

Advice about Local Road Safety Strategies



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Introduction

About this advice

- 1.1 The intention of this advice is to help all those involved in the development and implementation of local road safety strategies to enhance road safety delivery and thus improve casualty reduction. This document reflects the Department for Transport's publication *A Safer Way: Consultation on Making Britain's Roads the Safest in the World* (April 2009) (Figure 1.1). It is designed specifically to assist the development of road safety strategies within or alongside local transport plans.

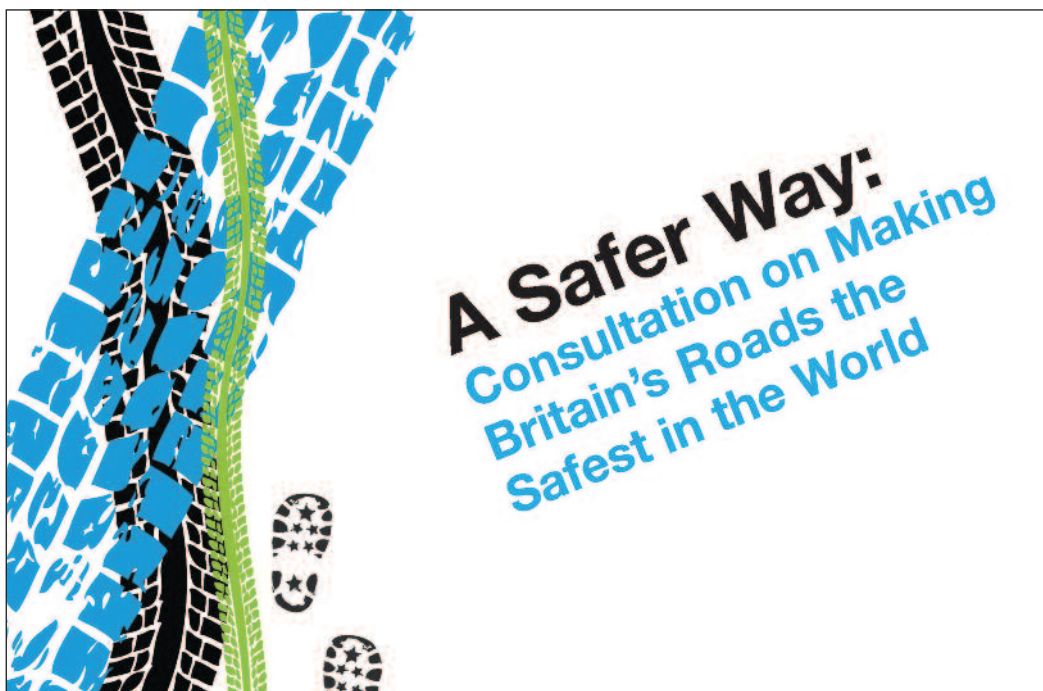


Figure 1.1 The new road safety strategy sets out our proposed approach to improving roads, vehicles and driver skills in the period from 2010 until 2020 and beyond

- 1.2 The aims of developing a local road safety strategy should be to ensure greater reductions in road casualties locally by:
- encouraging better and co-ordinated working between local authorities and their partners;

- enabling local authorities to consider their future priorities;
- involving and informing the public.

- 1.3** The development and implementation of local road safety strategies (also known as road safety plans) contribute to the delivery of the national road safety strategy. Highway engineering, road safety education and local priorities for enforcement have each contributed to the reduction in road casualties achieved to date.
- 1.4** Local road safety strategies should bring together the efforts of local authorities, the emergency services, other public agencies, the private sector and the voluntary sector to enable the most to be made of the talents and resources available to improve road safety delivery. They can also influence local people's attitudes and behaviour in ways that reduce road casualties.
- 1.5** Local authorities have the democratic mandate to lead the development and implementation of local road safety strategies. To be effective strategies need to gain the buy-in of key delivery agencies and direction from the local strategic partnership from the start.
- 1.6** Road safety should be integrated with other local government objectives. It contributes to several of the national indicators (NI) within the local authority performance framework (see Annex A). Local authorities should encourage local strategic partnerships to reflect road safety contributions towards wider local priorities including within sustainable community strategies.

Key considerations for local road safety strategies

1. Local authorities own the strategies, whilst other agencies and road safety partnerships will be central to their development and delivery.
2. The effective co-ordination of the contributions of different local agencies, complementing action being taken nationally, is a pivotal part of a local strategy.
3. The main objective is casualty reduction – especially of deaths and serious injuries – and we expect local strategies to focus on casualty reduction with objectives and targets to support that aim and programmes planned to achieve that.
4. We recommend that local authorities refresh or develop new strategies in conjunction with their partners, at the time they develop new local transport plans (due to come into effect in early 2011) and in the light of the new national road safety strategy.
5. Local road safety strategies are integral parts of wider-reaching local transport plans, which for example involve working with major employers, including health trusts, on a range of transport issues, including travel plans. Strategies also have strong connections with issues far wider than transport, for example Children and Young People's Plan.
6. The best result will often be achieved by combining the roles of education, enforcement and engineering.
7. The effective use of data, including in identifying target locations and user-groups, alongside monitoring and evaluation, is crucial in the development and implementation of local strategies.

