductions in criminal damage (584 fewer crimes), 29 per cent reductions in robbery (55 fewer crimes) and 10 per cent reductions in violent offences (218 fewer crimes).

The low levels of crime on the transport system have been achieved through a combination of:

- Visible and accessible policing
- Targeted and intelligence led enforcement
- Staffing of stations
- Improvements in design (incorporating new evidence on crime prevention)
- Introducing new technologies (such as CCTV), environmental improvements and listening to, and informing, staff and the travelling public

## **Enhanced policing on the public transport system**

One of the most important contributory factors to the reductions in crime and ASB on public transport has been the provision of local, visible and accountable policing on the transport system. This has brought the sort of policing that passengers and staff have long wished for and surveys are showing that Londoners are now feeling more confident to travel on public transport.

On the surface transport network (covering buses, cars, bicycles and other roads users), Hub policing teams have been created at priority locations across London. The teams, which work as part of the 32 local borough Safer Transport Teams, provide highly visible, locally accountable policing at busy transport hubs, using problem solving to tackle crime and ASB. The teams are based within the Metropolitan Police Service (MPS) Borough Operational Command Units and work alongside local Safer Neighbourhood Teams and Safer School officers and closely with Borough community safety teams. Their activities are closely managed by TfL and the MPS.

Bus-related crime is at its lowest level in more than six years as a result of the efforts of the Safer Transport and Hub Teams, which are supported by the specialist transport policing teams within the MPS Safer Transport Command (STC).

The British Transport Police (BTP) has also organised its officers into Neighbourhood Policing Teams on the Tube, DLR, London Overground and London rail networks. These dedicated teams provide highly visible policing. They engage with their local community of transport users and staff to determine and review priorities. They have made a significant contribution to the overall reductions in crime on the transport system and have had a positive effect on the travelling experience of Londoners.

## **Cycle safety and security**

The Mayor wants to transform London into a 'cyclised' city. Major new initiatives such as the Barclays Cycle Hire scheme and Barclays Cycle Superhighways are at the forefront of the cycle revolution. As part of this, the Mayor wants to remove the barriers, such as safety and security concerns, which stop people taking to two wheels.

Working with TfL, cycling organisations, road safety groups, cycle retailers and manufacturers, local authorities, road users groups and policing partners, the Mayor has published a Cycle Safety Action Plan and a Cycle Security Plan.

The Cycle Safety Action Plan identifies the types of collisions that are most likely to result in serious cycling accidents and sets out measures to reduce them over the next year. Key problems identified include collisions with heavy goods vehicles (HGVs), which account for more than half of London's cyclist fatalities each year, and 'close proximity' collisions, where cyclists and other road users fail to give each other enough road space. The Cycle Security Plan focuses on reducing the risk of cycle theft and criminal damage in London.

## **Earn Your Travel Back**

The Mayor's Earn Your Travel Back (EYTB) scheme has been in place since August 2009. It allows under-18s who have had their free bus travel withdrawn for non-criminal breaches of the behaviour code to earn it back through voluntary activity on conservation projects in London. The EYTB provider is a consortium led by the London Wildlife Trust with 'v', the national young volunteer service and BTCV (formerly the British Trust for Conservation Volunteers). In the scheme's first year, over 1,000 young people have successfully completed EYTB.

EYTB aims to help tackle the poor behaviour of a minority of young people on buses and trams and complements other efforts being undertaken by the LTCSP to deal with ASB involving young people on the transport system. Concerns over groups of school children / youths have fallen from 24 per cent in 2008 to 17 per cent in 2009.

## **Alcohol ban**

The Mayor, through TfL, introduced a ban on the consumption and carrying of open containers of alcohol on TfL's public transport modes in June 2008. This ban continues to have overwhelming support from the public. A TfL survey shows that 89 per cent of respondents support the ban, believing that it creates a more pleasant environment and that it reduces the likelihood of threatening behaviour. Alcohol remains a key issue for the LTCSP, not only as a contributory factor in many crimes and ASB, but due to its impact on staff and passenger perceptions around safety and security.

## Executive summary

### Introduction

Making London safer for all is one of the Mayor's top priorities. Through his strategic leadership, he aims to make a real difference to people's experience of travelling and of public transport in the Capital. He wants everyone to feel safer and more protected while they travel around London, whether they make their journey by train, tram, Tube, bus, bike, car, boat or walking, wherever they are going, and whenever they want to travel. Improving the safety and security of the transport system is one of the six goals of the Mayor's Transport Strategy (MTS - May 2010). This document, entitled 'The Right Direction', sets out how the Mayor, working through the LTCSP, will progress this ambition over the next three years.

The chance of being a victim of crime on the London's public transport system is at its lowest since records began in 2004/05. However, despite the overall low levels of crime and ASB on the transport system, concerns about safety and security remain a barrier to travel for some Londoners, and influence people's travel choices.

Improving safety and security, both actual and perceived, will help to address wider challenges for London including improving quality of life and making it a fairer and more prosperous city.

This executive summary condenses the main strategy, setting out the Mayor's long term objectives, the priorities for the LTCSP to progress over the next three years, and highlights some of the actions that are proposed and those already under way. The body of the strategy provides the evidence base underpinning the selection of the priorities and the suggested actions.

### Main elements of: The Right Direction

#### Targets

The Mayor's overall goal is to improve safety and security on the transport system. The Mayor has set long-term targets to 2031 to demonstrate progress towards this goal in the MTS:

- Reductions in the crime rate on London Underground / DLR to 11.1 crimes per million passenger journeys
- Reduction in the crime rates on London buses to 9 crimes per million passenger journeys
- Reduce the proportion of Londoners who have significant concerns about crime and ASB on public transport such that it deters them from using it to 20 per cent

Action on safety and security will also contribute to the walking and cycling targets:

- Four hundred per cent increase in cycling to 2026
- Increase in walking by one per cent to 25 per cent mode share

Translating the long term targets published in the MTS into three-year targets resulting in:

- Crime rates on the Tube/DLR of 12.9 crimes per million passenger journeys by 2012/13
- Crime rates on the bus network of 10.3 crimes per million passenger journeys by 2012/13
- Reduce the proportion of Londoners who have significant concerns about crime and ASB on public transport such that it deters them from using it to 27 per cent

The Mayor, TfL and partners have not set three-year targets for walking and cycling. It is anticipated that there will be a significant increase in the number of walking and cycling journeys in London during the next three years, in part as a result of safety and security improvements. However, growth in these forms of travelling will also create further safety and security challenges.

The challenge of sustaining the reductions in crime and ASB achieved is great. All public bodies are seeking opportunities to reduce expenditure and provide even better value for money. Government spending cuts will significantly affect public transport and policing. This strategy sets out how the main transport and policing organisations in London, working together through the LTCSP, can make the best use of resources, improve efficiency through collaboration and, by focusing effort on shared priorities make real progress towards the Mayor's ambition in financially constrained times.

The targets for the next three years are very ambitious as London will be hosting the Olympic and Paralympic Games in 2012. The Games will provide a real challenge for crime reduction in 2012/13 with millions of visitors expected to arrive in London. The large rise in passengers will increase the opportunities for criminals, particularly pick-pockets, to operate. This explains why the target for the crime rate on the Tube and DLR is slightly higher than the current 2010 level, as it will be a significant effort to maintain this low rate of crime.

## **Evidence base**

'The Right Direction' has been informed by detailed analysis undertaken by TfL and its police partners for the Partnership Strategic Assessment (PSA). The PSA provides an in depth analysis of real and perceived issues affecting community safety across the whole of London's transport system. It assesses trends in crime and ASB, and identifies threats and opportunities on the horizon that may affect safety and security in the Capital. The priorities identified in this document are based on the combined picture for London's transport system while recognising that crime, ASB and perception issues affect transport modes differently.

## Objectives and priorities

This strategy has five objectives, each underpinned by a set of agreed priorities.

Objective	Mayor's Transport Strategy targets	Priorities
Reduce crime and ASB on the public transport network	<p>15 per cent reduction in crime rate on Tube/DLR</p> <p>25 per cent reduction in crime rates on buses</p> <p>2008/09 baseline: LU/DLR – 13.1 crimes per million passenger journeys Buses – 12 crimes per million passenger journeys</p>	<ul style="list-style-type: none"> <li>• Violence against the person</li> <li>• Theft and handling</li> <li>• Antisocial behaviour</li> <li>• Sexual offences</li> <li>• Robbery</li> <li>• Criminal damage</li> <li>• Illegal cabs and cab-related offences</li> </ul>
Increase confidence in the safety and security of travelling in London	<p>Proportion of Londoners who have significant concerns about crime and ASB on public transport such that it deters them from using it to equal 20 per cent</p> <p>2008/09 baseline – 30.5 per cent</p>	<ul style="list-style-type: none"> <li>• After dark</li> <li>• Women</li> <li>• Younger people (13-19)</li> <li>• Older people</li> </ul>
Reduce the volume of Londoners injured on London's roads as a result of criminal activity and ASB	New national targets for 2020 expected during 2010	<ul style="list-style-type: none"> <li>• Drink and drug driving</li> <li>• Speeding</li> <li>• Illegal driving</li> </ul>
Improve cyclists' safety and security through tackling crime and ASB	400 per cent increase in cycling to 2026	<ul style="list-style-type: none"> <li>• Cycle theft</li> <li>• Cycle safety</li> </ul>
Contribute to the step change in the walking experience through removing crime, ASB and the fear of crime as a barrier to walking	An increase in walking by 1 per cent to 25 per cent mode share	<ul style="list-style-type: none"> <li>• After dark</li> <li>• Antisocial behaviour</li> <li>• Priority places</li> </ul>

The strategy provides a clear framework of priority places, priority crimes and priority people (both offenders and victims). The LTCSP will drive progress on the strategy by concentrating efforts on particular groups of people, particular crime types and specific types of locations – priority places:

- High volume crime/ASB locations (transport hubs)
- High fear/low crime areas
- Strategic interchanges and rail termini (crowded places)

Member organisations of the LTCSP will produce their own organisational plans, which take into account these objectives and priorities, and illustrate how they will contribute to the Mayor's vision and targets.

## **Governance**

The LTCSP will report progress to the Mayor's London Crime Reduction Board. The LTCSP will work with local borough community safety partnerships, pan-London community safety bodies, and transport partnerships where objectives and priorities coincide, so greater progress can be made.

## **Highlights of actions**

### **Reduce crime and antisocial behaviour on the public transport network**

LTCSP members will:

- Provide high visibility policing and targeted enforcement at hubs - busy or strategically important interchanges, which are critical in providing transport to millions of Londoners each year. Robbery, violence, harassment and ASB will be tackled at these locations through dedicated policing and problem solving.
- Integrate transport policing at priority high volume crime/ASB transport hubs (such as Victoria, Stratford and Finsbury Park) and co-ordinate intelligence, planning, communications, engagement and resource deployment operations.
- Create a joint BTP, MPS and TfL 'Fusion Centre'<sup>1</sup> to enhance intelligence and information sharing, strengthen the evidence base for decisions and actions such as joint tasking of resources, resulting in a more efficient and effective approach to tackling priority crimes in priority places on the transport system.
- Reduce the likelihood and impact of a terrorist attack in crowded places such as rail termini through visible policing, vigilant and informed front-line customer service staff, designing out crime and engaging with the community.
- Tackle theft by providing dedicated, specialist policing teams targeting pick-pockets on the bus and Tube networks. These teams will working jointly with European police agencies to dismantle organised gangs profiting from theft on public transport in London. Theft prevention initiatives will be focused on more at risk groups such as older people.
- Target sexual offenders on the transport network, to reduce offences including inappropriate touching, groping and sexual harassment. Serious sexual offences including rape and assault are very rare on public transport.
- Provide dedicated resources to protect front-line transport staff, prevent assault, and catch and convict anyone who assaults staff working on the transport network.

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<sup>1</sup> A Fusion Centre is an intelligence and analysis unit involving two or more agencies, where staff create 'fused' intelligence from information provided by participating agencies. Fusion Centre staff evaluate the intelligence and analyse it for links and trends. The centres provide a more comprehensive picture of crime patterns and the nature of criminal occurrences, and are particularly valuable where jurisdiction and responsibility is divided between a number of agencies, such as on the transport system.



- Tackle illegal touting and other illegal cab-related offences to improve the safety and security of travelling at night.
- Continue to improve the safety of night-time travel for Londoners, through the delivery of initiatives such as the Safer Travel at Night (STAN) initiative, providing improved information about and access to safe travel options, particularly to women, warning of the risks of illegal cabs.

### **Increase confidence in the safety and security of travelling in London**

The LTCSP will:

- Provide reassurance to front-line staff and passengers by providing an appropriate level of policing at each type of priority place. Along with CCTV, lighting and signage, the visibility of trained and engaging staff at stations and when travelling will provide further reassurance that the transport network is managed and safe.
- Tackle fear of crime by listening, and responding to local concerns about crime and ASB on the transport system. Neighbourhood Policing Teams and Safer Transport Teams will develop local priorities that reflect what is most important to staff and passengers, tackle the priorities using problem solving and then feedback to communities what has been done.
- Engage with younger people to help reduce fear of crime among vulnerable young people.
- Reassure older people travelling on the transport network by providing high visibility policing at times and locations that have the biggest impact.
- Work with the Department for Transport to continue to set appropriate standards for safety and security in the rail franchising process in London. The Mayor and TfL will monitor franchises to ensure crime and ASB is being effectively tackled.
- Increase the channels for reporting hate crime and continue to focus on addressing hate crime incidents.

### **Reduce the volume of Londoners injured on London's roads as a result of criminal and antisocial behaviour**

LTCSP members will:

- Work with the London boroughs to monitor road safety schemes and publish casualty reports and research.
- Improve reporting for 'near misses' and antisocial driving using an online reporting tool. Information from this source will inform enforcement and problem solving by local police teams.

- Publish a new London road safety plan during winter 2010. This plan will set new road safety goals as required by the Mayor.
- Undertake enforcement operations to tackle dangerous and antisocial driving, and remove vehicles that are not roadworthy, taxed or insured from the road.
- Trial new Intelligent Speed Adaption (ISA) technology to help reduce speeding, encourage responsible driving and reduce casualties on London's roads. ISA uses Global Positioning Satellite (GPS) technology to help drivers to stay within the speed limit. Additional benefits from this technology could include a reduction in carbon dioxide (CO<sub>2</sub>) outputs from vehicles.

### **Improve cyclists' safety and security through tackling crime and ASB**

LTCSP members will:

- Support the implementation of both the Mayor's Cycle Security Plan and Cycle Safety Action Plan.
- Reduce the volume of theft of cycles in hotspots and increased detection of prolific cycle thieves.
- Disrupt the criminal activity fuelling the trade in stolen bikes in London.
- Raise awareness among cyclists and other road users of how to reduce the risk of collisions.
- Provide training for cyclists to improve their safety on the road.
- Offer free safety mirrors to fleet operators in London.
- Tackle irresponsible and antisocial road user behaviour.

### **Contribute to the step change in the walking experience through removing crime, ASB and the fear of crime as a barrier to walking**

LTCSP members will:

- Enhance joint working between Safer Transport and Safer Neighbourhood Teams, so locations with high fear of crime are well policed, and Londoners are provided with reassurance along their whole journey.
- Work with local authorities and schools to place a greater emphasis on safe walking and safe cycling in school travel plans to ensure children benefit from safe journeys to school.
- Determine the most cost effective ways of reducing fear of crime as a barrier to walking.

## **The future for transport safety and security in London**

In three years' time, London's transport system will continue to be a low crime environment where passengers feel confident travelling, are well informed about travel options and know how to keep their property safe. Hubs, interchanges, rail and bus stations will continue to be well-lit, inviting places with staff and policing to provide reassurance to passengers and tackle priority crimes, including robbery, theft, harassment and ASB.

