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# Road Safety Strategy

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## INDEX

1	Introduction	2
2	Current Situation	3-4
3	Road Safety Strategy	5
4	Road Safety Stakeholders	6
5	The BPS Road Safety Action Plan ( <i>Service Delivery</i> )	6-7
6	The BPS Road Safety Action Plan – ( <i>Strategic Support</i> )	7
7	Recommended Way Forward – Enhanced Stakeholder Partnership- formation of a Road Safety Coalition	8 - 9
8	Conclusion	9
<b>APPENDIX A</b>	Collision Performance Control Plan	10-11

## **1. Introduction**

There are 225 km of paved public roads in Bermuda. These roads are traversed by 46,109 registered motor vehicles. The roads are shared between the general motoring public, visitors and pedestrians as well as organized sporting bodies (runners and bicyclists).

There are currently unacceptable levels of collisions of all classifications. This includes damage only, slight injury, serious injury and fatality related collisions. Road traffic related fatalities and serious injury collision numbers are disproportionate given the relative small Bermuda population.

Millions of dollars in vehicle and private property damage and the continuing elevated expense to the medical infrastructure affects every Island resident through insurance premiums.

Effective roads policing that is intelligence-led can achieve a reduction in collisions. This requires a shift from a visible target driven enforcement approach alone, to one that is balanced with performance around engagement with the motoring public. This involves enabling officers to use their discretion and professional judgement to deliver safer roads as well as changing and improving driver behavior. Working with partners and stakeholders our ambition must be to create a shift in public attitude and behavior on the roads to one of habitual compliance with the laws of the road.

The Bermuda Police Service message is "ROAD SAFETY IS EVERYONE'S RESPONSIBILITY".

## 2. Current Situation

Month over month and on an annual basis collisions are trending down.

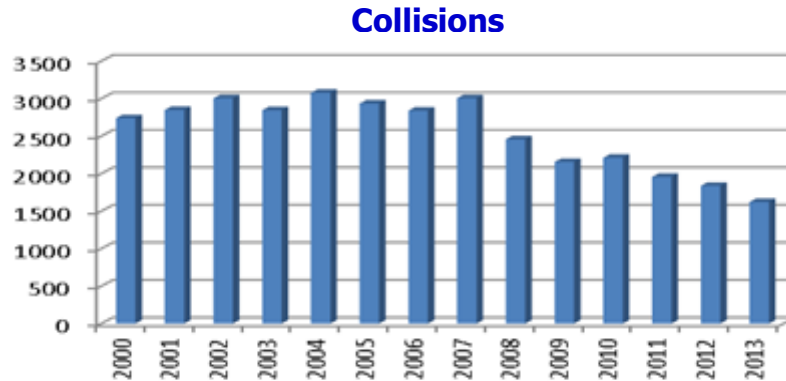


Figure 1: Collisions per year

However, road traffic related fatality rates have been fairly consistent. Between 2008 and 2014 there have been 86 fatalities on the roads. Black Bermudians represent over half of these deaths. 9 were tourists and 4 were guest workers. The age range was between 9 and 80 with the average victim being 35 years of age. Road traffic related fatalities and the number of murder victims are listed below for comparison. Even when compared to the gang-related gun crime that was prevalent during the same period, this comparison highlights where the threat to life in Bermuda exists and the seriousness of the bad driving behavior in Bermuda that must be reversed.

	RTC Fatalities	Murder	Gang Related Murder
2008	17	5	1 of 5
2009	13	7	5 of 7
2010	13	7	7 of 7
2011	9	8	5 of 8
2012	9	6	5 of 6
2013	9	5	4 of 5
2014	16	3	2 of 3
2015 (to date)	1	0	0
<b>TOTAL</b>	<b>87</b>	<b>41</b>	<b>29</b>

Figure 2: Road Fatalities and Murder Statistics

In the overwhelming majority of cases where a road traffic fatality has occurred, the investigation has revealed that alcohol consumption and/or speed are an aggravating factor either singularly or in combination. In all cases the fatality was avoidable.