Scope of strategies

Area

- 1.7 Strategies can be developed effectively for individual single tier or upper tier council areas. Where local authorities contribute to joint local transport plans, multi-area agreements or share the same police force, a single overarching strategy covering a wider area may be more appropriate. Wider area strategies can be successful where the contributing local authorities share road safety priorities, are prepared to work together and are ready to endorse a common strategy. The road safety partnership may facilitate the development of such a strategy, covering a wider area and involving different local agencies and authorities.

Statutory basis

- 1.8** The Road Traffic Act 1988 placed a duty on local highway authorities to prepare and carry out a programme of measures designed to promote road safety. This includes studying the occurrence of collisions, taking preventative measures and reducing the possibility of casualties on new roads (i.e. collision investigation, prevention and safety audit). A local road safety strategy should be a vital part of the evidence that a local authority is discharging this duty.

Longevity

- 1.8** Strategies should have a lifespan of at least five years. Local authorities outside London should develop fresh or refreshed strategies within (or alongside) the local transport plans that come into effect from 2011. It is particularly important that local strategies are refreshed in the light of the publication of the new national road safety strategy.
- 1.9** The time when strategies need reviewing or replacing will depend heavily on a range of local circumstances, but it is likely to be productive to have a substantive review of a local strategy at least every three to five years.

Developing a road safety strategy

Key elements

- 2.1** This section outlines some key components of a local road safety strategy. Local road safety strategies should include:
1. local casualty reduction objectives, supported by targets and trajectories;
 2. a data-led approach to road safety delivery;
 3. strong partnership working;
 4. professional and systematic delivery;
 5. funding and evaluation.

Local casualty reduction objectives, supported by targets and trajectories

- 2.2** The primary objective of a local road safety strategy is to reduce road casualties. Therefore targets for reductions in road casualty numbers need to be included in a strategy to give substance to this aim.
- 2.3** It is right to use targets to focus effort towards key issues, gather support and to assess how the strategy is being implemented, compared to the original plan. A few, well-chosen strategic targets are far more likely to be effective in achieving this than a plethora of targets related to individual agency contributions.
- 2.4** *Delivering a Sustainable Transport Strategy (DaSTS)* (DfT, 2008) set five strategic objectives for transport, including one of contributing to better safety, security and health through reducing the risk of death, injury or illness arising from transport, and promoting travel modes that are beneficial to health. It is therefore important that local road safety strategies also consider the wider contexts.
- 2.5** *A Safer Way* proposes that there should be four national targets, one of which is for the number of pedestrian and cyclist deaths and serious injuries per distance travelled. This target considers both safety and health elements of the DaSTS objective. Local targets with the same unit of measure as this national target may not be possible everywhere because of

data limitations, but it is important that local strategies aim to reduce the rates of casualties per unit of travel amongst these groups and do not clash with local sustainable travel objectives.

2.6 The other three national targets proposed in *A Safer Way* are for the numbers of road deaths; the numbers of serious injuries for all; and for deaths or serious injuries to children and young people (0–17 years). Local strategies are unlikely to be able to include valid targets for the number of deaths in a single year on their own, as numbers at a local level will probably be too low to be statistically significant, and would benefit from being illustrated in regional contexts or for a number of years. However, it is vital that the numbers of deaths, and the reasons for them, inform the strategies' development and implementation.

2.7 Two key strategic targets for local road safety strategies should therefore be:

- the numbers of people killed or seriously injured (KSIs); and
- the numbers of children and young people (0–17 years) killed or seriously injured.

These numbers are monitored by indicator numbers 47 and 48 (respectively) of the national set¹ and provide local coverage directly related to three of the four proposed national targets.

¹ Definitions of the indicators to use for the number of people killed or seriously injured and the number of children killed or seriously injured are contained in the *National Indicator set for Local Authorities and Local Authority Partnerships: Handbook of Definitions* www.communities.gov.uk/documents/localgovernment/pdf/735112.pdf. The definitions include the use of three year rolling averages for headline targets. For NI48, the current definition is for children aged 0–15 years.

Setting appropriate local targets

1. Decide on the right year for the target – about five years in the future allows time for local measures to make an impact. Alternatively, a local authority might choose to set a ten-year target in line with the national target and have interim targets and reviews at, for instance, three and six years.
2. Decide on who will be primarily accountable for the local target. The statutory duties and funding decisions ultimately rest most often with the local authority.
3. Decide which other public sector organisations make major contributions and involve them in the development of the target.
4. Decide whether a road casualty reduction target should be a priority for inclusion in the next local area agreement. Making a road casualty reduction target statutory (reflecting the duty in the Road Traffic Act 1988) gives it more weight with other public sector bodies locally, many of which are subject to a legal duty to co-operate in the local area agreement.
5. Decide on the right level of stretch for the target. Key considerations include:
 - the percentage change of the equivalent national target, where there is one, should be the starting point for deciding the right level of stretch;
 - whether rates of casualties per head of population and per vehicle kilometre are relatively high or low compared with similar areas. Where rates are high, a larger percentage reduction should be achievable;
 - the level of commitment locally to road casualty reduction. A statutory target implies a high level of commitment.
6. Develop a trajectory between the baseline and the target.