Policing agencies, TfL and the boroughs will be working together and sharing information and intelligence to ensure the most efficient use of resources. Criminal and antisocial use of the road will be tackled through enforcement operations, and cycle journeys will be safer. Cycle theft will have been reduced through a combination of police enforcement and better security for bikes by making it harder to steal them and the chances of being caught even greater.

## Introduction

The transport system in London is a low crime environment. The risk of becoming a victim of crime on the public transport system, particularly on the Tube, DLR and London bus networks are low.<sup>2</sup> In recent years, there have also been tremendous reductions achieved in the number of road casualties by partners including London boroughs.

However, crime, ASB and the fear of crime can have a major effect on people's willingness to travel and their subsequent ability to access jobs and services. The Mayor still believes that London's road network has an unacceptable number of road casualties and much more remains to be done. Improving safety and security will help improve the quality of life and make London a fairer and more prosperous city. It is therefore crucial to continue efforts that have been successful in driving down crime and ASB and identify opportunities and areas for improvement.

### Why do we need this strategy?

Proposal 74 of the MTS establishes the requirement to develop a statutory community safety partnership for transport and travel in London:

*'...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 strategy to tackle crime, fear of crime and antisocial behaviour on the transport network'.*

In previous years, TfL and its policing partners produced an annual Community Safety Plan. This strategy is broader in scope than the annual Community Safety Plan, moving beyond public transport and road safety to cover crime and ASB as it affects walking and cycling.

The MTS proposal 75 stresses the importance of basing decisions on evidence and shared intelligence to target enforcement activity on priority crimes and ASB. 'The Right Direction' enables LTCSP partners to produce aligned and evidence based annual delivery plans.

Section 17 of the Crime and Disorder Act also places a duty on local government, TfL and other public authorities to do all they reasonably can to prevent crime and disorder. This strategy will help London boroughs and organisations across London understand the priority areas to focus on to reduce crime and disorder in transport and travel plans.

A strategy is also beneficial to provide a common foundation for partnership working. No single organisation or authority in London can deliver reductions in crime and ASB on the transport system alone. Crime on the transport system impacts on local communities and issues in the community often have an effect on the operation of the system. For this reason, strong links with London boroughs and other local

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<sup>2</sup> In 2004/05, a robust process was established by TfL to measure the rates of crime on London Buses, London Underground and the DLR network, and set a baseline for future analysis.

stakeholders is vital for the success of this strategy. Partnership working and enhanced collaboration can help achieve economies of scale and maximise the impact of resources. This is particularly important in the current and developing public sector financial climate.

### What is the scope of 'The Right Direction'?

'The Right Direction' is a partnership strategy focusing on the safety<sup>3</sup> and security issues that affect Londoners' journeys and affect those that work on the transport system. It takes a whole journey approach, for example trips to or from a bus stop by foot and interchanging between different modes of travel. This may include journeys that occur outside of the Greater London Authority (GLA) area and therefore will require cross-boundary working with local authorities and police services outside London. 'The Right Direction' covers all journeys made by foot, bicycle, taxi, private hire vehicle, river services, private motorised transport or public transport in London. It also includes the movement of goods and services.

'The Right Direction' also covers road traffic collisions where the contributory factors are criminal activity or ASB. This includes personal injury collisions affecting pedestrians, cyclists and vehicles users influenced by elements of either crime or ASB. A new Road Safety Plan, due for publication in winter 2010, will set out how London will reduce all types of road traffic collisions.

'The Right Direction' will provide the foundation for BTP, City of London Police (CoLP), MPS, London Councils, London boroughs, Train Operating Companies (TOCs), Network Rail, bus operators, and other partners to contribute to the Mayor's goal of improving the safety and security of all Londoners as they travel around the Capital. These authorities and agencies will give regard to the targets, objectives and priorities of this strategy when developing their own organisational plans.

'The Right Direction' is structured into five objectives:

**Reduce crime and antisocial behaviour on the public transport network**

**Increase confidence in the safety and security of travelling in London**

**Reduce the volume of Londoners injured while travelling in London as a result of criminal and antisocial behaviour**

**Improve cyclists' safety and security by tackling crime and antisocial behaviour**

**Contribute to the step change in the walking experience through removing crime and the fear of crime as a barrier to walking**

<sup>3</sup> 'The Right Direction' does not cover operational safety for public transport. Improving operational safety and reducing accidents is the responsibility of individual modes

This strategy has been informed by the analysis undertaken by TfL and its police partners for the Partnership Strategic Assessment (PSA). The PSA provides an in depth analysis of real and perceived issues affecting community safety across the whole of London's transport system. The priorities identified in this document are based on the combined picture for London's transport system while recognising that crime, ASB and perception issues affect transport modes differently.

The LTCSP will be responsible for driving the strategy forward. The LTCSP will address the priorities highlighted in this strategy by concentrating efforts on specific priority places:

- High volume crime/ASB locations (transport hubs)
- High fear/low crime areas
- Strategic interchanges<sup>4</sup> and rail termini (crowded places)

The vast scale and nature of the public transport system in London, with millions of people making daily journeys by bus and Tube, makes it vulnerable to terrorist attack. This risk is at the forefront of efforts to tackle crime and increase community safety. LTCSP members' activities to prevent crime and promote travellers' security - such as visible policing, vigilant and informed customer service staff, designing out crime and community engagement – all serve to prevent terrorism.

### **The Mayor's Transport Strategy**

Within his Transport Strategy, the Mayor of London elaborates on how the city can be the best big city on earth, stating that:

**'London's transport system should excel among those of global cities, providing access to opportunities for all its people and enterprises, achieving the highest environmental standards and leading the world in its approach to tackling urban transport challenges of the 21<sup>st</sup> century'**

In order to achieve the overarching vision for transport, six goals are outlined, all of which are impacted by the cross-cutting theme of safety and security:

1. Support economic development and population growth;
2. Enhance the quality of life for all Londoners;
3. Improve the safety and security of all Londoners;
4. Improve the transport opportunities for all Londoners;
5. Reduce transport contribution to climate change and improve its resilience; and
6. Support the delivery of the London 2012 Olympic and Paralympics Games and its legacy.

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<sup>4</sup> Strategic interchanges are intersections between orbital and radial routes, particularly on the rail network where inner and outer London meet. They have the potential of significantly relieving pressure on the capacity of main rail termini. Examples include Highbury and Islington, Stratford, Willesden Junction, Richmond and Peckham Rye. See proposals 45 and 46 in the MTS for more details.

The expected outcomes for the safety and security goal of the MTS will be monitored against the following long-term targets:

- Crime rates on LU /DLR<sup>5</sup> network are anticipated to be reduced by approximately 15 per cent by 2031.
- Crime rates on buses anticipated to be reduced by approximately 25 per cent by 2031.
- The number of Londoners whose use of public transport is significantly affected by concerns about crime and disorder (either on bus, Tube or train during the day or at night) is anticipated to be reduced to 20 per cent by 2031.
- Anticipated fall in the number of Londoners and visitors killed or seriously injured on London's road network by 2031<sup>6</sup>.

In addition to the targets set out in the MTS, this strategy proposes a target for National Rail journeys in London:

- A reduction of 20 per cent in crime and ASB on National Rail in London by 2031.

The MTS contains 20 proposals relating to the safety and security agenda. Appendix E provides a summary of the proposals.

The MTS sets out plans for the growth of London with an additional three million trips made per day by 2031 within Greater London. The only way to accommodate this growth without worsening congestion on the Capital's roads is through modal shift. This strategy will help contribute to modal shift.

### **How do changes in the way Londoners travel impact on safety and security?**

London's economy and population have expanded significantly since the early 1990s and are projected to grow further in the future. In 2007, the city was home to 7.6 million people and 4.7 million jobs, generating about 24 million trips per day. Around 1.3 million more people – and more than 750,000 additional jobs – are expected in Greater London by 2031, which in turn, will lead to at least three million more trips each day. Travel on all modes will increase over this period, however, the share of trips will change with more walking, cycling and public transport trips undertaken.

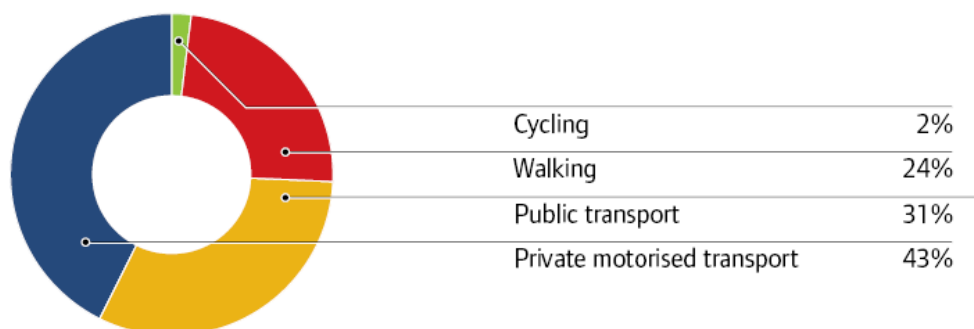
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<sup>5</sup> Crime figures for LU and DLR are reported together as these networks are policed by the same division of the BTP.

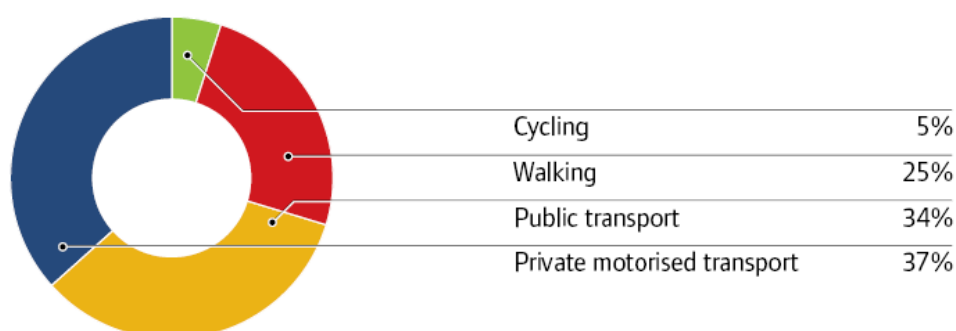
<sup>6</sup> Awaiting new DfT targets for beyond 2010.

**Figure 1: Transport modes shares in 2006 and expected 2031.**

2006



2031



Note: Do not add up to 100 due to rounding

- Increased crowding on the transport network causing increased interaction between passengers and potentially more crime and ASB
- Trips on the surface transport network to become more local in nature. Walking and cycling will become the travel choice for local journeys, which will present new challenges for the LTCSP
- Absolute number of private motorised trips will increase from current levels (although the mode share is predicted to decrease). Less road space and an increase in vulnerable road users (eg cyclists) will mean that efforts to keep Londoners safe on the roads will become increasingly important in order to sustain and build on recent improvements in road safety

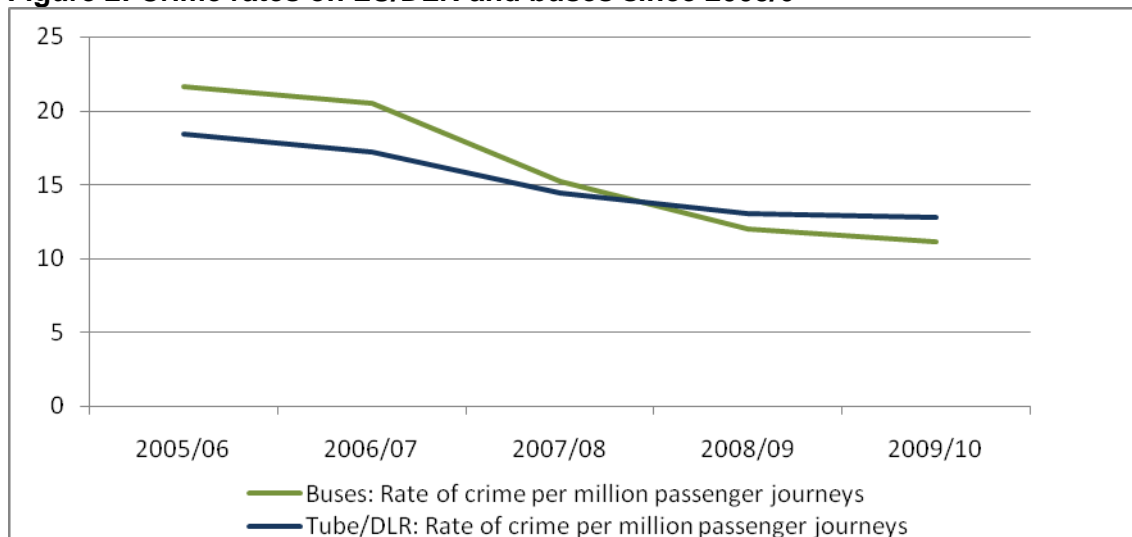
Additionally, in 2012 London will host the Olympic and Paralympics Games. Due to the special nature of this event and the additional challenges which this will bring to London, a specific joint plan will be developed to deliver transport safety and security during the Games period.



## Objective 1: Reduce crime and antisocial behaviour on the public transport network

Crime on public transport is at historically low levels which reflect the hard work and dedication of the LTCSP. There were 11.1 crimes per million passenger journeys on London's buses and 12.8 crimes per million passenger journeys on LU/DLR in 2009/10.

**Figure 2: Crime rates on LU/DLR and buses since 2005/6**



The low levels of crime<sup>7</sup> on the transport system have been achieved through a combination of:

- Visible, accessible policing
- Targeted, intelligence-led enforcement
- Staffing of stations
- Improvements in design (incorporating new evidence on crime prevention)
- Introducing new technologies (such as CCTV), environmental improvements
- Listening to, and informing, staff and the travelling public

Significant decreases in crime have been seen on both the bus network and LU/DLR since 2005/06. See table 1.

**Table 1: Volumes of crime on the transport network**

Total Crime (notifiable)	2005/06	2006/07	2007/08	2008/09	2009/10
Bus	39,142	38,482	33,125	27,170	24,976
LU/DLR	18,987	18,818	16,609	15,351	14,825
Tram	428	418	402	411	403
London Overground <sup>8</sup>	490	553	447	535	517
<b>TOTAL</b>	<b>59,047</b>	<b>58,271</b>	<b>50,583</b>	<b>43,467</b>	<b>40,721</b>

Source: Official Performance Statistics from the BTP and MPS.

<sup>7</sup> See Appendix B for a definition of the crime categories

<sup>8</sup> Crime figures for London Overground reported for 2005/06, 2006/07 and 2007/08 are not comparable with later year figures as the service was then operated by Silverlink Metro and had fewer stations

The decrease in crime on the public transport system has been achieved at the same time as a shift from private transport. Particular success has been achieved on the buses, with more than 2,000 fewer crimes in 2009/10 than the previous year.

A breakdown of the change in crime types by public transport modes between 2008/09 - 2009/10 and 2005/06 – 2009/10 is provided in Appendix C.