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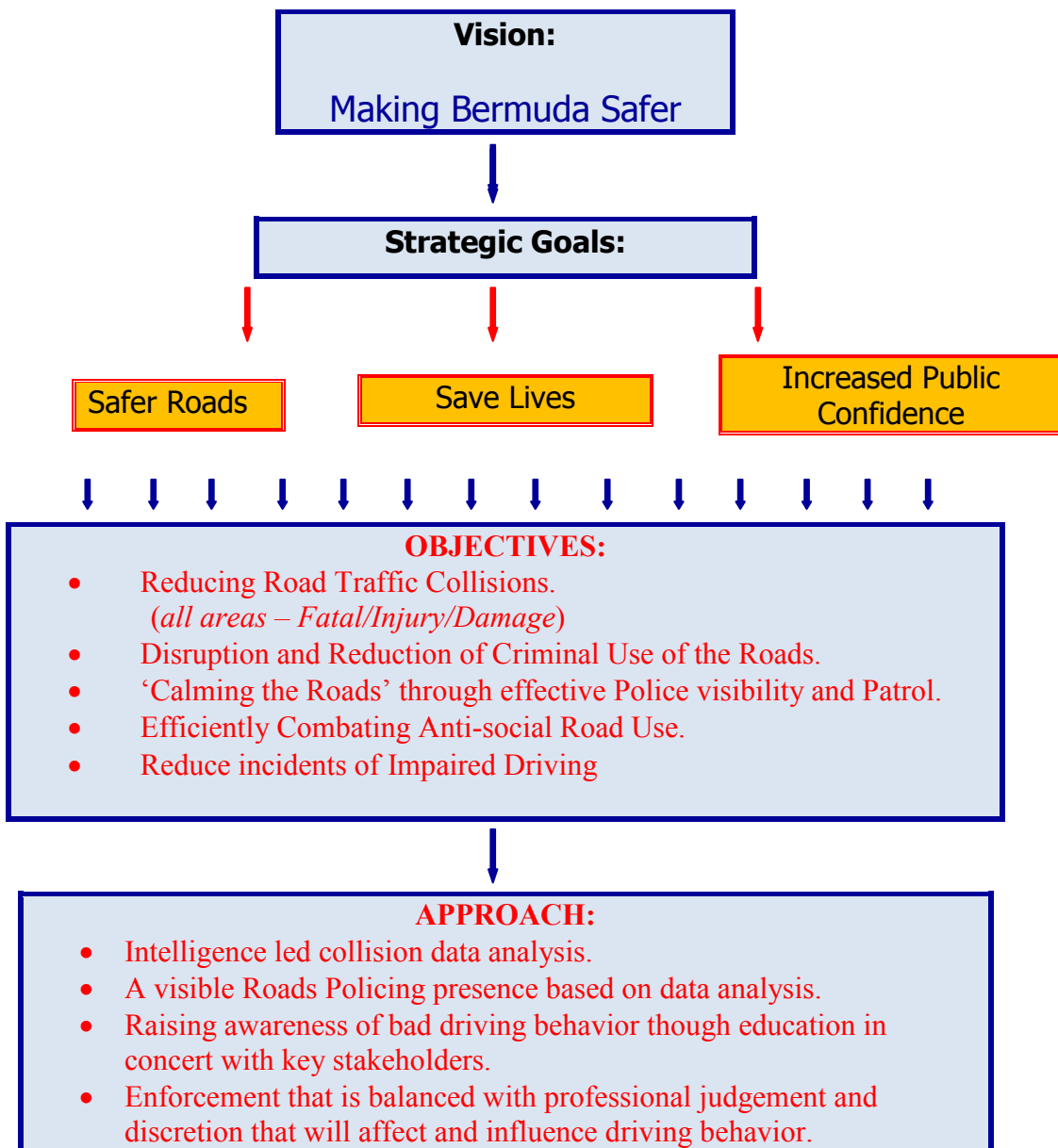
The current downward trend of vehicle collisions is likely attributable in-part to a shift in operational strategies, priorities and BPS resource alignments that were designed to counter Gun, Gang, Drug and crimes of violence. As there were increasing demands and required focus in this area more resources were made available to respond to these priorities. This included a change of BPS policy whereby damage only collisions are not routinely attended in cases where the parties are able to resolve the collision themselves. The Gang & Violence Reduction Strategy (GVRs) included raising police visibility on the roads to combat the anti-social behavior being experienced. It is well established that the presence of police on the roads may contribute towards safer roads. It is feasible that the GVRs inadvertently had an impact on driving behavior and collision statistics. It is anticipated the downward trend can be expected to level off.

There is a need to improve the driving experience on the roads in Bermuda. Promoting safer driving skills will have a calming effect and will improve driver safety. The community has raised concerns about bad driving experiences and incidents of bad driving behavior. Those concerns have been aired at BPS Town Hall Meetings, with Community Action Team members and the BPS generally and also on radio talk-shows.

Risk taking and aggressive driving/riding which amount to offences of dangerous driving and driving without due care and attention are widespread and even more evident during peak periods of rush hour traffic. Overtaking is lawful where it is safe and where that overtaking does not cause any other motorist to deviate. During peak periods where traffic increases a virtual third lane of traffic is created by motorcyclists who often commit offences against the Road Traffic Act 1947 in relation to overtaking.

### 3. Road Safety Strategy

The intention of this Road Safety Strategy is to save lives by reducing collisions and making our roads safer. The Goals and the organizational approach to them are clearly identified. The objectives are measurable and allow for a constant evaluation of the effectiveness and impact of the Road Safety Strategy.