2.8 Local authorities should monitor progress at least annually towards the targets in their strategies. For each target, a trajectory from baseline to the target period should be set. These may be in terms of three-year rolling averages, where targets are expressed in these terms. This will ensure that local agencies can monitor progress towards the target and review the approach if appropriate.

2.9 Targets and trajectories that are three-year rolling averages should be built up from projections of single-year figures. Particularly where casualty numbers exceed 200 per year, the comparison of actual single-year figures with the projections on which targets and trajectories were based may also be illuminating.

- 2.10** It is also important that progress in reducing casualties in particular road user groups (for example motorcyclists and car occupants), is monitored. Where strategies are particularly aimed at addressing some types of casualty (for example amongst young car drivers or child pedestrians), it would be important to include casualty reduction targets for such groups.

A data-led approach to road safety delivery

- 2.11** Nationally, road deaths and serious injuries are disproportionately concentrated amongst men and within the **16–29 and 70+ age groups** (with the younger age group being much more often blameworthy than the older age group).
- 2.12** There are three key groups which together constituted more than half of the deaths in Great Britain in 2007:
- young (17 to 24) car drivers and passengers;
 - motorcyclists; and
 - pedestrians in urban areas.
- 2.13** Local road safety strategies should be built on an understanding of who the road casualties are and where and how they are killed or injured. Data on personal injury road traffic collisions are collected by the police using the STATS19 form. Data on all injury collisions include information on causation, casualties and the road user movements involved, and are central to this understanding. Once validated, they are a powerful dataset that can be used at a local level to inform target setting and identify key hot-spot areas, routes, user groups, age groups etc. Local authorities and police should work together to achieve the best-quality collision data by focusing on processes and procedures and officer understanding.
- 2.14** Other data can also inform local road safety strategies, including more detailed information, such as coroner reports for fatal collisions and hospital data. Data on road casualties admitted to hospital have become available as part of Hospital Episode Statistics (HES). However, STATS19 remains the most complete source of information on road casualties in collisions that are reported to the police.

Further information on national casualty trends can be found on the DfT website, including the series of annual *Road Casualties Great Britain* publications.

- 2.15** Local authorities have been making a sustained investment in local highways schemes to improve safety and it is important to use data effectively to sustain casualty reductions.

Local safety engineering schemes

The Department has researched the casualty impacts and costs of the local safety engineering schemes implemented by 22 English local authorities in 2004/05. This group of schemes, which cost £16.6m to build, represented about one-seventh of the total investment in local safety schemes made in England outside London during 2004/05.

The average first year rate of return was about 150 per cent (including adjustments to account for downward casualty trends, site and selection bias) – as a group the schemes generated benefits in the first year after their opening valued higher than the cost of constructing them and could be expected to generate similar benefits each year, typically for several years at least.

An average of 4 deaths or serious injuries and 17 other casualties per year were saved per million pound invested.

In England outside London the local authority engineering programme of 2004/05 reduced road deaths by an estimated 54, serious injuries by about 361 and slight injuries by 1,890, in each of the three subsequent years.

The average projected return for the equivalent 2007/08 programme is nearly as high as the forecasts were for 2004/05.

To make the most of the available resources, DfT recommends local authorities should:

- review the effectiveness of their past programmes, compare scheme performance with similar authorities and consider minimum threshold rates of return for including schemes in their programmes;
- distinguish between those schemes aimed at addressing perceived problems and those aimed at reducing evident casualty problems and recognise that schemes addressing perceptions are unlikely to offer significant contributions to casualty reduction targets;
- examine casualty records covering a minimum of five years for scheme development, unless there have been major, material changes locally;
- set priorities based usually on valuing casualty savings assuming the national average casualty severity splits for built-up and non built-up roads, and not the overall national average, but also check the local severity record where that appears to be significantly different;
- when setting priorities, consider whole life costings include how long benefits are likely to be sustained, extra maintenance and other non-construction costs and (where they are likely to be significant) non-safety impacts;
- not rely solely on first year rates of return in deciding priorities between different types of road safety scheme and between road safety schemes and other work.

Strong partnership working

- 2.16** An effective local road safety strategy is one endorsed by the agencies with a duty or interest in delivering casualty reduction. To be most efficient, partnership working should play to the strengths of the different agencies involved and use their complementary skills. For a strategy to be implemented effectively, it not only needs the support of agencies, but the support of local authority members. The DfT report *Assessing the Casualty Reduction Performance of Local Highway Authorities* concluded that 'In general, those LHAs whose strategic aims make clear reference to road safety are the better performers'.
- 2.17** An effective partnership will ensure that the agency best equipped to deliver will do so. For example, it will ensure that offers of contributions of road safety education to schools and other audiences are co-ordinated, data-led and targeted, rather than duplicated or on a 'first come, first served' basis.