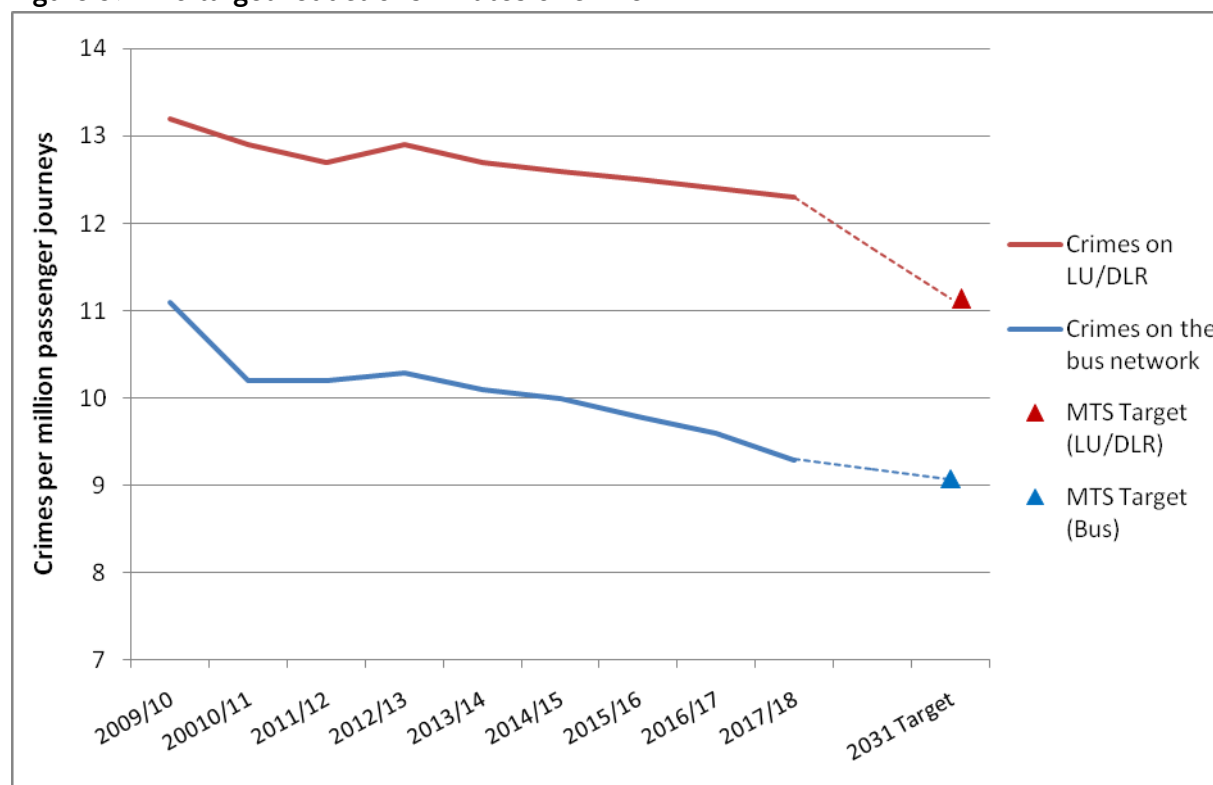
## Achieving the targets in MTS

The expected outcomes by 2031 in the MTS are as follows:

- Reduce crime rates on LU/DLR network by 15 per cent
- Reduce crime rates on buses by 25 per cent

These targets are based on 2008/09 levels. Reductions in the rate of crime on this scale can only be achieved through a coordinated approach among partners in the LTCSP. The chart below illustrates how these targets will be reached.

Figure 3: MTS target reductions in rates of crime



The anticipated annual rates of change to achieve these targets are likely to be revised in light of public sector funding restraints. Further reductions in crime will be a challenge, especially on such a low base. The LTCSP must continue working collaboratively and build on the success achieved in recent years. It is important that the partnership focuses both on reductions in overall crime levels on the transport system, and the specific crimes of concern for each transport mode.

## Priorities for London

### Priority 1: Reduce Violence against the person

Violence against the person (VAP) covers a number of offences, including common assault, harassment, serious assault and manslaughter, ranging in severity and volume. VAP offences on the transport network have reduced significantly in recent years and maintaining this trend is extremely important. VAP offences are the most common of all offences involving physical harm or the threat of physical harm, and passengers personal security concerns are predominantly about the threatening behaviour of other passengers<sup>9</sup>.

Most VAP on the transport system is less serious in nature. Weapon enabled (either knife or gun) crime is very rare. However, this type of offence has a particularly strong impact on victims and on the local community and therefore is a key issue to be tackled.

Staff assaults are an important aspect of VAP offences. Although there have been improvements in staff safety for rail staff at LU/DLR stations and on the buses, taxi and private hire drivers and operators are increasingly reporting concerns about the extent of assaults against them and the difficulty in reducing these crimes.

#### Victims and suspects

Suspects and victims on the bus network are most likely to be aged 15 to 19, although the proportion of suspects falling into this age bracket is far higher (35 per cent) than victims (16 per cent). Eighty per cent of suspects on the bus network are male, compared to 60 per cent of victims. More than half of victims are of white north-European ethnicity whereas those of African/Caribbean ethnicity account for the greatest proportion of suspects (45 per cent).

The suspect profile for the rail network (including the Tube, DLR, London Overground and National Rail network in London) is broadly reflective of the profile on the bus network; however, rail victims are older profile (25 to 34). The inference can be drawn that youth-on-youth offending is more prevalent on the bus network, particularly in light of the concentrated peak between 15:00 and 16:59, which coincides with school finishing times. This also reflects the significant number of journeys made by young people on the bus network.

#### Time

Small temporal peaks are evident for bus-related crime during the week between 15:00 and 16:59, with peaks in the early hours at the weekend. Rail crime shows a similar pattern although the weekday evening peak spans until much later – around midnight.

#### Location

Bus-related violence against the person is widely distributed across the Capital, with 48 per cent of wards accounting for 80 per cent of crime, compared to 29 per cent of

<sup>9</sup> Synovate Annual Safety and Security when travelling around London, December (2009)

wards for rail. The most vulnerable areas tend to be located centrally and to the east for both bus and rail networks.

## **Priority 2: Reduce Theft<sup>10</sup>**

Across the transport system, theft remains the most commonly reported crime. Passengers remain more likely to become the victim of theft while travelling than any other crime. Looking back, theft has been a success story, with large decreases in reported crimes on the public transport system since 2005/06. However, in 2009/10 theft and handling increased in volume on every mode compared to 2008/09, with an 11.8 per cent increase on LU/DLR and trams. Theft accounts for 48 per cent of reported bus crime and 35 per cent on the rail network. Pick-pocketing is the most common type of theft on both the bus and rail networks<sup>11</sup>.

Pick-pocketing is a 'hidden' crime as people rarely know they have been pick-pocketed until they have left the vehicle, station or train. As such, it is difficult to target specifically. Undercover operations are effective in detecting offenders and high visibility policing can deter potential offenders. It is important that passengers take responsibility for their possessions and make it as difficult as possible for potential perpetrators. Multi-media crime prevention information campaigns such as ZIP IT can be effective in increasing public awareness of the need to be vigilant and ensure valuables are kept as secure as possible. The strategic assessment identified pick-pocketing as a specific and predominant concern, which is also likely to escalate as London approaches the 2012 Games.

### Victims and suspects

Victims and suspects are most likely to be between the ages of 20 and 29 across both the bus and rail networks, with victims within this age bracket being disproportionately victimised based on patronage levels. However, there is an emerging trend of an increase in the number of older people becoming victims of theft. This is particularly prevalent on the bus network, with 24 per cent of victims over the age of 60. However, based on the patronage figures, those over the age of 60 are not disproportionately victimised. Suspects are far more likely to be male from central and southern Europe.

### Time

Theft and handling offences show no uniform seasonal patterns, although levels tend to be slightly inflated during the early summer months of May to July across both the bus and rail networks. There is, however, an extremely consistent temporal configuration by hour, with the peak times highlighted as 13:00 – 18:59 on the bus network and a more concentrated peak on the rail network of 17:00 – 18:59. These patterns are manifest on all days with the exception of Sundays when the levels of offending fall, which is likely to be a reflection of the lower volume of passengers travelling on that day.

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<sup>10</sup> Home Office counting rules group theft and handling of stolen goods as one category.

<sup>11</sup> Note: Baggage theft is the highest reported crime at Network Rail stations, which includes dipping.

## Location

The rail network (and the bus network to a lesser extent) displays a centrally weighted pattern of theft offences by ward. This is reflected with just 18 per cent of all wards (the majority of which are centrally located) accounting for 80 per cent of rail theft offences. Bus-related thefts are more widely dispersed, although wards to the north of the Capital have experienced high levels of theft.

### **Focus on: Young people 13 to 19 years old**

Young people can be the victims of crime and ASB, as well as the perpetrators. Where young people are victimised, the most likely perpetrators are other young people. Younger children are more likely than older young people to be bullied while travelling, either by pupils at their school or by young people from another school<sup>12</sup>. Most offences by young people are property related. In contrast, young males were more likely than adults to be the victims of violence, robbery and assault, with those aged 16 to 19 at greatest risk of assault.

Serious youth violence has fallen in London in 2009, however, it is still a concern. Incidences of serious youth violence are often concentrated in deprived areas of London<sup>13</sup>. Despite the reduction in actual offences, fear of being a victim of serious violence continues to be high with one in four young people worried about knife crime and one in five fearing being mugged or attacked<sup>14</sup>. The Mayor's strategy for tackling serious youth violence, 'Time for Action', will help in continuing to reduce the levels of violence against young people.

While young people are prepared to acknowledge that the behaviour of other young people can be antisocial, dangerous or even criminal, they are keen to emphasise that the majority of young people are not perpetrators.

### **Priority 3: Reduce Criminal damage**

Criminal damage directly impacts upon passengers' experiences and their perception of safety and security. Vandalism to stops and shelters, roadside ticket machines, damage to seats and doors, and graffiti can all affect perception of safety and security of travel (see Objective 2 for more detail on perceptions of safety and security). It also is a major cost to operators and can result in a reduced service, for example if trains are taken out of service for repair. Criminal damage can also impact on decisions about the levels of operation provided. For example, a bus route that travels through an area where it is subject to regular attack from stone throwing may be withdrawn to prevent further damage.

LU has seen some recent success in its strategy to reduce vandalism and graffiti. The most recent performance data shows a continued reduction in criminal damage on LU and buses. Trams and London Overground have seen an increase. However, criminal damage is proposed as a priority in order to maintain the current reduction on LU and buses; to focus attention on other modes; and channel effort in to

<sup>12</sup> Young People and Crime (2004)

<sup>13</sup> MPS, London Serious Youth Violence Board: The London Narrative (2009)

<sup>14</sup> Greater London Authority Young Londoners Survey (2009)

locations that are a persistent priority. Graffiti and track side graffiti remains a challenge for the rail network.

### Victims and suspects

Limited data is available regarding the suspects of criminal damage on the rail network and the nature of the offences. There are exceptionally high levels of suspects for bus-related criminal damage between the ages of 10 and 19 (69 per cent). However, the proportions of suspects within the age bands 10 to 14 and 15 to 19 have fallen since the previous year, while those in the bands 20 to 24 and 25 to 29 are increasing proportionately. Suspects of bus-related criminal damage are primarily of white north-European ethnicity (64 per cent), and are predominantly male (90 per cent).

### Time

Increases in criminal damage are seen in October and November and are generally associated with Halloween and Fireworks nights. Unlike many other crime types, there is no evidence of inflated levels of criminal damage during the morning rush hour, with the main peak spanning over several hours from 16:00 to 23:59 on the bus network<sup>15</sup>. This peak is evident not only during the week, but also on Saturdays and, to a lesser extent, Sundays. Fridays and Saturdays are the peak evenings for bus-related criminal damage.

### Location

Contrary to the overall spatial distribution of crime on the bus network, which shows a far more centralised configuration, areas more vulnerable to criminal damage are concentrated in the eastern Outer London boroughs. Conversely, areas more vulnerable to rail-related criminal damage offences are more widely dispersed across London.

### **Focus on: Hate crime**

London is the most culturally and ethnically diverse city in the UK and also one of the most diverse in Europe. Being a victim of hate crime can have a disproportionate effect on a person's ability to travel. Due to the nature of the offence being directed specifically at the person as a result of their religion, race, gender, sexuality or disability, this has a greater impact than indiscriminate crime such as theft. Hate crime affects both staff and customers, and although the transport system currently has a very low level of hate crime offences, there is some evidence of it increasing; for example, reported hate crime on LU/DLR is up 30 per cent in 2009/10.

Under-reporting is a significant problem, which may stem from a lack of confidence in policing agencies. The police and partners are working hard to increase reporting of hate crime. Local dedicated police officers (Lesbian, Gay, Bisexual and Transgender (LGBT) Liaison Officers) working with community groups, development

of third party reporting and special events such as the transport focused *Travel with Pride 2010*<sup>16</sup> have all contributed to increased awareness. LTCSP commits to increasing the channels for reporting and to continue to focus on addressing this issue.

#### Priority 4: Reduce Sexual offences

While these types of offences remain particularly rare on the transport network with less than one crime per million passenger journeys on the bus and LU/ DLR networks, sexual offences have a disproportionate effect on people's perceptions and confidence to travel, especially for girls and women using public transport. Women are disproportionately affected and are far more likely to become a victim of sexual offences than men. The LTCSP will work to support the aims and aspirations of The Mayor's violence against women and girls strategy, 'The way forward: A call to action to end violence against women'.

Sexual offences on the public transport network are predominately sexual harassment and assault (touching) rather than serious sexual violence (offences that involve penetration) which is rare on the transport system.

#### Victims and suspect

Victims and suspects on the bus network have a younger profile than those on the rail network, and are most likely to be between the ages of 15 to 19. While victims on the bus network are primarily of white north-European ethnicity, the suspect profile is more evenly split between white north-European and African/Caribbean ethnicity. Females account for 79 per cent of all victims, while males account for 98 per cent of suspects.

The inference can be drawn that sexual offences on the bus network are more closely aligned with children travelling to and from school than those on the rail network. In part, this is reflective of the profile of passengers; more young people use the bus network for shorter journeys, in particular to and from school.

#### Time

Sexual offences are marginally less likely to occur in the winter months, particularly from December to February. Offences on the bus network are more likely to occur later in the day between 15:00 and 18:59 during the week, with a further secondary peak at 23:00. Both on the bus and the rail network, there are a higher number of offences reported during the middle of the week. A high proportion of the offences (particularly on the bus network, which sees a younger profile for both suspects and victims) are likely to be linked to young people travelling to and from school.

#### Location

Sexual offences on the rail network tend to be more centrally located while those on the bus network are more widely dispersed.

<sup>16</sup> *Travel with Pride 2010* was a multiagency initiative focused on the LGBT community using the bus network to increase engagement and reporting, build lasting community relationships and ask people about their experiences whilst travelling in London



A recent survey<sup>17</sup>, commissioned by TfL, has for the first time asked Londoners about their experiences of sexual harassment on public transport while travelling on, waiting for, or heading to, or from, public transport in London. The results<sup>18</sup> showed that eight per cent had experienced unwelcome sexual behaviour on or around public transport in the last year. Women are significantly more likely than men to have experienced this (14 per cent vs two per cent). Of the experiences mentioned, most were verbal remarks of a sexual nature. Forty-five per cent of the experiences mentioned occurred between noon and 17:00, followed by 37 per cent between 17:00 and 23:00.

### **Priority 5: Reduce Robbery**

Robbery offences have shown a downward trend over recent years and remain at a very low level with less than one per million passenger journeys on both the bus and LU/DLR networks. The act of robbery includes the element of force or threat of force, which can have a deeper impact on victims compared to the theft. It is therefore important to prioritise robbery to ensure the declining trend continues.

#### Victims and suspects

Victims of robbery offences are most likely to be aged 15 to 19 on both the bus and rail networks. These findings are reflective across the different ethnic groups, with white north-European males featuring slightly higher. There have been significant increases in victims on the bus network who are aged between 25 and 29, female and of African/Caribbean ethnicity. This is also true of Asian females, and African/Caribbean men and women, where increases have been significant.

Suspects across both the bus and rail network are also likely to be aged between 15 and 19 years of age, and of different ethnic appearances. Collectively across both the bus and rail networks, African/Caribbean males are more likely to be a suspect of this crime type, and white north-European males are more likely to be victims.

#### Time

Seasonal trends are evident for bus-related robberies over recent years with the summer months (June, July, and August) experiencing lower levels of reporting.

There are higher rates of offending for robbery across all modes of transport in London on a weekend night than during any other period. Robberies remain rare on the Tube.