#### **4. ROADS POLICING STAKEHOLDERS**

##### **The Bermuda Police Service**

- Commissioner of Police
- Community Policing Division
- Road Safety Strategy Coordinator.
- Intelligence and Tasking Division
- PMR

##### **Roads Safety Council**

##### **CADA**

##### **Transport Control Dept.**

##### **Motor Insurers**

##### **Ministry of Works & Engineering**

##### **Ministry of Health**

##### **Ministry of Transport**

##### **Bermuda Government**

##### **Bermuda Shadow Government**

##### **Magistrates Courts**

#### **5. The BPS Roads Safety Action Plan - (*Service Delivery*)**

- 5.1 Conduct spatial and temporal analysis of collision data to identify collision 'hot spots' by location day and time.
- 5.2 Monitor performance around reducing collisions in the 'hot spots' thereafter.
- 5.3 Continue the Selective Traffic Enforcement Program (S.T.E.P.) and target specific offences that cause the greatest risk to road safety. Enhance specific traffic enforcement and police visibility at the times and in the locations identified as collision 'hot spots'.
- 5.4 Increase the number of dedicated Roads Policing Unit Officers. The visibility provided by effectively deployed police motorcyclist is an effective deterrent of bad driving behavior and increases opportunities to gain momentum on the Road Safety Strategy. The presence of visible Roads Policing Patrols signify to the public that compliance with traffic law is being monitored and that potential and actual offenders are being deterred and detected. Additionally, offenders who are motivated to flee are likely to be caught. Effective and visible policing of the roads is therefore an important and visible element of the police service's commitment to protect the public and provide them with assistance.

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- 5.5 Collision analysis results will be shared with all Operational Units and they will be tasked to police the areas identified as 'at risk' areas where collisions frequently occur.
- 5.6 Officers will be issued guidance on when it is appropriate to exercise professional judgement to improve driving behavior that will contribute to a shift in public attitude to one of habitual compliance of road traffic legislation. The informal 'yellow' card will be replaced with the "Motorist Advice Notice" which will reinforce the road safety campaign message to "Drive Safe Bermuda". The system will be formalized to provide a tool in performance management.
- 5.7 Police enforcement activity will be followed and balanced with longer term social and environmental measures to achieve a sustained reduction in collisions working cohesively with partners in the Roads Safety Council, CADA, Transport Control, Roads Engineering and Government and Shadow Government.
- 5.8 Effective use will be made of the newly installed and improved CCTV technology that includes Automated Number Plate Recognition (ANPR) within the CCTV network to identify offending motorists.
- 5.9 Working in partnership will achieve the objective of reducing traffic collisions. The identified stakeholders will raise awareness through media campaigns and education programs. Stakeholders will be better informed of intelligence analysis and the assessment of the impact of the Road Safety Strategy. They will be encouraged to actively participate.
- 5.10 The Road Safety Strategy will be subject to regular review measuring activities, public attitude and seeking public feedback at every opportunity (including):

Collision Hot Spot Reduction	Total collision reduction
Omni-bus Survey	Media blogs
Tweet	Facebook
BPS Traffic Offence Notice	

## 6. The BPS Roads Safety Action Plan - (*Strategic Support*)

- Align resources effectively.
- Review BPS Caution Policy.
- Create and Implement a formal 'Motorist Advice Notice' system, formerly the 'Yellow Card' to formalize the exercise of professional judgment for Traffic Offences and provide training for staff.

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- Assess and evaluate the impact of the Road Safety Strategy.

## 7. Recommended way forward - Enhanced Stakeholder Partnership - Formation of a Road Safety Coalition

Bad driving behavior affects almost everyone. Enforcement activity provides a deterrent. However enforcement must be balanced with effective driver education and raising awareness of bad driving behavior. Enforcement alone cannot solve the problem. Working in partnership with stakeholders is where the biggest impact can be made in educating and improving driving behavior.

A Road Safety Coalition framework that involves all stakeholders meeting and coordinating their individual approaches collectively to road safety, driver education plans and campaigns will contribute to the objectives of the Road Safety Strategy. In addition the Road Safety Coalition will inform the Road Safety Council who are responsible for the development and recommendations for new or amended legislation.