Advice

Detailed advice for council members, professionals and about good practice in road safety education, engineering and enforcement includes the following:

Road Safety: An Elected Members Guide (ROSPA)

www.rospa.com/roadsafety/info/electedmembersguide.pdf

Strategic Guide for Road Safety Professionals (ROSPA)

www.rospa.com/roadsafety/info/strategic_guidance.pdf

Road Safety Good Practice Guide (2002, DTLR, TRL)

www.dft.gov.uk/pgr/roadsafety/laguidance/roadsafetygoodpracticeguide

Road Safety Timebank: www.roadsafetytimebank.co.uk/

Collision Prevention and Reduction (2007, Institution of Highways and Transportation, IHT) www.iht.org/en/publications/index.cfm

Local highway authorities

- 2.18** Local authorities themselves play a key role in delivering their road safety strategies. This involves not only their specific road safety services, but also their highways functions more generally, including highways maintenance and design. The interests in road safety within local authorities will also spread far beyond their highways functions, with for example there being major potential inputs from children's services activities, where there may be interactions with the statutory plans for Children and Young People.
- 2.19** Interventions which benefit road safety can also generate a wide range of benefits, for instance to regeneration of deprived areas, developing community capability and cohesion, enhancing neighbourhood liveability, the promotion of personal health and fitness and promoting childrens' well-being.

Police

- 2.20** The police must be fully supportive of the strategy. The road policing commitment² sets out roads policing in the context of overall police work and establishes which issues are a continuing priority for road policing.

Extract from 2005 Roads Policing Statement (ACPO, Home Office, DfT)

Virtually everyone in the country uses roads every day, as drivers or as pedestrians. With 30 million vehicles in Great Britain, the roads are busy and hazardous. Their unlawful and anti-social use affects people's safety and sense of security. Bad road use also contributes to the 3,500 people killed and 35,000 people seriously injured each year on the roads.

Roads policing seeks to ensure that people can all use the roads, go about their daily life and get round their towns safely and without being harmed or intimidated by unlawful and anti-social behaviour on the road. This is particularly important for the elderly, for children, and also for the economically and socially disadvantaged, whose children, as noted in the Government's Road Safety Strategy [of 2000] are five times more likely to be killed than those of the most fortunate.

Roads policing also seeks to deny criminals the use of roads for carrying out crime.

Road policing is therefore an important and visible element in the police's commitment to protect the public, to help maintain safe communities and civil society, and to support law abiding citizens' confidence in the law.

The maintenance and development of proactive road policing, in partnership with the other authorities and agencies involved, will contribute to and support the rest of the policing function.

Road policing will focus on the following actions

- *Denying criminals' use of the roads by enforcing the law;*
- *Reducing road casualties;*
- *Tackling the threat of terrorism;*
- *Reducing anti-social use of the roads;*

Proactive road policing, in partnership with the other authorities and agencies involved – local councils, local highway authorities and the Highways Agency, voluntary and community bodies – will contribute to and support the rest of the policing function. It will form part of the police's work in local Crime and Disorder Partnerships and in the development of Local Policing Plans.

(The Association of Chief Police Officers has published further operational advice including practice advice about the policing of roads and the road death investigation manual at www.acpo.police.uk/policies.asp).

² www.dft.gov.uk/pgr/roadsafety/drs/roadpolicingcommitment.pdf
http://police.homeoffice.gov.uk/publications/national-policing-plan/national_policing_plan.pdf

Fire and rescue services

- 2.21** The fire and rescue services are not only responsible for protection and response, but also for prevention. Road traffic collisions generate a major proportion of the services' workloads. The fire and rescue services now have their own national road safety strategy and have strong credibility in training and education in the community.

Department for Transport agencies

- 2.22** The Highways Agency is responsible for safety on motorways and other trunk roads and has a strategic action plan in place. Local road safety strategies include all roads within local areas. Therefore strategies for areas containing trunk roads should include the Highways Agency's contributions. Other Department for Transport agencies, including the Driving Standards Agency, Driver and Vehicle Licensing Agency and Vehicle and Operator Services Agency, can provide or support education and enforcement as well as advice and support with projects and engineering interventions.

Healthier and more sustainable travel

- 2.23** *Delivering a Sustainable Transport Strategy* (DfT, 2008) includes a strategic objective of contributing to better safety, security and health through reducing the risk of death, injury or illness arising from transport, and promoting travel modes that are beneficial to health. It is important that local safety strategies are developed in partnership with health bodies and are consistent with local approaches to encourage walking and cycling, including encouraging more sustainable travel to school and to work. (See also the National Institute for Clinical Excellence (2008) *Guidance on the Promotion and Creation of Physical Environments that Support Increased Levels of Physical Activity*, www.nice.org.uk/Guidance/PH8, in relation to the health benefits of more walking and cycling.)

Other delivery agencies

- 2.24** Other delivery agencies, such as the Prison Service, the armed forces, youth offending teams, Surestart, voluntary and community based partners, can contribute to a well implemented far-reaching strategy.