On the bus network, robbery offences are more commonly reported during the week between 15:00 and 16:59 hours, which coincides with school finishing times.

#### Location

Robberies on both the bus and rail networks tend to be more concentrated towards the southern half of London.

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<sup>17</sup> Synovate Quarterly Safety and Security Survey (April 2010)

<sup>18</sup> Seventy-five per cent of respondents chose to answer the sexual harassment questions. Given the sensitive nature of this subject, interviewees are given an option to opt out of this part of the survey (728 respondents chose to take part).



## Priority 6: Reduce Antisocial behaviour

Individuals that exhibit behaviour that causes or is likely to cause harassment, alarm or distress to passengers and staff is a key concern to the Mayor. ASB and low level disorder is a real concern for many passengers and staff and one which can drive crime and the fear of crime if not addressed. ASB remains a high priority due to its impact on perception and confidence of travelling in London. This is covered in more detail under objective 2.

There is no standard measure of ASB for the transport system or for the UK as a whole. Public perception surveys, and staff and passenger reports of ASB / disturbances provide a useful indication of ASB issues on the transport system. The '2009 Safety and Security when travelling round London Survey' showed that 45 per cent of respondents said concerns over ASB were a deterrent to using public transport more often. Twenty per cent had concerns over the threatening behaviour of others, 17 per cent had concerns over large groups of schoolchildren /youths (down from 24 per cent in 2008) and 12 per cent were worried about drunken passengers.

### Victims and suspects

Suspects of disturbances on the rail network are most likely to be between the ages of 15 and 19 (19 per cent), followed by 25 to 29 (16 per cent) and are overwhelmingly male (89 per cent). The ethnic appearance of suspects is evenly split between white north-European, white south-European and African/Caribbean.

No victim data or bus-related suspect data is available due to the nature of and different reporting processes for disturbance offences.

### Time

Few ASB seasonal trends are apparent, however, rail disturbance offences tend to peak during May on the rail network.

Clear temporal peaks are evident for bus-related crime during the week between 15:00-15:59, and in the late evening and early hours of the morning at the weekend. Rail crime shows a rather different pattern with the greatest number of ASB offences occurring on week days between 21:00-23:59.

### Location

The 80/20<sup>19</sup> rule is almost directly applicable to disturbances on the rail network with 24 per cent of a ward accounting for 80 per cent of crime, whereas reports from bus drivers are far more widely dispersed. The areas most vulnerable to rail related disturbance offences are located predominantly in central London whereas those on the bus network are skewed towards central and eastern areas.

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<sup>19</sup> The 80/20 principle states that a minority of causes, inputs, or effort usually lead to a majority of the results, outputs, or rewards. Therefore 80% of the problems or effects (in this case crime) arise from 20% of the causes or factors. An example would be that a minority of offenders or locations are often responsible for the majority of all crime.

Tackling ASB is not solely a police and local authority responsibility. Transport operators can play a major part. Action for example by TfL on the London Overground lines, such as the staffing of stations, provision of ticket barriers, improved communication and clear, legible signage, lighting and CCTV all contribute to the sense that stations and trains are responsibly managed and controlled, leading to a reduction in ASB. A recent survey<sup>20</sup> showed that there is greater confidence in the work that TfL is doing with the police and other partners in preventing ASB on public transport.

### **Focus on: Fare evasion**

A third of Londoners see clamping down on fare evasion as a priority<sup>21</sup>. Loss of revenue as a result of fraud and fare evasion can harm a transport operator's ability to invest in upgrading the transport system. TfL has around 500 revenue inspectors patrolling the network and targeting known hot spots in order to reduce this revenue loss. In 2008/09, TfL successfully prosecuted 21,225 people for fare evasion on the bus network and 4,777 people on the Tube network. In addition, TfL issued 75,193 penalty fares on the bus network and another 20,787 on the Tube.

Fare evasion has been falling steadily on TfL's services over the last few years. The combination of improved gate line management, development of the Oyster ticketing product and high visibility and intelligence-led deployment of TfL's Revenue Control Inspectors have contributed to this success.

On the Tube, the level of fare evasion has fallen from a high of four per cent in 2004 to just over one per cent in 2009, a new record low. On the buses, the level of fare evasion on the network was 2.2 per cent in 2009/10. The removal of articulated (bendy) buses from London's bus network will help to reduce further the levels of fare evasion. When TfL assumed control over the London Overground services, the fare evasion rates were in excess of 18 per cent. The average since summer 2009 is two per cent, primarily due to staff presence and ticket barriers at stations.

### **Priority 7: Reduce illegal cabs (touting) and cab-related sexual offences**

TfL and the police are committed to tackling touting involving both unlicensed and licensed minicab drivers (known as illegal cabs or touts) and the risks they pose to travelling public in London. These 'cabs' are unregulated and uninsured for the purposes of carrying passengers and in some cases are linked to more serious crimes including rape, robbery, weapons and drugs. Illegal cabs also present an economic threat to the licensed taxi and private hire industries, intercepting their customers and representing unfair – and unsustainable – competition.

While London is safe for most people travelling, there are major concerns over the dangers of travelling in unbooked minicabs picked up off the street. Despite significant progress over recent years, illegal cabs remain a serious problem in London and are an under-rated danger of the Capital's night life. Independent research commissioned by TfL to gain a better understanding of illegal cab activity

<sup>20</sup>Synovate Annual Safety and Security When Travelling Around London (December 2009)

<sup>21</sup>Crime and Anti-social Behaviour in London (2008)

and late night travel issues showed that half of all Londoners (52 per cent) consider touting to be a problem in Central London, with one in five considering it to be a problem in their local area. When asked about their experience in an illegal cab, 27 per cent said that the driver drove too fast, erratically or dangerously, 23 per cent felt uncomfortable with the driver and 13 per cent felt threatened. Nine per cent of female respondents said that the driver made sexual advances. There is evidence of increasing issues with aggressive and violent touts who are intimidating to members of the public and law abiding taxi and minicab drivers.

In 2009/10, there were 143 reported cab-related sexual offences. 24 of these were rapes. Cab-related sexual offences account for around two per cent of all sexual offences reported to the MPS, but ten per cent of all sexual offences where the offender is not known to the victim. The proportion of women using illegal cabs to get home late at night has fallen from 19 per cent in 2003 to five per cent in 2010.

Safer Travel at Night (STaN), an initiative between the Mayor, TfL, the MPS and the CoLP aims to improve the safety of people travelling at night, with a particular emphasis on women and the dangers posed by illegal/unbooked cabs. The STaN initiative has been successful in tackling cab-related sexual offences, raising awareness of the dangers of using illegal/unbooked minicabs and increasing confidence in reporting crimes and reducing the demand for these cabs, but there is more to be done. Illegal/un-booked minicabs still pose a serious danger to women - particularly at night - which is why this remains a key priority for the Mayor, TfL and the police.

### LTCSF commitment to action

- Provide high visibility policing and targeted enforcement at hubs - busy or strategically important interchanges, which are critical in providing transport to millions of Londoners each year. Robbery, violence, harassment and ASB will be tackled at these locations through dedicated policing and problem solving.
- Integrate transport policing at priority high volume crime/ASB transport hubs (such as Victoria, Stratford and Finsbury Park) and co-ordinate intelligence, planning, communications, engagement and resource deployment operations.
- Create a joint BTP, MPS and TfL 'Fusion Centre to enhance intelligence and information sharing, strengthen the evidence base for decisions and actions such as joint tasking of resources, resulting in a more efficient and effective approach to tackling priority crimes in priority places on the transport system.
- Reduce the likelihood and impact of a terrorist attack in crowded places such as rail termini through visible policing, vigilant and informed front-line customer service staff, designing out crime and engaging with the community.
- Tackle theft by providing dedicated, specialist policing teams targeting pick-pockets on the bus and Tube networks. These teams will working jointly with European police agencies to dismantle organised gangs profiting from theft on public transport in London. Theft prevention initiatives will be focused on more at

risk groups such as older people.

- Target repeat sexual offenders on the transport network, to reduce offences including inappropriate touching, groping and sexual harassment. Serious sexual offences including rape and assault are very rare on public transport.
- Provide dedicated resources to protect front-line transport staff, prevent assault, and catch and convict anyone who assaults staff working on the transport network.
- Tackle illegal cabs and other illegal cab-related offences to improve the safety and security of travelling at night.
- Continue to improve the safety of night-time travel for Londoners, through the delivery of initiatives such as the Safer Travel at Night (STAN) initiative, providing improved information about and access to safe travel options, particularly to women, warning of the risks of illegal cabs.
- Integrate reporting systems for crime and ASB to assist with data transparency and effective use of data between agencies (see MTS proposal 76).
- Stress the importance of improving attitudes of transport staff and the travelling public towards one another (see MTS Proposal 42).

## Objective 2: Increase confidence in the safety and security of travelling in London

While the chances of becoming a victim of crime when travelling in London remains low, it is clear from research that fear of crime and ASB continues to affect people's willingness to travel and their choice of transport mode. Fear of crime is complex and not simply based on the amount of crime taking place. The behaviour of other passengers, familiarity of the area, state of the environment and media reports all contribute to feelings of safety and security.

Improvements to people's perceptions of travelling safely and securely will help in increasing public transport usage and the share of transport choice made up by cycling and walking - a key aim of the MTS. In making their travel decisions, a passenger's choice is driven by their perception of the whole journey. Fear of crime, and its effect on walking as part of a trip or as a whole trip, will be covered in Objective 5.

### Achieving the MTS target

The expected outcomes by 2031 in the MTS are as follows:

- The proportion of Londoners whose use of public transport is significantly affected by crime and disorder concerns (either on bus, Tube or train, during the day or at night) to be reduced to 20 per cent by 2031. The current level is 29 per cent<sup>22</sup>

The Annual London Survey 2010<sup>23</sup> indicates that people who are unemployed or in unskilled jobs have a much higher fear of crime compared to people in managerial and professional occupations – 45 per cent compared to 27 per cent. People who are unemployed or in low skilled jobs are also much more likely than other social classes to cite safety and policing as one of the worst things about living in London.

Some crimes or incidents can have a disproportionate or significant impact on people's sense of confidence and perception of safety. These 'signal crimes'<sup>24</sup> can increase travellers' sense of vulnerability. Open drug use at stations or stops, and criminal damage are examples of 'signal crimes' for the transport system. Neighbourhood policing – the provision of dedicated uniform officers, visible, familiar and present in a local area – can be effective in providing reassurance and improving confidence.

Customer research indicates that well-lit streets, stations and bus stops, CCTV cameras and the presence of uniformed transport staff, providing clear and reliable information about services and alternatives, can all help to reassure people travelling. TfL has been very successful in improving railway station security over a

<sup>22</sup> This projection assumes a constant level of resourcing up until 2031

<sup>23</sup> GLA, 2010, Annual London Survey 2010

<sup>24</sup> A 'signal crime' is an incident that is interpreted by the public as a warning about potential risk(s) within a social space (Innes 2004).

number of years through enhancements in the physical environment (i.e. modernised stations, lighting, CCTV) and management of stations (i.e. customer service, security patrols and Help points). This has seen a growth in the number of stations receiving Secure Station accreditation. Launched in 1998, by the Department for Transport (DfT), the Secure Stations Scheme represents a national standard for passenger safety and security on Britain's railway stations.

Passenger and staff security and confidence is greatly improved within stations that adopt these standards. The regular presence of uniformed police and community support officers can increase feelings of security in busy locations. The increased number of single officer patrols by the police will help in improving the visibility of officers in the community.

ASB has already been highlighted as a priority under objective one of this strategy. Inconsiderate and ASB can have a significant impact on people's perceptions of safety and on their journey experiences. Concerns about antisocial/loutish behaviour are a deterrent to greater public transport use for half of Londoners and fear of crime is a deterrent for four in ten<sup>25</sup>. Such behaviour can create a sense of unease for other passengers and staff and increase fear of crime. People's perceptions of safety are strongly influenced by the people and environment around them.

The visibility of staff and other uniformed officers at rail stations provides reassurance and is a vital part of improving passenger perception and reducing crime and ASB. In response to this, the Mayor and TfL have worked together to ensure that all Tube and London Overground stations have a uniformed staff presence. The Mayor, TfL and policing agencies have also worked to increase the levels of visible policing at stations and the wider transport system. The LTCSP partners will continue to implement measures such as visible staff presence, CCTV and appropriate lighting and signage, so that stations and public transport are viewed as safe places.

The Mayor and the LTCSP are committed to improving the behaviour of people travelling on London's transport system and bringing about a shift in public opinion about what is acceptable behaviour and what people should expect of others when travelling. Promoting a change in attitudes and behaviour will require a multi-pronged approach, combining elements of enforcement, education and awareness raising in order to improve behaviour.

## **Priorities for London**

### **Priority 1: Improve confidence in travelling after dark**

London is a 24-hour city where people travel throughout the night. Fear of crime and ASB is heightened for all groups of people when travelling at night. For some it is the darkness itself that creates the fear and they are nervous when travelling during commuting hours in the winter. For others, it is the time of day and the perceived isolation when travelling, with fewer people waiting at stations and stops or using public transport. BTP has been targeting ASB between 20:00 and 02:00 to improve

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<sup>25</sup> Crime and antisocial behaviour in London (2008)



perceptions of safety and security late at night through increased visibility of officers on the network. The hours between 23:00 and 01:00 are considered to be the least safe by passengers, mainly because of drunkenness.

Around three quarters of regular public transport users say they feel safe when travelling on public transport after dark (80 per cent on Tube, 72 per cent on bus and 75 per cent on train)<sup>26</sup>.

Sixty-two per cent of all Londoners said that their concerns about safety from crime or ASB affects the frequency with which they use the bus network after dark, 53 per cent for the Tube and 48 per cent for trains. Sixty-five per cent of Londoners had concerns about safety from crime or ASB when walking after dark<sup>27</sup>.

Common locations that are perceived to be unsafe whether walking or waiting, especially after dark, are subways or underpasses, car parks, bus stops, train station platforms, local parks or open space, alleyways, side streets or back streets and housing estates or areas with a poor reputation.

## Priority 2: Improve women's confidence in travelling

Women are more concerned about personal security than men. Women have a particularly high rate of concern regarding being raped (48 per cent) and fear of violent crime (70 per cent) in London compared to the rest of Great Britain<sup>28</sup>.

Feelings of safety decline dramatically after dark with a fifth of women feeling unsafe in their home street, nearly a quarter unsafe in the street where they work, and more than a third unsafe in the city centre. The impact of travelling during the dark is highlighted in the Women's Travel Needs 2006 survey which found that 90 per cent of women use buses during the daytime, shrinking to 33 per cent after dark. Comparatively, taxi usage changes from 49 per cent in the daytime to 71 per cent after dark.

Women can feel intimidated by gangs of rowdy young people and drunks. Women like to feel that the travelling environment is under supervision and control, that is why in the Women's Travel Needs 2006 survey concern about ASB is the second most common complaint (59 per cent) after overcrowded services. This was followed by fear of crime on the transport system (48 per cent), fear of crime getting to the transport system (39 per cent) and fear of terrorist attack (36 per cent).

Compared to men, women were more worried about being a victim of a street crime. Women worry about sexual assault or rape, and being stopped by kerb crawlers. Young women in particular are afraid of serious crime – being robbed or raped – but also of 'unwanted attention', for example, of verbal or sexual harassment from men. For older women, security concerns tend to focus on theft and there is considerable anxiety about holding onto handbags securely.

<sup>26</sup> Synovate, Annual Safety and security when travelling around London survey (December 2009)

<sup>27</sup> Synovate, Annual Safety and security when travelling around London survey (December 2009)

<sup>28</sup> Home Office, 2009, *British Crime Survey: Analysis of data comparing rates for London with overall findings 2004-08*.

