

Title of meeting: Cabinet Member for Traffic and Transportation Decision Meeting

Date of meeting: 28th February 2019

Subject: Near Miss Reporting Pilot review

Report by: Tristan Samuels, Director of Regeneration

Wards affected: All

Key decision: No

Full Council decision: No

1. Purpose of report

- 1.1. To consider the conclusions drawn from the review of near miss reporting data from the pilot programme and future scope of the project.

2. Recommendations

- 2.1. **It is recommended that the Cabinet Member for Traffic and Transportation:**

2.1 approves the continuation of the near miss reporting programme;

2.2 approves an extension of the trial to include pedestrian near miss reporting for six months. This part of the scheme will be implemented in the financial year 2019/20.

3. Background

- 3.1. Although reducing since 2011, Portsmouth has a high number of pedal cycle casualties reported through the Hampshire Constabulary STATS19 database. The database details actual injury causing collisions in which the Police have attended (usually serious collisions) and those also reported to the Police (often slight collisions). During the 5 year period of 2013 to 2017, there was an annual average of 175 cycle collisions (34 killed or seriously injured). When considering the national picture (cycle collisions per 1 million population in 2017) Portsmouth is 14th highest local authority out of a total of 161.
- 3.2. Comparison with 2011 census data from the Office for National Statistics, of the total number of Portsmouth respondents travelling to work (89,527) identifies **7.8%** (7,008) commute by bicycle.

Comparing the 2011 to 2015 baseline collision data shows a share of **30.5 %** (920 cycle of 3012 total) collisions. This analysis suggests cycle collisions are overrepresented (by a factor of **3.9 times**) within Portsmouth.

- 3.3. Whilst providing a valuable insight, STATS19 will only record those incidents which have resulted in a casualty and also had a level of Police involvement. The records provide a snapshot of risk against previous incidents. The information is used by the Portsmouth City Council Highway Authority to inform the development of programmes to address casualty trends. For example the annual Local Transport Plan Programme and Safer Travel Team behaviour change interventions.
- 3.4. In order to further inform decision making in addressing cycling casualties, Portsmouth City Council investigated the potential of capturing incidents not resulting in casualty/STATS19 reporting to enable more effective targeting of resources to seek to reduce casualties. To achieve this aim, a near miss reporting tool was developed and launched as a 6 month pilot in March 2018.
- 3.5. Aimed at pedal cycle riders, the Near Miss Reporting pilot enables road users to record road hazards that otherwise may go unreported. Since March 2018 the records have been continuously reviewed by Portsmouth City Council's Transport Service to identify possible trends alongside STATS19 and Transport delivery programmes.

4. Engagement with Stakeholders

- 4.1 Pre-launch engagement was undertaken for the Cycling Near Miss Reporting with stakeholders in the Portsmouth City Council Transport Liaison Group (TLG) and the Portsmouth Cycle Forum (PCF):
- A presentation and feedback session was undertaken with the TLG;
 - A presentation was delivered to members of the PCF and the group were encouraged to provide feedback on the proposed datasets;
 - The stakeholder groups supported the proposals with no objections received.
- 4.3 Mid-pilot engagement was undertaken with the TLG and the PCF on 11 July 2018:
- An update presentation and feedback session was undertaken with the groups;
 - The stakeholder groups supported the ongoing pilot with no objections received.
- 4.4 Pre-launch engagement of the Walking Near Miss Reporting will follow the same format.

5. Reasons for recommendations

5.1 An independent review has been undertaken of the information recorded during the Near Miss pilot from March to September 2018 (incl.) and this has provided the following outputs:

- In total, 422 near-miss incidents were reported in the seven-month period examined. This demonstrates high engagement from residents and provides the Local Highway Authority with a statistically significant sample size compared with the 91 STATS19 cycle collisions recorded during the same period.
- The near-miss reporting system has provided detailed locations of near-misses, highlighting areas of potential danger as perceived by cyclists. Spatially, STATS19 collisions are more highly concentrated in hotspots than near-misses, indicating that near misses are more widely spread. This contrast can provide additional insight of traffic behaviour along high casualty routes beyond STATS19 reporting.
- Near-misses were reported with a description of other vehicle involved - the majority of near-misses involved private cars (57%), LGVs (16%) and Taxis (9%). Mini-buses, HGVs and other vehicles were involved in less than 5% of the near-misses. These results are broadly aligned with STATS19 trends.
- The type of near-misses most predominantly recorded was that of 'Close Pass' (51%). The next most prevalent was 'Other' (18%). This is contrasted by STATS19 which shows 83% (132 of 159) occurred at junctions in 2017. The data provides an insight into which incidents are of highest concern to cyclists and barriers to increased shift to active-travel modes.
- The reporting records perception of the near-miss in terms of the scariness and annoyance experienced, something not possible in STATS19. A majority (53%) said that they found the experience very scary.
- There were two prominent peaks in near-misses between the hours of 07:00-10:00 and 16:00-19:00, which is consistent with the highest casualty periods in Portsmouth.

5.2 The data provides additional scope to monitor the effects of safety infrastructure improvements and behaviour change interventions with live, up to date increased sample sizes over STATS19 reporting and additional records of contributory factors.

5.3 The Council could tailor the reporting in the system toward specific evolving priorities or aims. For example in the monitoring of innovative infrastructure such as early release signals, tiger crossing and crossing facilities.

6. Equality Impact Assessment

6.1 The recommendations do not have a negative impact on any of the protected characteristics as described in the Equality Act 2010. Any future infrastructure schemes developed from the recorded data will aim to improve accessibility for all road users, including those using wheelchairs and pushchairs in accordance with equality impact assessment for each change.

7. Legal Implications

7.1 There is no common law duty or statutory duty upon the Authority to obtain and collate details of near miss situations involving cyclists and other road users, or with respect to incidents involving cyclists and roads themselves. The current position is that we risk assess, that is our safe system of review and repair and what is in effect a statutory defence to claims.

7.2 The duty that exists is to maintain our network to a reasonable standard and take such steps as are reasonable to avoid risks of a foreseeable nature causing accidents (duty breach causation damage).

7.3 The purpose of obtaining the near miss information will, as we are vested with it, inform future decisions about risk management and will be disclosable in the sense of an FOI and into any proceedings if issued against the Authority.

7.4 What cannot occur is that we glean the information and then do not react to it, as that would expose us to censure in that if we are vested with knowledge we will be asked what a reasonable Authority would do in possession of the information.

8. Director of Finance's Comments

8.1 The cost of the Near miss reporting trial will be met from the existing Cash Limited budget.

8.2 The Near miss reporting may identify where physical measures on the Highways Network that are required to combat these incidences. If such measures are identified a separate financial appraisal and capital bid will be submitted in accordance with the Council's financial regulations.

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Signed by:
Tristan Samuels
Director of Regeneration

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Cyclist Near Miss Reporting System - Qualitative Review	Appendix A

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

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Signed by:
Councillor Lynne Stagg
Cabinet Member for Traffic and Transportation

Appendices:

Appendix A: Cyclist Near-miss Reporting System Qualitative Review