Local Strategic Partnerships

- 2.25** A Local Strategic Partnership (LSP) brings together at a local level the different parts of the public sector as well as the private, business, community and voluntary sectors so that different initiatives and services support each other and work together. It provides a single overarching local co-ordination framework within which other partnerships can operate and is responsible for developing and driving the implementation of Community Strategies and Local Area Agreements. It is a key mechanism to engage partners in the delivery of road safety strategies. If road casualty reduction is

amongst the up to 35 issues with statutory improvement targets in the partnership's local area agreement, then the partnership is likely to be particularly heavily involved in and committed to the strategy.

Agencies working together in partnership

- 2.26** Virtually all of England is served by formal road safety or safety camera partnerships involving local authorities, police forces and other agencies. These partnerships can ensure that the actions different public agencies take to deliver road safety are aligned and co-ordinated.
- 2.27** Local authorities may pool their ownership of a strategy in a wider-area partnership. Where this occurs, it is important that the partnership's governance arrangements involve elected councillors and that each local highway authority is committed to the strategy.

Professional and systematic delivery

- 2.28** The effective delivery of a local road safety strategy will involve professionals of different backgrounds working together within and across the organisations that employ them. For example, some road safety issues will be most effectively addressed through the involvement of local authority engineers, education and training delivered by road safety officers and others and targeted enforcement by the police.
- 2.29** It is important that local road safety strategies in both their development and implementation phases have high profiles at senior official level in local authorities. This should help ensure they are not isolated from local authorities' other activities and priorities and it sends a strong signal to partner bodies. It may therefore be advantageous to identify a senior manager as a sponsor of a strategy.
- 2.30** Implementation of the road safety strategy will also be helped by communicating the importance of key activities amongst front-line staff in other agencies. For example, this can ensure the road traffic collision reports filed by non-specialist police officers are as accurate and informative as possible for STATS19, in relation to casualty severity, contributory and causation factors, and also for post-collision follow-up.
- 2.31** Systematic approaches to the analysis of collision records; the identification of sites, routes or areas for local schemes; and the targeting of road safety education are all vital for the effective implementation of a local road safety strategy.
- 2.32** To ensure that different types of activity work together effectively, it is critical to identify the intended targets for the interventions in terms of locations and road-user groups. An understanding of how the activities will change behaviour should also contribute to the selection of the right packages of measures.

Combining education, enforcement and engineering can deliver a greater impact than the sum of the impacts of the individual component parts.



- 2.33** The integration of national and local publicity under the THINK! brand can contribute to ensuring the delivery of publicity is systematic and resources are used to best overall effect.

Funding and evaluation

Funding

- 2.34** Central Government financial support for local authority road safety services and investment is provided within the revenue support grant and local transport capital settlement. Funding (introduced because of the need to support road safety partnerships following the end of the previous hypothecated funding arrangements) is also provided within the area-based grant and in a specific capital grant. This funding is paid to local authorities,³ having been calculated based on each area's road safety need.
- 2.35** For effective partnership working it is therefore essential that the members of the partnership (such as local authorities, police and fire and rescue) agree to the distribution of the funding and any variations from the total amount of funding provided for the partnership from that the Government paid to the local authority in area-based or specific grant.
- 2.36** Other sources of funding for road safety can include:
- from the local authority (from council tax payers and with central Government support through revenue support grant) – in some cases this will be allocated to budgets in parts of the local authority, other than where the road safety strategy is developed;
 - charges to users of services, for example remedial driving/riding courses, and financial contributions from partner organisations (public and private sector);
 - the local transport capital settlement for investment; and
 - funding contributions from developers and relating to land and asset sales.

³ The part of area based grant calculated for road safety and the specific road safety capital grant are both paid to one lead authority in each of the six metropolitan areas and to each local highway authority outside metropolitan areas and outside London

Monitoring and evaluation

- 2.37** Monitoring the progress and effectiveness of the road safety programmes, whether engineering or education measures, should be an integral component of the strategy, with monitoring starting before implementation. Whilst costs and outputs are relatively straightforward to monitor, monitoring and evaluating impacts of individual programmes may be more difficult.
- 2.38** Whilst the overall aim of, for example a road safety education programme, may be a reduction in road casualties, it may be difficult to evaluate the impacts of individual programmes in local strategies in terms of casualty reductions over the short term, although longer-term effects may be observed – for instance, a particular campaign targeting local moped riders may have a measureable and attributable impact if this is the sole intervention. To monitor the impact of programmes and local strategies, evaluation should include changes in behaviour, attitudes, knowledge or skills.
- 2.39** Effective strategies should therefore include commitments to monitor and evaluate the impacts of key interventions locally. It is also important they are informed by considering good practice in other localities.

More information about evaluating both processes and impacts is contained in *Guidelines for Evaluating Road Safety Interventions* (2005) (DfT) at:
www.dft.gov.uk/pgr/roadsafety/lguidance/educationinterventions/

- 2.40** Monitoring the effects of local changes on road safety is not limited to work specifically targeted towards reducing casualties.