### **Priority 3: Improve younger people's confidence in travelling**

Children and young people are major users of public transport and they are the key to the future market of travel users. Children younger than 11 or 12 years of age tend to travel on public transport accompanied by family members. The patterns of use change substantially beyond the age of twelve; children then start to travel more independently or with friends of a similar age, and evening and weekend use of public transport is more frequent and regular. Travelling independently, either alone or with friends, is associated with 'freedom' and 'being able to look after yourself'; the use of the Zip Card, the free travel concession for young people, perpetuates this.

Young people have similar anxieties to adults about waiting for and travelling on public transport. As with adults, there are striking differences between perceptions of security by day and after dark, and between the perceptions of young women and young men. Girls and young women are more likely than boys to feel very unsafe. Children of parents in managerial and professional jobs are more likely to feel safe in their neighbourhood than children whose parents are unemployed or in unskilled work (87 per cent and 79 per cent respectively)<sup>29</sup>.

As they grow older, children became more afraid of being robbed and of being intimidated. Young people are often the victims of crime during the periods when they are travelling to or from school, this is a time when large numbers of young people congregate and this can increase the risk of crime occurring.

Waiting for buses and on deserted platforms, was seen as a problem for many young women and girls, especially when they were waiting in unfamiliar areas which were dark and isolated. Some younger children of both sexes reported feeling scared waiting for buses in the dark. Information and reliability of services was seen as important for keeping waiting times to a minimum.

Young people identified the following actions as likely to improve their feelings of safety when travelling:

- Nearly two-fifths (39 per cent) say more police would do the most to make them feel safe in their neighbourhood
- Around one in six (16 per cent) would like more security cameras
- Seven per cent of young people think providing young people with more things to do would improve safety
- Six per cent favour improved sight lighting and better police community relations
- Five per cent want more friendly adults and neighbours<sup>30</sup>

Young people note that greater numbers of people travelling could make them feel safer, but drunks or groups of rowdy people are most likely to make young people feel unsafe while waiting for public transport.

Graffiti does not appear to young people as intimidating in contrast to its effect on adult passengers. An exception to this is when graffiti is seen as personally

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<sup>29</sup> GLA, 2009, Young Londoner's Survey 2009

<sup>30</sup> GLA, 2009, Young Londoners Survey 2009.



threatening, for example where it is racist. Graffiti is commonly associated as marking out territory and an acceptable way of communicating. There is little awareness of its impact on other passengers and of the costs of cleaning graffiti and repairing criminal damage<sup>31</sup>.

#### Priority 4: Improve older people's confidence in travelling

Older people remain one of the least likely groups to be a victim of crime. However, their fear of crime is significant and can affect their travel choices and ability to access services and opportunities. ASB is especially likely to be a concern for older people. Older women tend to feel increasingly vulnerable at an earlier age than men, especially if living alone. Men tend to start feeling increasingly vulnerable when alone when aged over 65 whereas for women it is 50 and above.

Whereas for many people the presence of others can have a positive effect on their feelings of safety, overcrowding can heighten insecurity for older people. People over 65 feel intimidated by young people and school children. In part, they are offended by rudeness but they also fear being pushed and shoved. Older people are also intimidated by groups of younger people hanging around stations. Very often, security concerns mean people avoid travelling when school children are likely to be travelling.

Customer research indicates that people aged over 61 particularly support the provision of uniformed staff at bus stations to improve security<sup>32</sup>.

#### Focus on: Antisocial behaviour on public transport

Surveys show that ASB is more commonly witnessed on buses than on other modes and there is a belief among Londoners that this mode should be the main focus for reducing this type of behaviour. Encouragingly, more people say they have confidence in the work that TfL is doing with the police to prevent antisocial behaviour.

Antisocial or nuisance behaviour involving young people is often the main cause of concern on public transport. Qualitative research with transport users and staff shows that noisy and rowdy young people, especially in groups, cause anxiety to others. Young people can be intimidating on buses, trains and at stations, although surveys with young people show that they are often unaware that their behaviour may be unacceptable to others<sup>33</sup>.

In order to help reduce the incidences of antisocial or nuisance behaviour on buses by young people, the Mayor introduced a scheme to deal with breaches of the Behaviour Code for the free travel concession (ZIP card). Young people who breach the Behaviour Code will lose their free travel concession. To regain their free travel concession young people must take part in the 'Earn Your Travel Back' scheme,

<sup>31</sup> Young People and Crime and Public Transport (1999)

<sup>32</sup> BMJ, 2001 Emergency Help Points

<sup>33</sup> TfL, 2006, Barriers to using Public Transport among E&I Groups: Summary of existing research

which involves volunteering on projects led by the National Young Volunteers Service.

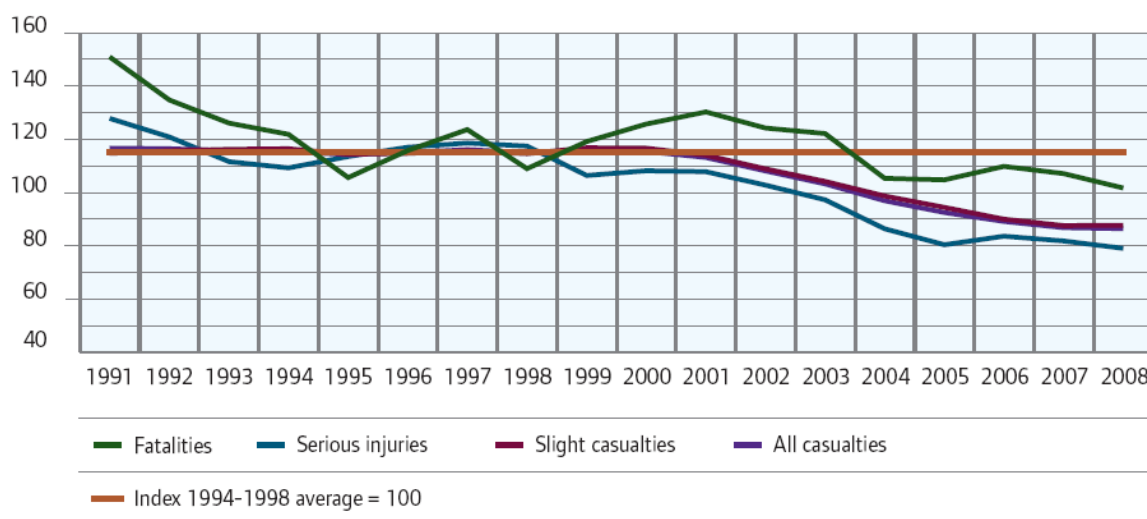
## **LTCSP commitment to action**

- Provide reassurance to staff and passengers by providing an appropriate level of policing at each type of priority place. Along with CCTV, lighting and signage, the visibility of trained and engaging staff at stations and when travelling will provide further reassurance that the transport network is managed and safe.
- Tackle fear of crime by listening, and responding, to local concerns about crime and antisocial behaviour on the transport system. Neighbourhood Policing Teams and Safer Transport Teams will develop local priorities that reflect what is most important to staff and passengers, tackle the priorities using problem solving and feedback to communities what they have done.
- Engage with younger people to help reduce fear of crime amongst vulnerable young people.
- Reassure older people whilst travelling on the transport network by providing high visibility policing at times and locations which have the biggest impact. Initiatives by teams such as Barnet Safer Transport Team, who police bus stops at the end of Bingo has helped provide reassurance and reduce fear of crime.
- Work with DfT to continue to set appropriate standards for safety and security in the rail franchising process in London. The Mayor and TfL will monitor franchises to ensure crime and ASB is being effectively tackled.
- Increase the channels for reporting hate crime and continue to focus on addressing hate crime incidents.
- Explore new ways of collaborative working and sharing of information and resources (see MTS Proposal 76).
- Support 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 (see MTS Proposal 78).
- Continue to embed design out crime considerations in infrastructure projects, and be open to new and emerging technological advancements to help reduce crime and ASB (see MTS proposals 79 and 80).

### Objective 3: Reduce the volume of Londoners injured on London's roads as a result of criminal and antisocial behaviour

The number of traffic collisions on London's road network has significantly fallen over recent years. London achieved the 10 year national targets for road casualty reduction in 2005, five years ahead of target.

**Figure 3: Index of trends in road casualties, 1991-2008**



Source: MTS 2010

Casualty reductions on London's road network have been the result of a combination of measures including road safety engineering, education and police intervention as well as collaborative working between a number of partner agencies. These include London boroughs (who are particularly important as 70 per cent of casualties occur on the borough road network), TfL and policing agencies.

Collisions on the road network can take place for a number of reasons. If a collision is investigated by the police, an officer will record possible reasons why collisions occurred through coding contributory factors. A number of contributory factors relate to criminal or ASB on the road network; these are detailed in Appendix D. It is important to note that coded contributory factors are the opinion of the officer at the scene at the time of the collision, not the result of detailed investigation. The number of collisions resulting in someone being killed, seriously injured (KSI) or slightly injured collisions which are reported as having a criminal or antisocial contributory factor has also fallen; between 2007/08 and 2008/09, KSIs and slight collisions fell by 11 per cent and four per cent respectively<sup>34</sup>.

However, young people and older people continue to be more at risk from traffic collisions. The young are more at risk due to their driving behaviour. Older people

<sup>34</sup> Data sourced from the Partnership Strategic Assessment over the time period Nov 07-Oct 08 to Nov 08-Oct 09

are more at risk due to misjudging the distance and speed of other vehicles, and being more frail, so that the severity of collisions is higher for this group.

Looking forward, it is anticipated there will be an increase in the volume of traffic on London's roads, and freight movement is expected to grow with the number of light goods vehicles forecast to grow by 30 per cent between 2008 and 2031, accounting for 15 per cent of total traffic. TfL has been working with the police, industry and local companies to improve safety and security on the network. TfL is working with the MPS Commercial Vehicle Unit to take a proactive approach to enforcement of HGV offences. Furthermore, schemes such as the Freight Operator Recognition Scheme (FORS) have helped in checking legal compliance and operator safety.

## **Achieving the MTS target**

The LTCSP will support the delivery of priorities to tackle criminal behaviour and ASB where it causes personal injury. New national targets to reduce the numbers injured on the road network towards 2020 are expected during 2010. Once established, the targets will be adopted by TfL and other partner agencies.

## **Priorities for London**

### **Priority 1: Tackle drink and drug driving**

Driving while under the influence of drink and/or drugs is a serious offence and drivers are at a significantly increased risk of collision.

Joint working between the DfT, TfL, police forces and London boroughs under the THINK! banner highlight the risk of these offences. These campaigns are often viewed as attention grabbing, easy to understand and powerful in nature. The anti-drug driving campaign of 2008 demonstrated improvements in attitudes over time (among 17 to 25-year-olds) with less tolerance being shown towards drug driving<sup>35</sup>.

### **Priority 2: Tackle Speeding**

The most commonly coded criminal contributory factor for vehicles involved in collisions is speeding. This does not necessarily mean that the vehicle was exceeding the speed limit at the time of the collision rather that the police deemed that the vehicle was driving at excessive speed for the road conditions at that time. 'Driving too fast for conditions' was most commonly recorded against powered-two-wheelers, cars and goods vehicles involved in collisions. Surveys of drivers' attitudes showed that awareness of the risk of killing or injuring someone is the greatest deterrent to speeding, although most people do not believe their behaviour could have such tragic consequences. Getting a fine or points on their licence is seen as more likely consequences of speeding<sup>36</sup>.

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<sup>35</sup> TfL, 2009, Anti-drug driving campaign evaluation

<sup>36</sup> TfL, 2006, 'Boy Racer' speeding campaign

TfL is working with the MPS and London boroughs to review the funding and operation of safety cameras in London. This review will be informed by the new London road safety plan and the Government's devolved approach to road safety and safety camera enforcement. Further proposals will be developed in early 2011.

TfL is trialling the use of Intelligent Speed Adaptation (ISA) on a number of vehicles within its fleet (MTS proposal 73). The use of ISA can limit the speeds at which a vehicle can travel or can be used to highlight the speed limit to drivers. One of the key barriers to ISA roll-out is that drivers have confidence in their own ability and do not feel they need to be told what speed to travel at<sup>37</sup>. An advisory only system (not linked to the engine management system) has the broadest appeal among London drivers as it was seen more as a helpful tool rather than an encroachment into their liberty.

### Priority 3: Tackle illegal driving

Illegal driving covers a number of criminal and antisocial elements including (although not limited to) driving a stolen vehicle, driving without a licence, driving without road tax and driving without insurance. It is estimated that four to five per cent of drivers in the UK do not have valid insurance, licences or vehicle excise duty.

Illegal driving has been targeted through joint partnership working such as 'Operation Foist' in 2006. This east London based operation removed 1,320 uninsured cars in just under four weeks. 'Operation Reclaim' in 2009, jointly run by the MPS and boroughs, helped to remove 35,251 vehicles from either unlicensed or uninsured drivers.

Analysing collision data indicates that illegal driving as a contributory factor in collisions is common. Uninsured drivers and those who are driving illegally are the most likely to be involved in 'failed to stop' collisions. The cost to the community of casualties resulting from 'failed to stop' collisions in London in 2004 was estimated at £191m<sup>38</sup>. The trend for 'failed to stop' collisions as a percentage of all collisions has been increasing since the early 2000s. Three quarters of 'failed to stop' collisions occurred on borough roads. In the majority of boroughs, 'failed to stop' collisions account for 10 to 15 per cent of all collisions. In Hackney, Waltham Forest and Tower Hamlets more than 20 per cent of all collisions involved a vehicle that 'failed to stop'.

### LTCSF commitment to action

- Work with the London boroughs to monitor road safety schemes and publish casualty reports and research.
- Improve reporting for 'near misses' and antisocial driving using an online reporting tool. Information from this source will inform enforcement and problem solving by local police teams.

<sup>37</sup> TfL, 2009, Exploring drivers' attitudes and responses to Speed Adaptation devices

<sup>38</sup> TfL, 2006, Hit and run collisions in Greater London

## *The Right Direction*

- Publish a new London road safety plan during winter 2010. This plan will set new road safety goals as required by the Mayor (see MTS proposal 65).
- Undertake enforcement operations to tackle dangerous and antisocial driving, and remove unroadworthy, untaxed or uninsured vehicles from the road.
- Trial new Intelligent Speed Adaption (ISA) technology to help reduce speeding, encourage responsible driving and reduce casualties on London's roads. ISA uses GPS technology to help drivers to stay within the speed limit. Additional benefits from this technology could include a reduction in Co2 outputs from vehicles.
- Continue to engage and provide public information to deliver improved road user behaviour and reduce the risk of collisions (see MTS Proposal 67).
- Work with London Boroughs and other partners to achieve any new road safety targets set by the Mayor (see MTS Proposal 64).
- Support the development of a new Road Safety Plan to reflect new road safety targets (see MTS Proposal 65).

## Objective 4: Improve cyclists' safety and security by tackling crime and ASB

In the last decade, London's roads have continued to get safer for all users. The mode share of cycling in London has increased since 2000. Cycling now accounts for two per cent of trips in London, compared to 1.2 per cent in 2000.

In order to reduce barriers to cycling, TfL, London boroughs and policing agencies have been working to reduce the incidents of crime and ASB that affects cycling in the Capital.

Sharing the road between different road users is a key part of the Mayor's campaign to increase the use of active travel modes while not penalising other modes. In 2008/09, the CoLP ran highly successful operations such as Operation Typhoon and Atrium, which addressed enforcement of traffic laws and sharing the road respectively in order to improve road safety. Both the MPS and CoLP are stepping up their enforcement against inconsiderate and ASB against all road users, such as breaching of Advanced Stop Lines and riding on pavements – taking a balanced and measured approach.

### Achieving the MTS target

The Mayor has set a target of increasing cycling by 400 per cent from 2000 to 2026. This would represent a significant increase in the numbers of cyclists travelling in London.