Bermuda Road Safety Coalition	Police Led	<p>➔ <b>Enforcement &amp; Awareness</b></p> <ul style="list-style-type: none"> <li>Data/Intelligence led enforcement</li> <li>Collision 'hot spot' directed patrols</li> <li>BPS Traffic Offender Notice System</li> <li>Maximize use of technology</li> <li>Visibly effective patrols</li> <li>Community Engagement</li> <li>Full Use of Legislation</li> <li>Raise public confidence</li> </ul>
	Community Led	<p>➔ <b>Prevention &amp; Education</b></p> <ul style="list-style-type: none"> <li>• Independent advice and support on the management and development of partnership activity</li> <li>• Development of Driver Education Plans</li> <li>• A single approach to address the problem</li> <li>• Recommendations to enhance and/or develop legislation</li> </ul>
	Government Led	<p>➔ <b>Deter and Rehabilitate</b></p> <ul style="list-style-type: none"> <li>• Review Driver License requirements</li> <li>• Mandated driver re-education programs</li> <li>• Adjust Traffic Penalties</li> <li>• Review Court Sentences</li> <li>• Influence safer driving at a National level</li> <li>• Consider recommendations and develop appropriate legislation</li> </ul>

Figure 3: Partnership Model

The aims of the Road Safety Coalition are to:

- (a) Raise awareness of bad driving behavior.
- (b) Raise awareness of the consequences of bad driving behavior.
- (c) Develop education plans.
- (d) Identify overlapping stakeholder responsibilities and combine forces to meet the objectives of the Road Safety Strategy.
- (e) Align the work of stakeholders and effectively build or improve on established partnerships.
- (f) Improve information sharing across the Coalition.
- (g) Make recommendations to the Road Safety Council for Legislation development.
- (h) Improve public confidence in all stakeholders.

## **8. CONCLUSION**

The Bermuda Police Service vision statement is: "Making Bermuda Safer". Driver behavior has deteriorated to an unacceptable level resulting in significant harm and loss of life. Therefore, a Road Safety Strategy of which the Police Service is a principal stakeholder must be in place to make our roads safer for all. In addition to calming the roads through enforcement, it is also anticipated that the increased police interaction with road users through a system of providing 'Motorist Advice Notices' will reinforce the road safety campaign message to "*Drive Safe Bermuda*" and contribute to sustaining opportunities for positive public engagement that will have an effect on reversing the current trend of serious injury collisions and rising road traffic fatalities. This can be achieved through a coordinated response between all stake-holders.

Continued proactive policing of the roads is well-established in Bermuda and other jurisdictions as an effective tactic. It reduces anti-social driving behavior, denies criminals the unchallenged use of the roads and is an effective measure for preventing and detecting crime. A visible police presence is also invaluable to increasing public feelings of safety, reducing the fear of crime and enhancing confidence.

## APPENDIX A

### Collision Reduction Performance Control Plan

	Objective	Output	Outcome
1	<b>Identification of collision 'hot spots'.</b>	Intelligence led collision data analysis of current collision trends by location.	<ul style="list-style-type: none"> <li>• S.T.E.P. location focus and deployment of BPS operational resources.</li> <li>• Effective deployment of operational resources to reduce collisions.</li> </ul>
2	<b>Effective visibility of identifiable Roads Policing Officers.</b>	Increased momentum of the Roads Policing Strategy through effective and directed deployment of resources.	<ul style="list-style-type: none"> <li>• Deter bad driving behavior.</li> <li>• Influence road traffic legislation compliance.</li> <li>• Identify and detect offenders through enforcement.</li> <li>• Provide reassurance to law abiding members of the public.</li> </ul>
3	<b>Raise awareness of bad driving behavior through a balance of enforcement and education.</b>	Introduce BPS Traffic Offender Warning system.	<ul style="list-style-type: none"> <li>• Increased awareness and education.</li> <li>• Increased Intelligence gathering.</li> <li>• 'Calmer' roads.</li> </ul>
5	<b>Use of CCTV and ANPR technology.</b>	CCTV personnel to be included and briefed.	<ul style="list-style-type: none"> <li>• Detect, prevent, catch and convict traffic offenders.</li> <li>• Consider enabling technology to detect speed and traffic sign or signal violation.</li> </ul>

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<b>6</b>	<b>Initiate a Road Safety Coalition that will raise stakeholder awareness of intelligence and data analysis around collision 'hot spots' and TWOC activity. Combine stakeholder resources to meet the objectives.</b>	Inclusion and better informed stakeholders working in partnership with the BPS.	<ul style="list-style-type: none"><li>• Enhanced stakeholder participation in resolving the challenges associated with calming the roads by better informed stakeholders.</li><li>• Coordinated approach to resolving national problems.</li><li>• Review and recommend new and amended legislation to enhance road safety.</li><li>• Develop new communications pathways to reach identified at risk groups.</li></ul>
<b>7</b>	<b>Regular performance review and evaluation of the Road Safety Strategy.</b>	Measure and evaluate all enforcement, BPS Warnings, Social Media and survey results collectively against collision data.	<ul style="list-style-type: none"><li>• Continued deployment of resources to effectively reduce collisions. .</li></ul>