Road safety audit

This is a system, arising from a statutory duty, which contributes to reducing the likelihood of collisions on new or altered roads. It is a check undertaken independently of design teams. Schemes are not necessarily safe merely because they comply with design standards; and safety audits consistently result in changes to projects that, had they not been made, would have reproduced features that have been associated with casualties elsewhere.

Further advice to local authorities is available in: *Road Safety Audit Guidelines* (2008, IHT) www.iht.org/en/publications/index.cfm

The site www.lancspartners.org/safetychecklist/index.asp provides auditors with Road Safety Audit (RSA) electronic checklists that can be downloaded for specific schemes. It also gives typical collision types for a variety of schemes, documents required by the safety auditor, a feedback facility and useful links to other RSA related sites.

Priority themes

- 3.1** *A Safer Way* proposes to address some key challenges through strengthening the weak links in our road network and addressing road user behaviour. The key thematic challenges (on top of achieving faster progress on road deaths and addressing the geographical variation in performance) are:
- pedestrian and cyclist casualties in our towns and cities – particularly in deprived communities;
 - protecting children and young people;
 - protecting motorcyclists;
 - rural roads;
 - poor road user behaviour amongst a few; and
 - illegal and inappropriate speed.
- 3.2** The relative importance of particular issues reflected in a road safety strategy will vary between localities, depending on local casualty problems and priorities.

Pedestrian and cyclist casualties in town and cities

- 3.3** Work in Gloucester demonstrated that the integrated application of educational, engineering and enforcement interventions can deliver substantial casualty reductions in urban environments. Technical guidelines for urban safety management were published by DfT, TRL and IHT in 2003 and are at: www.dft.gov.uk/pgr/roadsafety/laguidance/.
- 3.4** The principles of urban safety management include:
- formulating a safety strategy for an urban area as a whole;
 - integrating safety with other urban strategies (e.g. transportation, policing, land use planning, safer routes to schools) and using opportunities where other policies and strategies may help to enhance safety (e.g. improving safety within an urban regeneration project);
 - considering all types of road user and the functions of different road types;
 - encouraging all professional groups to help to achieve safety objectives and to guard against possible adverse safety effects of other policies;

- encouraging residents and all road users to become actively involved in the process and thereby take ownership of it; and
- translating the strategy and objectives into area based safety schemes and 20 mph zones.

3.5 The Department has published advice and research (see further references) about some key engineering and education interventions on its website, including about mixed priority routes (Figure 3.1) and disadvantage.



Figure 3.1 Ten demonstration mixed priority routes, such as this one in Hull, have improved safety, the environment and regenerated busy shopping streets (photo: Hull CC)

Protecting children and young people (0–17 years)

- 3.6** Whilst Britain is amongst the world leaders in terms of levels of overall road deaths, its comparative performance on child road deaths is less good, despite the large drop in child road deaths and serious injuries during the last decade.
- 3.7** In 2007 the Department for Transport published a *Child Road Safety Strategy*, www.dft.gov.uk/pgr/roadsafety/child/childrdsafetystrategy2007. This indicated that the key priorities for further action for local strategies were:
- effective practical child pedestrian training, such as Kerbcraft (for more details, see *Kerbcraft: Smart Strategies for Child Pedestrian Safety* (2002) (DTLR), www.dft.gov.uk/pgr/roadsafety/child/)
 - broad local partnerships to deliver co-ordinated road safety activities;

- make more of parents and peers in delivering road safety messages to children;
 - wider use of 20 mph zones in areas where children are active; and
 - co-ordinating road safety and school travel activities.
- 3.8** Since then the Department has committed to developing a full range of road safety materials for all age groups in schools with materials being rolled out from 2009 to 2011. Some other advice is listed under further references.

Motorcyclist casualties

- 3.9** The Government's *Motorcycling Strategy* of 2005 and revised action plan of 2008 (both published on the Department for Transport website) set out a range of national and local actions relating to motorcycling, many of which contribute to casualty reduction.
- 3.10** The Institute of Highway Incorporated Engineers' Guidelines of April 2005 set out some of the actions that can be taken by local authorities to ensure that the safety of motorcyclists is addressed as part of routine highway maintenance and other activities: www.motorcycleguidelines.org.uk/

Rural roads

- 3.11** Nationally, almost two fifths of all road deaths occur on rural 'A' roads, with a further quarter on lesser rural roads. Car occupant and motorcyclist deaths are particularly concentrated on rural roads.
- 3.12** It is vital that local strategies in rural areas:
- consider the potential for route actions on rural roads, including conventional signing, lining and special surfacing, whilst ensuring signing is legally compliant;
 - consider the use of vehicle-activated signs (VAS), which have proved particularly effective at the approaches to isolated hazards, junctions and bends in rural areas (Figure 3.2);
 - consider the potential for time-over-distance cameras to contribute towards reducing excessive speeds and casualties, particularly on sections of main road where little traffic joins or leaves;
 - work with the police on the targetted enforcement of speed limits on routes where there are high instances of speeding deaths and serious injuries;
 - ensure sufficient resources are targeted towards safety critical highways maintenance – including related to the skid resistance of carriageways and avoiding dangerous features in the roadside environment;

- ensure that safety audits contribute towards a safe road environment;
- consider the potential for substantial investments to improve safety, targeted towards key and hazardous junctions and sections of route, including the case for major schemes that would require specific regional prioritisation.