In order to achieve these targets, cycle theft must be targeted. Research shows that 17 per cent of cyclists in the UK experience cycle theft. Of these victims, 24 per cent stop cycling and 66 per cent cycle less often as a consequence. There is a continuing need to supply cycle parking at key locations within London.

Cycling in London also needs to become safer. Research undertaken by TfL has indicated that a number of barriers to cycling uptake are related to safety and security with 13 per cent stating the roads are too dangerous<sup>39</sup>. With the growing number of cyclists using London's roads, there has been an increase in the number of cyclists injured, although the overall rate of cyclists involved in collisions continues to fall, supporting the safety in numbers theory.

The first two pilot Cycle Superhighway routes were launched in summer of 2010 with plans for further Cycle Superhighways being introduced each year until 2015. The bold markings will increase awareness among all road users that the route is used by regularly by cyclists. In addition to the cycle route improvements, further cycle parking will be implemented at both ends of the trip. Alongside the infrastructure, there will be help with cycle maintenance, enhanced enforcement, cycle training and a trial of convex 'trixi' mirrors at traffic signals to help HGV drivers see along the length of their vehicles.

<sup>39</sup> TfL, 2009, *Barriers and Motivators for cycling amongst near market cyclists*



The priorities in this section focus on how tackling crime and ASB can contribute to the Mayor's ambition to turn London into a cyclised city.

## **Priorities for London**

### **Priority 1: Reduce cycle theft**

Cycle theft and criminal damage discourages people from taking up cycling and dissuades many victims from continuing to cycle. A study by the Transport Research Laboratory (Davies, Emmerson and Gardner 1998) found that one in four cyclists stopped cycling after being a victim of cycle theft. It is vital that the growth in the number of cyclists is matched by a radical change in cycle security to ensure increased cycling levels do not result in more cycle theft and criminal damage.

In June 2010, the Mayor published a draft Cycle Security Plan for public consultation. It is his intention that the Plan will act as catalyst for the improvement of cycle security in London. It proposes new measures and refines current activity to prevent and deter the risk of cycle theft or criminal damage to bikes.

The objectives of this plan are to:

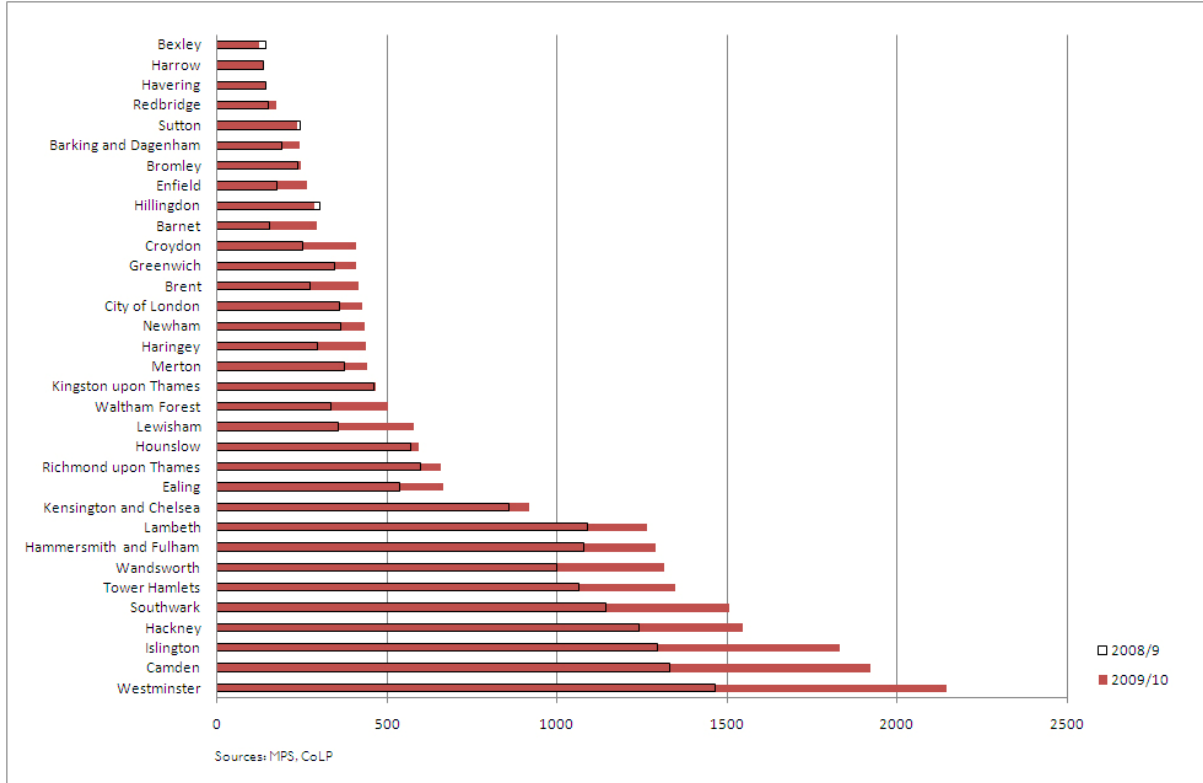
- Contribute positively to the Mayor's cycling revolution and the growth in cycling in London by preventing and reducing cycle theft and the criminal damage of bikes
- Set out activities to reduce cycle theft in public places
- Coordinate a problem-solving partnership approach to tackling cycle theft and criminal damage, incorporating new development into operating practice

The plan is based on an analysis of cycle theft to understand how and why theft and criminal damage occur. Innovative and effective practices have then been reviewed to develop the measures proposed in this plan.

According to MPS figures, 23,319 cycles were reported stolen from a public place during 2009/10. This is a 28 per cent increase on the previous financial year when 18,216 cycles were stolen. A total of 429 pedal cycles were reported stolen to the CoLP during 2009/10 compared with 361 during the previous financial year – an 18.8 per cent rise. Combining MPS and CoLP recorded pedal cycle thefts gives a 27.8 per cent rise in the number of thefts between 2008/09 and 2009/10.



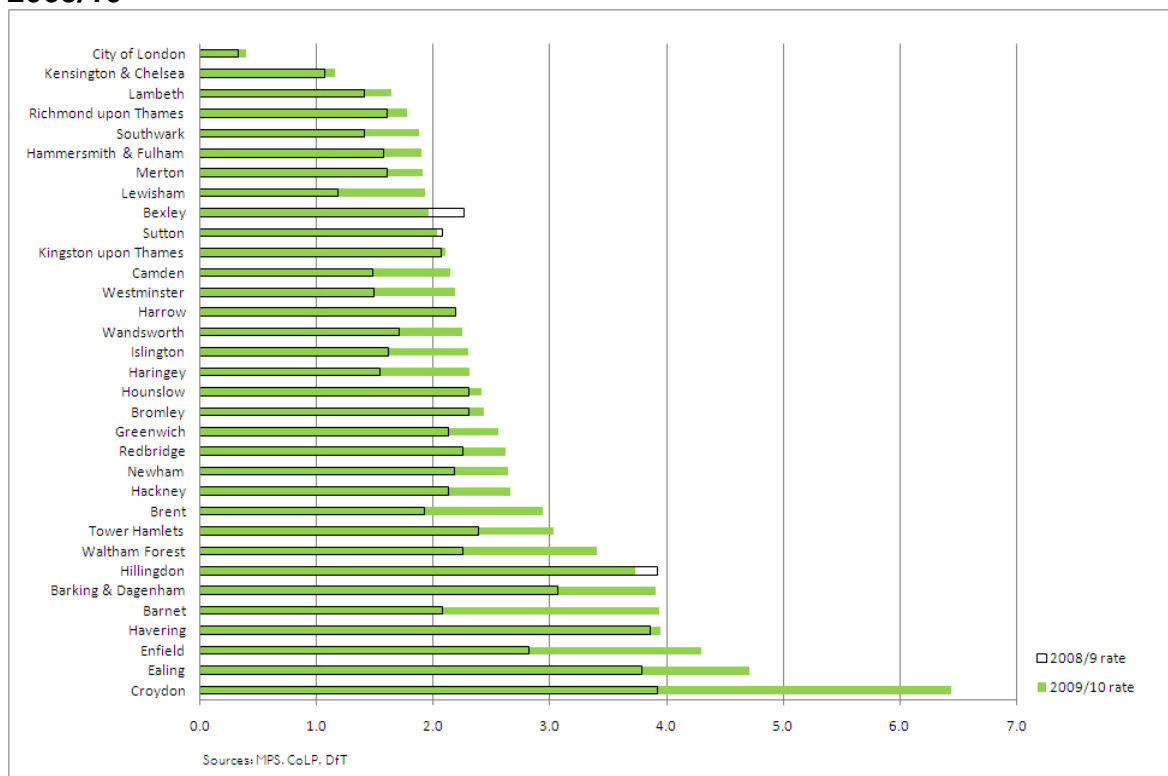
**Count of theft/taking of pedal cycle offences by borough, 2008/09 and 2009/10**



Westminster recorded the highest number of pedal cycle thefts of all London boroughs during 2008/09 and 2009/10. It accounted for nine per cent (2,145) of theft/taking of pedal cycle reports during 2009/10. The largest percentage rise in thefts was reported by Barnet, which saw reports increase by 89.1 per cent, from 156 to 295.

Boroughs with high cycle flows are at greater risk of cycle theft than boroughs with comparatively lower cycle flows.

**Figure 2 – Rate of theft/taking of pedal cycle offences by borough, 2008/09 and 2009/10**



When set against rates of cycling, Westminster is no longer the highest ranking for pedal cycle theft. Croydon exhibits disproportionate levels of cycle theft relative to the DfT measured average daily cycle flow. It recorded 6.4 pedal cycle thefts per average daily borough cycle flow during 2009/10. This borough also experienced the largest increase in the rate of cycle theft of all London boroughs since 2008/09, increasing from 3.9 to 6.4 pedal cycle thefts per average daily cycle flows.

### Theft of pedal cycles at stations

According to BTP figures<sup>40</sup>, 810 cycles were reported stolen at a station during 2009/10. This represents a 10.2 per cent increase on the previous financial year when 735 cycles were stolen. As with thefts recorded in other public places, there is a clear drop in reports at stations during the winter months. Table 4 shows the 25 highest cycle theft reporting stations during 2009/10. Together, they represent just over half (50.7 per cent) of all the offences recorded by BTP at stations within Greater London.

<sup>40</sup> This includes London Underground, Docklands Light Railway, tram and mainline stations

**Table 4 – BTP recorded theft / taking of pedal cycles by highest volume generating stations**

Location (Station)	Borough	2008/9	Rank	2009/10	Rank
EUSTON	Camden	27	3	44	1
SURBITON	Kingston upon Thames	29	2	44	2
PADDINGTON	Westminster	25	5	28	3
SUTTON	Sutton	13	13	23	4
WATERLOO	Lambeth	29	1	22	5
LONDON BRIDGE	Southwark	27	4	18	6
HAROLD WOOD	Havering	15	9	18	7
LIVERPOOL STREET	City of London	16	8	17	8
NORBITON	Kingston upon Thames	21	7	16	9
WEST WICKHAM	Bromley	2	77	15	10
EAST CROYDON	Croydon	11	15	13	11
TWICKENHAM	Richmond upon Thames	9	22	13	12
NORTHWICK PARK	Brent	1	116	13	13
RICHMOND	Richmond upon Thames	21	6	13	14
UPMINSTER	Havering	4	47	12	15
HATTON CROSS	Hillingdon	3	60	11	16
KINGS CROSS	Camden	6	30	11	17
HAMPTON WICK	Richmond upon Thames	3	71	11	18
WELLING	Bexley	6	29	11	19
BEXLEYHEATH	Bexley	11	16	10	20
KNOCKHOLT	Bromley	2	95	10	21
TEDDINGTON	Richmond upon Thames	14	11	10	22
CRAYFORD	Bexley	3	69	10	23
WALTHAMSTOW CENTRAL	Walthamstow	1	179	9	24
BECKENHAM JUNCTION	Bromley	8	25	9	25
<b>ALL OTHER STATIONS</b>		<b>428</b>		<b>399</b>	
<b>TOTAL</b>		<b>735</b>		<b>810</b>	

It can be seen that stations in Outer London boroughs are over-represented in this list. Four stations in Richmond-upon-Thames and three each in Bexley and Bromley recorded disproportionate levels of pedal cycle theft during 2009/10. The largest year-on-year rises in thefts were reported at Euston, Surbiton, West Wickham and Northwick Park stations. The rise in reported cycle thefts at these last two stations is particularly notable because they are each from a low base with one or two offences.

The Cycle Security Plan contains a range of measures, grouped under the five headings of enforcement, education, engagement, environmental improvements and evaluation. LTCSPP members will progress these measures by establishing a Cycle Security Working Group. Examples of some of the specific measures include:

- A dedicated Safer Transport Command Cycle Taskforce, funded by TfL, to provide a centre of excellence in the MPS on cycle security.
- Work with borough police resources and Safer Transport Teams in cycle theft hot spots and biking boroughs to prioritise reducing cycle theft.
- Establish cycle theft as a priority for BTP Neighbourhood Policing Teams.
- Review, design and build on a range of existing educational materials to encourage smart locking practice and enhance crime prevention by cyclists.
- Develop a cycle parking plan and a good practice guidance on cycle parking.
- Work with manufacturers, retailers and property register/database companies to establish a single, ACPO<sup>41</sup> endorsed register/database for all marked bikes

<sup>41</sup> Association of Chief Police Officers (ACPO)

in London, so police and retailers can identify and verify the legitimate owner of a bike.

- Establish a code of practice for sellers, second-hand resellers, internet retailers, trading standards and insurance companies (similar to the responsible retailer agreement).

## **Priority 2: Increase cycle safety**

Cycle casualties have fluctuated over the past two decades, but the general trend is downwards. The substantial increase in the number of cycling trips has been accompanied by a comparatively small increase in casualties. As such, the relative risk of cycling per trip is actually falling and cycling is getting safer.

The Mayor, TfL and partners have recently published a cycle safety action plan following extensive public consultation. The objectives of this plan are:

- To ensure the growth of cycling in London is accompanied by a reduced rate of cycling casualties.
- To increase the perception that cycling is a safe and attractive transport option.
- To make progress towards achieving existing and future targets for reducing the number of cyclists killed or seriously injured.
- To ensure London continues to be a world leader in developing effective cycling safety improvements, underpinned by analysis and a sound understanding of the causes of collisions.

The development of the Cycle Safety Action Plan was supported by an evidence review, which identified the key types of collisions that are most likely to result in cyclists being killed or seriously injured. The evidence review highlighted in particular, the need to take action to reduce the number of cyclists killed and injured in collisions with goods vehicles. It also drew attention to the serious problem of collisions between cyclists and other vehicles travelling in 'close proximity'. These are characterised by cyclists and other road users failing to give each other adequate road space. Altogether, eight key types of collision were identified and these have shaped the actions prioritised in this plan.

Following a collision, police can attribute a number of contributory factors. For collisions which the police have coded involving criminal/antisocial contributory factors by the pedal cyclist, the main factors are 'Cyclist entering road from pavement', 'Disobeyed automatic traffic signal' and 'Travelling too fast for conditions'<sup>42</sup>. Male casualties were over represented in this collision data making up 87 per cent of all casualties. In addition, young people aged between 10 and 14 years were also disproportionately reflected in the collision data (20 per cent). A new Traffic Cycle Team within the MPS has been established to work with cyclists to tackle this behaviour.

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<sup>42</sup> Data relates to 2007 collision statistics, supplemented by 2008 where available.

For collisions involving a pedal cyclist that the police coded the other user with a criminal/antisocial contributory factor, the most frequent factor was 'Disobeyed Give Way' or 'Disobeyed Stop sign or markings'. Cars were overrepresented in collisions in which the non-cyclists exhibited criminal or antisocial road behaviours injured cyclists. Casualties are predominantly male (73 per cent) and approximately two-fifths of all casualties were aged between 25 and 34 years.

Close proximity collisions due to vehicles travelling too close to other road users is a cause for concern; sharing the road and giving all road users enough space to travel can have a positive impact on these collisions. These types of collision are particularly relevant for collisions between cyclists and goods vehicles with seven of the eight fatalities between these vehicles being coded as this. Collisions between goods vehicles and cyclists disproportionately involve female cyclists.

In order to tackle the collision rate amongst cyclists and HGVs, the MPS, TfL and other partners have been hosting highly successful 'Exchanging Places' events where cyclists are given the opportunity to get up in the cab of an articulated lorry to experience what the vision is for the driver of such a vehicle and the blind spots that they experience.

The Mayor's Cycle Safety Action Plan sets out specific measures to improve cycle safety. LTCSP will take responsibility for progressing the following activities:

- Undertake targeted enforcement against careless and dangerous road user behaviour.
- Work with the London Criminal Justice Board to review KSI collisions with a view to strengthening criminal justice arrangements for dealing with such cases.
- Discuss with the cyclist organisations the most effective way of ensuring cyclists observe junction controls.
- Improve consistency and precision of data and records including self reporting relating to individual casualty incidents.

#### **Focus on: Barclays Cycle Hire scheme**

TfL, with its partners, are incorporating measures to mitigate against crime and ASB affecting Barclays Cycle Hire scheme. The scheme launched in July 2010. To prevent it from being the target of theft and vandalism, there were a number of elements that were incorporated into the scheme's design and operations. These include robust cycle design, improved lighting and CCTV where necessary, infrastructure treated with an anti-graffiti coating, unique individual cycle index numbers and a user registration and deposit (this allows a charge to be taken should the bicycle be damaged or not returned).

Improving the safety of these additional cyclists on London's road will be an important element of the schemes success. Therefore, a number of initiatives are implemented to coincide with the roll-out of the scheme. All locations were reviewed by TfL's crime prevention team and safety audited by the London Road Safety Unit which identified potential hazards that can be removed or mitigated. Complementary

measures were also agreed with the host boroughs to improve conditions for Barclays Cycle Hire customers and existing cyclists in the vicinity of docking stations and/or address crime and disorder issues in the vicinity of docking stations. A number of more tailored activities will also be undertaken to improve the safety of cyclists using the scheme; this includes the promotion of key safety awareness messages through comprehensive communications activity prior to launch. Additional funding has also been allocated for cycle training as part of the scheme.

## **LTCSP commitment to action**

- Support the implementation of both the Mayor's Cycle Security Plan and Cycle Safety Action Plan.
- Reduce the volume of theft of cycles in hot spots and increased detections of prolific cycle thieves.
- Disrupt the criminal activity fuelling the trade in stolen bikes in London.
- Raise awareness amongst cyclists and other road users of how to reduce the risk of collisions.
- Provide training for cyclists to improve their safety on the road.
- Offer free safety mirrors to fleet operators in London.
- Tackle irresponsible and anti-social road user behaviour.

## Objective 5: Contribute to the step change in the walking experience through removing crime and the fear of crime as a barrier to walking

Walking in London as a mode of travel is an element in almost all journeys either as the main mode of travel or as part of a journey. The LTCSP and its activities have an important role to play in contributing to the step change in walking environments.

Safe, well designed and maintained public realm can help improve perceptions of safety for walkers. Measures which show ownership of the public realm through good maintenance and quality materials are advocated by the Mayor through his 'Better Streets' initiative (November 2009). Better Streets, alongside Better Green and Water Spaces, is one of the major programmes to deliver the Mayor's manifesto commitments on 'London's Great Outdoors'.

The Mayor wants to transform the everyday experience of London's outdoor spaces and to create beautifully designed oases throughout the Capital's urban jungle. The manifesto is supported by two practical programmes. 'Better Streets' proposes to rebalance streets towards pedestrians and other street users rather than traffic setting out measures such as tidying up and de-cluttering, which can all help in improving perceptions of an area and its safety. The 'Light at the End of the Tunnel' project developed in partnership between London boroughs, TfL and Network Rail encouraged more people to walk by tackling fear or crime through innovative treatments of previously forbidding spaces along the South Bank. Results are positive, with a 27 per cent increase in people who felt safer at night.

Wanstead, in the London Borough of Redbridge, has implemented a package of measures to help improve the overall ambience of walkways and drastically increase walking, through 'Key Walking Routes'. Improvements were made to the route through the park and towards the High Street which provides the most direct access to the local Tube station. Work including widening and resurfacing pavements, new and improved crossings, street lighting and wayfinding, which not only help to increase walking but can also support local regeneration measures; pedestrian numbers using the park cut-through at night increased by 122 per cent.

In May 2010, the Mayor published guidance to local boroughs for the implementation of the MTS. All boroughs are required to set out in their local transport objectives and delivery plans how they will contribute to the MTS goals on safety and security. Boroughs in partnership with the police have a major role to play in removing crime and fear of crime as a barrier to walking and promoting more local journeys by walking. Smarter Travel Initiatives such as walking buses and Walk on Wednesdays can help provide people with confidence for regular journeys.

### Achieving the MTS target

The Mayor is committed to increasing the mode share of walking over the course of his transport strategy. In order to achieve this aim a number of commonly identified deterrents to walking must be overcome. 'The Right Direction' is concerned with improving the safety of any journey made by foot.

Fear of crime and ASB are key barriers with 79 per cent agreeing that dirty and vandalised streets make people dislike walking in London<sup>43</sup>. TfL research indicates that fear of crime is a significant factor affecting how often, where and when people walk<sup>44</sup>.

Less is known about the costs of avoidance behaviour in terms of: lost revenue to business, increased pollution and congestion when people use their cars more frequently, and collisions when pedestrians put themselves at risk in road safety terms to avoid a possible danger crime.

## **Priorities for London**

### **Priority 1: Reduce fear after dark**

After dark is a priority for the LTCSP to focus attention and resources both to achieve objective 2 on improving public confidence, and this objective (5) on contributing to the increase in walking. As already highlighted Objective 2, travelling after dark is a particular concern. It is more the perception of crime and ASB when walking after dark rather than the actual level of crime which affects travel patterns.

Women are more affected during the hours of darkness and as a consequence many do not walk alone at night. This influences their travel choices, with women preferring door-to-door transport – a taxi, PHV or in some cases an illegal/un-booked minicab – rather than walk the last leg of a journey home from a bus stop or station. Although men are less anxious than women about their personal security, a significant minority take similar action to avoid the risk of street crime. Most people are likely to worry after dark with nearly four in ten (37 per cent) most worried about crime or ASB when they are on the streets after dark, while a third are most likely to worry when waiting at a stop or station after dark.

Improvements in lighting both on-route and at stations or stop locations are important in order to increase people's perceptions of safety and security when travelling after dark.

### **Priority 2: Reduce antisocial behaviour**

ASB has already been highlighted as a priority to achieve objective 1 and 2. It is also significant in determining people's feeling of safety and security when walking. Groups of people, specifically young people, can be intimidating for many people when out walking alone. They are often perceived as a nuisance regardless of whether they are doing anything wrong. This can be due to a number of factors including boisterous behaviour, predominance of gangs in an area, high crime rates, poorly maintained environment, or alternatively it is because of misconceptions and fear. This makes addressing ASB particularly challenging. LTCSP members need to reassure people that the majority of locations are indeed safe, while at the same time targeting resources at the less safe areas. It is important that young people, who

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<sup>43</sup> TfL, 2008, *Attitudes to Walking* 2009

<sup>44</sup> TfL, 2009, *Attitudes to Walking*



have limited places to go and so see the streets as their place to 'hang out', are not alienated in this process.

### **Focus on: Walking to/from public transport modes**

Walking to a bus stop or from a Tube/rail station can be viewed as the most insecure part of the journey for some people, putting them off using public transport or at least using certain stations. DLR research found that this was a particular concern during the hours of darkness. A programme of lighting improvements around stations has helped make a substantial difference in encouraging access.

In some cases, the absence of others can make people feel unsafe. The walk to and from stations or stops engenders anxiety if it requires walking through quiet and unfrequented areas. Where possible, people sometimes chose to take longer and less direct routes to avoid perceived threats.

Improving walking routes to public transport services will increase public transport patronage in the evenings and at night. This is likely to have a positive effect on reducing congestion and emissions on the transport network in London. Increasing the movement of people to and from public transport will also help make streets more attractive and vibrant and reduce perceptions of crime and lack of security.

### **Priority 3: Parks and open spaces, subways, alleyways/walkways**

There are a number of places when walking which engender feelings of anxiety such as subways, walkways or parks and open spaces.

For subways and elevated walkways, this fear can be as a result of the lack of escape options should incidents of crime or ASB occur. Parks and open spaces can have the opposite impact, where the opportunities for people to hide behind bushes or other items are what create the fear for people moving through these environments. Poor levels of lighting can also affect the perceptions of these environments.

While much work has been undertaken to reduce ASB in parks and open spaces, challenges still exist. The Mayor is committed to tackling ASB and increasing safety in parks and open spaces and is working with the London ASB Board and local boroughs to address key issues, and reward and promote good practice. Creating environments which incorporate informal surveillance such as introducing active frontages<sup>45</sup> or promoting pedestrian activity can also help in reducing fear.

<sup>45</sup> Active frontages are ground floor windows, shop fronts or activities that 'spill out' from buildings to create spaces with excellent natural surveillance and reduce opportunities for crime to take place.

## **LTCSP commitment to action**

- Enhance joint working between Safer Transport and Safer Neighbourhood teams so locations with high fear of crime are well policed, and Londoners are provided with reassurance along their whole journey
- Work with local authorities and schools to place a greater emphasis on safe walking and safe cycling in school travel plans to ensure children benefit from safe journeys to school.
- Determine the most cost effective ways of reducing fear of crime as a barrier to walking
- Exploit opportunities provided by new technology to prevent crime and disorder (see MTS Proposal 80).
- Incorporate safety and security considerations into the planning and design of transport facilities, and keep transport infrastructure in a good state of repair (see MTS Proposal 79).
- Improve the layout and design of streets in order to increase walking and cycling, increase accessibility, and implement the principles of 'Better Streets' (MTS Proposals 83 and 84).

## Leadership and governance: Making 'The Right Direction' work

### London Transport Community Safety Partnership

The delivery of 'The Right Direction' will be coordinated the LTCSP. The LTCSP is a non-statutory partnership, established in recognition of the importance of partnership working in dealing with crime and ASB on the transport system in London. The partnership brings together a range of agencies and organisations to oversee and drive forward delivery.

Each partner will ensure that its action plans reflect the targets, objectives and resources explained in this strategy, and commit resources to priority places in order to achieve the expected outcomes. The LTCSP oversight of progress on this strategy will be supported by a sub-group – the joint Delivery Management Group – which will take responsibility for project management of specific initiatives.

The members of the LTCSP are:

- Association of Train Operating Companies
- British Transport Police
- City of London Police
- Greater London Authority
- London Criminal Justice Partnership
- London Councils
- London Travelwatch
- Metropolitan Police Service
- Metropolitan Police Authority
- Network Rail
- Transport for London

For further information on the responsible agencies, see appendix A.

The LTCSP will work to the Mayor's London Crime Reduction Board and other pan-London and local borough crime and disorder reduction partnerships that aim to reduce the level of crime and ASB in the Capital.

The LTCSP has made huge steps in improving collaborative working, but this must be strengthened further over the course of 'The Right Direction' to continue the reduction seen in crime and ASB and build Londoners confidence in the safety of the journeys they make. To strengthen the partnership and to deliver the commitments set out in this document, the LTSCP agrees to the following partnership principles:

- Aim to adopt a problem-oriented and preventative approach to reduce crime and ASB for those who travel or work on the transport system in London.
- Seek to understand and address the perceptions and feelings of the public concerning safety and security across their 'whole-journey', door-to-door.

## *The Right Direction*

- Continue to improve their problem solving approach and consider a range of interventions, such as enforcement, education and use situational crime prevention techniques
- Work together at a local level, using a variety of effective methods to engage and communicate with the public, passengers, staff, interest groups and stakeholders in order to inform priorities.
- Be intelligence-led and public focused in their approach.
- Share data where it is fair and lawful to do so in the interest of the public and for the prevention and detection of crime and ASB.
- Work together to improve the way in which the public is informed of their safety and security and methods to report incidents and concerns.
- Assess LTSCP activities to inform effective practice and policy, to achieve value for money and build a body of knowledge in the area of community safety for transport and travel in London.
- Seek to build public confidence in the respective services by keeping communities informed of partnership activities.
- Deliver services in the most effective and efficient way in order to maximise the value for money provided to Londoners.

## Appendices

### Appendix A: Responsible agencies

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.

Policing London's transport system is complex and requires the interaction of many organisations and agencies which are responsible for reducing crime, ASB and improving safety on the transport network. These organisations need to work together to develop comprehensive solutions to improve people's quality of life.

Transport in London is provided by a number of different companies and agencies. TOCs, TfL, bus and coach service operators (scheduled and private hire) all provide transport services to London residents, visitors and commuters.

The London boroughs have a statutory duty to establish Crime and Disorder Reduction Partnerships (CDRPs). These partnerships are responsible for drawing up local community safety strategies and plans that set the direction for local multi-agency activities to tackle crime and ASB within the borough.

Over the course of this three-year partnership strategy, it is anticipated that London boroughs' CDRPs will take on board the key messages contained within the partnership strategy and align them with the priorities identified. This will provide added impetus to delivering a reduction in crime and fear of crime on London's transport network.

The Crime and Disorder Act 1998 places a statutory duty on police and local authorities to work in partnership with a range of local public, private, community and voluntary groups to reduce crime and disorder. Section 17 of the Act places a duty on all public sector organisations to do what they reasonably can to prevent crime and disorder. Section 17 provides a focus for crime and disorder reduction across a wide range of local services and puts it at the heart of local decision-making.

In addition to this division of responsibility, the policing of London's transport network is split between three policing agencies – the BTP, the CoLP and the MPS.

Alongside public and private sector organisations that have a role in preventing crime and improving confidence in travelling in London, each individual shares a collective responsibility for their safety and security while travelling.

#### A.1 British Transport Police

The BTP is the national police force for the railways in the UK. It is responsible for policing LU, DLR, London Tramlink, London Overground and the rail network in London. London is served by three BTP divisions:

- BTP L Area, funded by TfL, is the dedicated policing unit for LU and DLR
- BTP London North Area covers overground rail stations in north London and beyond (as far as East Anglia)
- BTP London South Area covers overground rail stations in south London, London Tramlink and the south east of England

## **A.2 City of London Police**

The CoLP is responsible for the safety and security of residents and commuters in the 'square mile' of London.

The CoLP has focused on promoting safer travel at night, reducing cycle theft, promoting road safety and decreasing incidents of crime and antisocial behaviour on the bus network.

## **A.3 Greater London Authority**

The GLA is a strategic authority with a London-wide role to design a better future for the city. It supports the work of the Mayor of London in developing and delivering strategies for the Capital as well as working to support the London Assembly in their role of scrutinising the work of the Mayor.

The GLA is responsible for a number of aspects that relate to travel safety and security, notably through its functional bodies which include TfL and the Metropolitan Police Authority.

## **A.4 London Criminal Justice Partnership**

The London Criminal Justice Partnership brings together London's criminal justice agencies with other partners to shape and deliver an effective criminal justice service.

Its primary aim is to make the Capital safer by ensuring that Londoners receive an efficient and effective criminal justice service, and by working with local communities to reduce offending.

## **A.5 London Councils**

London Councils is a cross-party organisation that represents all 32 London boroughs and the City of London. London Councils provides a range of essential traffic and transport services on behalf of London authorities, including the Freedom Pass scheme, Taxicard and the London Lorry Control Scheme.