Figure 3.2 A 30 mph vehicle activated sign (VAS) at Sibsey in Lincolnshire, one of the rural demonstration projects (photo: Lincolnshire CC)



Figure 3.3 Enforcement work in Norfolk, one of the rural demonstration project areas (photo: Norfolk CC)

The Department is supporting four demonstration projects, which integrate a wide range of interventions in rural areas.
See www.dft.gov.uk/pgr/roadsafety/dpp/rural/

Poor road user behaviour amongst a few

- 3.13** The high-risk minority road user behaviours that are causing large numbers of deaths nationally and which are likely to be relevant to local road safety strategies are in particular are:
- drink driving (implicated in nearly one in six of the near 3,000 annual road deaths);
 - failure to wear a seatbelt, resulting in about 300 avoidable deaths;
 - careless or dangerous driving contributing to at least 400 deaths; and
 - drug driving.
- 3.14** There is also a clear link between driving without a licence, tax or insurance and involvement in collisions.
- 3.15** Local education, training and publicity can work together with national initiatives, such as the THINK! national campaigns, improvements to driver training and testing, to tackle high risk groups. The further references section includes some material related to driver improvement training and driving for work.

Illegal and inappropriate speed

- 3.16** Nationally, illegal or inappropriate speed are identified as contributing towards about one-quarter of road deaths. Some key issues to consider for local strategies include:
- speed limits;
 - enforcement (including through mobile (Figure 3.3), spot and time/distance camera equipment);
 - education, training and publicity in the context of speed; and
 - traffic calming.
- 3.17** *A Safer Way* encourages local authorities to introduce 20 mph zones or limits over time into streets that are primarily residential and which are not part of any major through route (Figure 3.4) and also consideration in town or city streets where pedestrian and cyclist movements are high, such as by schools and shops. It also encourages local authorities to prioritise reviewing speed limits on those 'A' and 'B' class roads, which are national speed limit single carriageways, with a view to adopting lower speed limits wherever risks are relatively high.



Figure 3.4 20 mph limits have been introduced in most residential streets in Portsmouth (photo: Portsmouth CC)

Conclusion

4.1 The road safety strategy framework can be summarised as in Table 4.1.

Table 4.1 Road safety strategy framework	
Key components of a local road safety strategy	Contents
Local casualty reduction objectives supported by targets and trajectories	Objectives consistent with other local strategies Targets ambitious and evidence-based
Data-led approach	Key challenges (e.g. specific road user groups) targeted Priorities within specific education, engineering and enforcement programmes led by data
Strong partnership working	Key partner groups involved actively in development Strategy influential in partners' priorities
Professional and systematic delivery	Education, engineering and enforcement used together Professionals of different backgrounds signed up to strategy and strategy communicated to front-line staff
Funding and evaluation	Clear plan, including costs and planned outputs Monitoring of outcomes and evaluation of effectiveness
Priority themes	Locally relevant <i>A Safer Way</i> key challenges targeted Other key local priorities and contexts included

4.2 A new national road safety strategy is planned to be finalised over the coming months. The Department invites local authorities to start developing new local road safety strategies or review their existing strategies in the light initially of *A Safer Way*, its consultation document about the new national strategy.

4.3 This document will be reviewed, and if necessary amended, when the new road safety strategy is finalised after consultation. If you have any comments you would like considered for the document, please contact us at road.safety@dft.gsi.gov.uk, quoting this document's title.

Further references

Pedestrian and cyclist casualties in town and cities

Information about mixed priority routes, including Local Transport Note 3/08 *Mixed Priority Routes: Practitioners' Guide* (2008, published by TSO) and *High street renaissance: Delivering – Renewing – Improving* (2008, published by DfT) is available at: www.dft.gov.uk/pgr/roadsafety/dpp/mpr/

Information about the Neighbourhood Road Safety Initiative (targeted towards disadvantaged areas) including a report of good practice was published in 2008 by DfT and is available at: www.dft.gov.uk/pgr/roadsafety/dpp/neighbourhoodroadsafety/

Tackling the Road Safety Implications of Disadvantage (2003, DfT)
www.dft.gov.uk/pgr/roadsafety/laguidance/tacklingtheroadsafetyimplica4680

Protecting children and young people (0–17 years)

Review of Accident Prevention amongst Children and Young People (2009, DCSF)
www.everychildmatters.gov.uk/socialcare/safeguarding/stayingsafe/

Guidance on Local Authority Child Safety Audits (2003, DfT),
www.dft.gov.uk/pgr/roadsafety/laguidance/guidanceonlocalauthoritychil4678

Rural roads

Accident Analysis on Rural Roads: A Technical Guide (Transport Research Laboratory, 2004)