In addition to its work on transport, London Councils also works with the London boroughs in building safer and stronger communities. This is achieved through the development of community safety policies and lobbying the government for greater involvement of local authorities and communities to make the police more locally accountable.

## A.6 London TravelWatch

London TravelWatch is the official watchdog organisation representing the interests of transport users in and around the Capital and is independent of the transport operators. It is sponsored and funded by the London Assembly.

It promotes integrated transport policies and presses for better public transport, with higher standards of quality, performance and accessibility. This includes taking an interest in the level of crime and ASB occurring on the transport system.

## A.7 Metropolitan Police Service

The MPS is responsible for policing London's roads and wider environment (outside of the City of London).

The STC, funded by TfL, provides enhanced police support to London's buses, licensed taxis and private hire vehicles; helps reduce congestion and bus flow issues; and enforces red route parking restrictions. These teams provide a visible policing and reassurance presence on the transport system. They work alongside, and with the support of, Safer Neighbourhood Teams and other local policing resources dedicated to improving safety, security and public confidence in London's transport network.

## A.8 Network Rail

Network Rail run, maintain and develop Britain's tracks, signalling system, rail bridges, tunnels, level crossings, viaducts and 18 key stations. Network Rail took over the railway network in October 2002 and aims to provide a safe, reliable and efficient railway.

## A.9 Transport for London

It is TfL's statutory duty to implement the aims of the MTS. In order to achieve targets on mode shift, TfL must ensure that the barriers to use of the transport system are reduced as far as practicable. Safety and security concerns (either perceived or actual) are significant barriers to using public transport, walking and cycling, and so must be reduced further from their historically low levels.

TfL is responsible for a large proportion of public transport in London. It is directly responsible for the operation of LU, London Buses, DLR, London Tramlink, LO and London River Services piers. It is also responsible for licensing the taxi and private hire vehicle trade within the boundaries of the GLA.

In addition to its public transport responsibilities, TfL also manages the Transport for London Road Network (TLRN), or the 'red routes' as they are more commonly known. The TLRN accounts for approximately 580km of London's road network and carries about a third of all traffic.

As a significant public transport provider and highway authority TfL needs to ensure that the system it operates is resilient and reliable. Crime and ASB on the transport network put this at risk and can damage the finances of TfL through fare evasion.

TfL is also a significant funder of transport policing resources to ensure that its network of interest is protected and that passengers can feel secure in using the transport network. TfL funds the BTP for work on the LU, DLR, London Tramlink and LO transport networks. In addition, TfL also funds policing on the bus network and neighbourhoods around transport interchanges.

### **A.10 Train Operating Companies**

The National Rail network in London is made up of a number of regional operators that operate services either within or into and out of the Capital. London is heavily dependent on rail, 70 per cent of all rail travel in the UK is to or from the Capital. This equates to approximately 700 million passenger journeys per year. As private companies, the TOCs seek to increase passenger numbers as far as practical; this involves the need to reduce barriers to travelling on the rail network.

Like TfL, crime and ASB on the rail network can cause operational issues for services. Fraud and fare evasion are also issues for the TOCs, although the use of train guards and the introduction of ticket barriers at stations may help improve this situation.

The TOCs contribute financially to the provision of BTP services to protect their passengers and the operational interests of the rail network.

### **A.11 Other transport operators**

As with all transport operators, positive passenger experience is paramount. Concerns relating to safety and security can be damaging to customer perceptions of these services. It is therefore within each operator's remit to undertake measures that will reduce the potential for crime and antisocial behaviour to take place in its operations.



## Appendix B: Crime and antisocial behaviour categories

The following crime and ASB categories are only those which are recorded by the BTP and MPS. Additional non-recorded antisocial behaviour can continue to impact on the travelling public. These will be addressed as appropriate through delivery mechanisms associated with the 'The Right Direction' strategy.

**Robbery** – is defined in common law as taking the property of another, with the intent to permanently deprive the person of that property by means of force or fear.

**Violence against the person** – is the act of intentionally causing injury.

**Staff assaults** – are a specific violence against the person crime, targeted at staff of transport operators.

**Sexual offences** – are when a male or female intentionally touches another person sexually without his or her consent.

**Hate crime** – is any criminal offence that is motivated by hostility or prejudice based on the victim's disability, race, religion or belief, sexual orientation or gender.

**Theft and handling** – is the dishonest appropriation of property belonging to another person with the intention of permanently depriving the other of it.

**Criminal damage** – crimes where a person intentionally or recklessly destroys or causes permanent damage to another person's property.

**Disturbance** – in its simplest form is an interruption of a state of peace or quiet, including public disorder and byelaw regulation breaches.

**Fraud and forgery** – is an intentional deception made for personal gain.

**Line of route** – formerly known as trespasses and vandalism. It includes putting obstructions in front of trains, trespassing and vandalising the railway infrastructure.

**Drugs** – includes distribution, purchase, sale and delivery of controlled substances.

**Pedal cycle thefts** – the dishonest appropriation of a pedal cycle.

## Appendix C: Volumes and percentage change in crime on the transport network

The following tables below detail the volume and percentage change in crime, broken down by crime category for each TfL mode. LOROL is the transport operator for London Overground services that are managed by TfL. There is no equivalent performance data available for overground rail within the London region owned by Network Rail.

Table 2: Percentage (%) change in crime on the public transport system, 2008/09 to 2009/10 and 2005/06 and 2009/10

Crime	% change from 2008/9 – 2009/10			
	Bus	LU/DLR	LO	Tram
Burglary	-26.7%	6.7%	-27.8%	-24.0%
Criminal damage	-36.9%	-17.2%	18.4%	13.5%
Drugs	-16.1%	-20.9%	-25.0%	37.0%
Fraud or forgery	-20.7%	-8.0%	-60.0%	-80.0%
Robbery	-7.9%	-4.7%	-26.7%	18.2%
Sexual offences	6.0%	-2.0%	-38.5%	-62.5%
Theft and handling	2.9%	11.8%	16.4%	44.7%
Violence against the person	-9.7%	-9.0%	1.8%	11.8%
Other notifiable offences	15.5%	0.7%	33.3%	-75.0%
Line of route	N/A	-9.4%	66.7%	-23.6%
Motor vehicle/cycle offences	N/A	-1.3%	0.0%	33.3%
Serious public order	N/A	-21.7%	4.6%	-25.0%
	% change from 2005/06 to 2009/10			
Burglary	59.6%	-68.2%	N/A	111.1%
Criminal damage	-69.2%	-33.2%	N/A	-41.0%
Drugs	37.5%	54.0%	N/A	428.6%
Fraud or forgery	-40.8%	7.9%	N/A	-50.0%
Robbery	-51.6%	-72.3%	N/A	-48.0%
Sexual offences	5.6%	-1.5%	N/A	-25.0%

Theft and handling	-28.3%	-12.9%	N/A	19.6%
Violence against the person	-19.5%	-24.8%	N/A	-26.1%
Other notifiable offences	22.1%	-84.2%	N/A	-71.4%
Line of route	N/A	-50.0%	N/A	-21.4%
Motor vehicle/cycle offences	N/A	-2.7%	N/A	71.4%
Serious public order	N/A	-5.5%	N/A	29.7%

Note: The high percentage changes in certain crimes for trams and London Overground are due to the extremely low base. It is not possible to make comparisons between 2005/06 and 2009/10 figures for London Overground as in 2005/06 the service was operated by Silverlink Metro and had fewer stations.

	Bus		LU/DLR		LOROL		London Tramlink		Total	
	2008/09	2009/10	2008/09	2009/10	2008/09	2009/10	2008/09	2009/10	2008/09	2009/10
Burglary	86	63	387	413	36	26	25	19	534	521
Criminal damage (including graffiti)	3,727	2,350	1,625	1,345	49	58	52	59	5,453	3,812
Drugs	826	693	1,623	1,283	112	84	27	37	2,588	2,097
Fraud or forgery	410	325	237	218	5	2	10	2	662	547
Robbery	2,785	2,564	149	142	15	11	22	26	2,971	2,743
Sexual offences	519	550	344	337	13	8	8	3	884	898
Theft and handling	10,945	11,265	6,198	6,928	73	85	38	55	17,254	18,333
Violence against the person	7,633	6,890	2,250	2,048	111	113	76	85	10,070	9,136
Other notifiable offences	239	276	146	147	9	12	8	2	402	437
Line of route	n/a	n/a	127	115	3	5	72	55	202	175
Motor vehicle/cycle offences	n/a	n/a	371	366	22	22	9	12	402	400
Serious public order	n/a	n/a	1,894	1,483	87	91	64	48	2,045	1,622
<b>Total</b>	<b>27,170</b>	<b>24,976</b>	<b>15,351</b>	<b>14,825</b>	<b>535</b>	<b>517</b>	<b>411</b>	<b>403</b>	<b>43,467</b>	<b>40,721</b>

## Appendix D: Criminal and antisocial behaviour contributory factors in road collisions

Code	Contributory factor	Crime/ASB
303	Disobeyed double white line	Crime/illegal
502	Impaired by drugs	Crime/illegal
501	Impaired by alcohol	Crime/illegal
305	Illegal turn or direction of travel	Crime/illegal
508	Driver using mobile phone	Crime/illegal
310	Cyclist entering from pavement	ASB
902	Vehicle in course of crime	Crime/illegal
306	Exceeding speed limit	Crime/illegal
304	Disobeyed pedestrian crossing facility	Crime/illegal
601	Aggressive driving	ASB
901	Stolen vehicle	Crime/illegal
307	Travelling too fast for conditions	ASB
302	Disobeyed Give Way, Stop Sign or markings	Crime/illegal
301	Disobeyed automatic traffic signals	Crime/illegal

## Appendix E: Mapping of MTS proposals

The following MTS proposals will be addressed to some extent by the implementation of the Partnership Strategy. The table below shows which objective relates to the individual proposals set out in the MTS.

Proposal	Objective				
	1	2	3	4	5
<p>27: The Mayor, through TfL and working with the London boroughs and other stakeholders, will support improvements to private hire services (especially minicabs) through the following:</p> <ul style="list-style-type: none"> <li>a) Initiatives that deliver further the success of the Safer Travel at Night scheme</li> <li>b) Provision of facilities to pick up as well as drop off passengers where appropriate</li> <li>c) Action against plying for hire, touting, un-roadworthy vehicles and illegal cabs that are not roadworthy</li> <li>d) Continuous process improvements to provide a modern and cost-effective licensing service</li> <li>e) Lower emissions from PHVs</li> </ul>		✓			✓
<p>42: The Mayor, through TfL and working with the London boroughs and other stakeholders, will improve attitudes of transport staff and travellers towards each other to ensure excellence in customer service and a courteous, safe and friendly travelling environment that does not present a barrier to travel.</p>	✓	✓			
<p>54: The Mayor, through TfL and working with the boroughs and other stakeholders, will deliver improvements to cycling infrastructure and training to support the cycling revolution, including:</p> <ul style="list-style-type: none"> <li>a) The Barclays Cycle Hire in 2010 in central London</li> <li>b) Twelve Barclays Cycle Superhighways for commuters and others to cycle to central London, improving the capacity of the radial network</li> <li>c) Enhanced cycle links to the Olympic Park by 2012 and the development of a wider network of Greenways across London</li> <li>d) Further phases of the cycle hire scheme in Inner and Outer London, subject to demand and feasibility</li> <li>e) More secure bicycle parking facilities, particularly at stations, workplaces, schools and retail</li> </ul>				✓	

<p>and leisure sites</p> <p><b>f)</b> Improving comfort and accessibility of cycling by further integrating the road network and open spaces</p> <p><b>g)</b> Delivering road enhancements to make cycling easier and safer, including managing car access to residential areas through physical or design measures, to create pleasant and safer cycling environments</p> <p><b>h)</b> Offering cycle training for all</p>					
<p>64: The Mayor, through TfL and working with the boroughs, the Police, Highways Agency, road safety partnerships and other stakeholders, will seek to achieve any new national road safety targets.</p>			✓		
<p>65: The Mayor, through TfL working with the Police, the Highways Agency, 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. Progress will be reviewed every year.</p>			✓		
<p>66: The Mayor, through TfL will continue to monitor road safety schemes and publish road safety casualty reports and research.</p>			✓		
<p>67: The Mayor, through TfL and working with the boroughs, the police, the DfT and other stakeholders, will undertake public information and engagement to improve road user behaviours and reduce the risk of collisions.</p>			✓		
<p>68: The Mayor, through TfL, the police and working with the DfT, boroughs, road freight operators and other stakeholders, will improve safety for cyclists in the vicinity of HGVs and other vehicles, by:</p> <p><b>a)</b> Encouraging the Government to amend legislation and remove the current exemption for HGVs being fitted with sideguard protection</p> <p><b>b)</b> Working to increase the number of HGVs with sideguards or fitted with electronic warning devices that detect cyclists</p>				✓	
<p>72: The Mayor, through TfL and working with the DfT, boroughs, vehicle manufacturers and other stakeholders, will encourage the early introduction of voluntary 'intelligent speed adaptation', subject</p>			✓		

to the outcome of trials in corporate fleets, including freight, passenger transport and company cars and vans.					
73: The Mayor, through TfL and working with the police, boroughs and other partners, will continue to implement effective enforcement measures, targeted at locations with poor collision records across London's road network. This includes new average speed cameras which will be trialled subject to local consultation, on main roads and for enforcing speed in 20mph zones.			✓		
74: The Mayor, through TfL and working with the boroughs, transport operators, the 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.	✓	✓	✓	✓	✓
75: The Mayor, through TfL and working with the boroughs, the police and other stakeholders, will make best use of available resources, basing decisions on evidence and shared intelligence to: <ul style="list-style-type: none"> <li>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</li> <li>b) Target enforcement activity on priority crimes, antisocial behaviour and behaviour that feeds the fear of crime using a problem-solving approach</li> <li>c) Create a small joint intelligence unit between TfL and policing agencies to improve intelligence -sharing and the efficiency and effectiveness of resource deployment</li> </ul>	✓	✓			✓
76: The Mayor, through TfL and working with the boroughs, the 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.	✓	✓			✓
77: The Mayor, through TfL and working with the boroughs, the police and other stakeholders, will integrate reporting systems for antisocial behaviour, crime and disorder on the transport system.	✓	✓			

<p>78: The Mayor, through TfL and working with the boroughs and other stakeholders, will introduce a package of measures which include 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.</p>		✓			
<p>79: The Mayor, through TfL and working with the boroughs, the police, and other stakeholders, will seek to ensure that:</p> <ul style="list-style-type: none"> <li>a) Safety and security considerations are incorporated into the planning and design of transport facilities</li> <li>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</li> </ul>	✓	✓		✓	✓
<p>80: The Mayor, through TfL and working with the boroughs, the police, and other stakeholders, will exploit the opportunities provided by new technology to prevent crime and disorder.</p>	✓				
<p>81: The Mayor, through TfL and working with the boroughs, the police, and other stakeholders, will seek to:</p> <ul style="list-style-type: none"> <li>a) Improve the safety of night-time public transport services</li> <li>b) Improve the safety of cabs</li> <li>c) Provide better information about, and access to, safer travel options</li> </ul>		✓			
<p>82: The Mayor, through TfL and working with the boroughs, the police and other emergency services and stakeholders, will seek to reduce the likelihood and impact of potential terrorist attacks on the transport system.</p>	✓	✓			
<p>83: The Mayor, through TfL and working with the boroughs and other stakeholders, will use the principles of 'better streets' to seek to improve town centres, in particular: removing clutter and improving the layout and design of streets; enhancing and protecting the built and historic environment; increasing the state of streets; and creating clear and easily understandable routes and spaces to make it easier for cyclists, pedestrians and disabled people to get about.</p>					✓