Rural Safety Management Guidelines (Institute of Highways and Transportation, 1999)

Poor road user behaviour amongst a few

For details on driver improvement log on to www.driver-improvement.co.uk/

A Guide to the Operation of Approved Courses for Drink Drive Offenders (2002, DfT)

Illegal and inappropriate speed

Speed limits (revisions planned): Department for Transport Circular 1/06 *New Guidance on Setting Local Speed Limits* (published by TSO), www.dft.gov.uk/pgr/roadsafety/speedmanagement/dftcircular106/

Traffic Advisory Leaflets 2/06 *Speed Assessment Framework* (September 2006, DfT), www.dft.gov.uk/pgr/roads/tpm/tal/

Speed enforcement

The Department for Transport Circular 01/2007 entitled *Use of Speed and Red Light Cameras for Traffic Enforcement* (published by TSO) provides guidance and practical advice about the deployment of cameras.

www.dft.gov.uk/pgr/roadsafety/speedmanagement/pdfdftcirc0107.pdf

Speed education

National Speed Awareness course guidance (2006) (Association of Chief Police Officers, ACPO) is at: www.acpo.police.uk/policies.asp

Traffic calming

Traffic Calming Techniques (2005) (IHT), www.iht.org/en/publications/index.cfm

Traffic Advisory Leaflets 2/05 *Traffic Calming Bibliography* (January 2005, DfT), www.dft.gov.uk/pgr/roads/tpm/tal/

Traffic Advisory Leaflets 1/07 *Emergency services traffic calming schemes: A code of practice* (February 2007, DfT), www.dft.gov.uk/pgr/roads/tpm/tal/

Local Transport Note 1/07 *Traffic Calming* (published by TSO), www.dft.gov.uk/pgr/roads/tpm/ltnotes/

Annex A Road safety and national priorities and indicators

Improved road safety can contribute towards achieving a range of the Government’s key objectives, as set out in public service agreements (PSAs) and a variety of Government departments’ strategic objectives (DSOs).

These objectives are also reflected in a set of nearly 200 national indicators, which are reported by local authorities and agencies. Government and the local strategic partnership (bringing together local authorities and other bodies) agree to statutory improvement targets for up to 35 of these indicators in a local area agreement for each locality. These indicators and targets are the focus of the Government’s performance management work with the local bodies.

Of the PSAs, road safety is most relevant to:

1. Sustainability, Growth and Prosperity

Public Service Agreement 5:

Deliver reliable and efficient transport networks that support economic growth

2. Fairness and Opportunity for All

Public Service Agreement 13:

Improve children & young people’s safety

3. Stronger Communities and a Better Quality of Life

Public Service Agreement 23:

Make communities safer

Road safety also interacts with many of the national indicators (see Table A1).

Table A1: Interaction of national indicators with local road safety strategies

National indicators	Interactions with local road safety strategies (examples)
Stronger Communities	
<p>NI 2 Percentage of people who feel they belong to their neighbourhood (PSA 21)</p> <p>NI 5 Overall/general satisfaction with local area (CLG DSO)</p>	<p>Investment in better, safer streets can reduce road casualties and improve community ownership.</p> <p>Traffic speeds and other road safety problems often identified as a key problem in localities.</p>

Continued

Table A1: Continued

National indicators	Interactions with local road safety strategies (examples)
Safer Communities	
<p>NI 17 Perceptions of antisocial behaviour (PSA 23)</p> <p>NI 47 People killed or seriously injured in road traffic collisions (DfT DSO)</p> <p>NI 48 Children killed or seriously injured in road traffic collisions (DfT DSO)</p>	<p>Traffic calming, enforcement and education – particularly action targeted towards key groups and areas – can reduce anti-social driving and riding behaviour and associated other criminality.</p>
Children and Young People – be healthy	
<p>NI 50 Emotional health of children (PSA 12)</p> <p>NI 55 Obesity among primary school age children in Reception Year (PSA 12)</p> <p>NI 56 Obesity among primary school age children in Year 6 (DCSF DSO)</p> <p>NI 57 Children and young people’s participation in high quality PE and sport (DCSF DSO)</p>	<p>Opportunity for linking road safety strategies with school travel plans through safer walking and cycling to school, as part of a Sustainable Modes of Travel Strategy.</p> <p>Increased physical activity supports wider efforts to encourage active and healthy lifestyles – and tackle weight gain.</p> <p>On-road cycle training and cycling can be an extended school activity or part of a sports curriculum.</p>
Children and Young People – make a positive contribution	
<p>NI 110 Young people’s participation in positive activities (PSA 14)</p>	<p>Road safety concerns may be a key barrier to participating in activities. Potential role for school councils/youth engagement working with Road Safety Officers.</p>
Economic Wellbeing	
<p>NI 117 16 to 18 year olds who are not in education, training or employment (NEET) (PSA 14)</p>	<p>Road safety education and training may be needed to improve physical access to colleges, training or jobs.</p>
Local Economy	
<p>NI 167 Congestion – average journey time per mile during the morning peak (PSA 5)</p> <p>NI 175 Access to services and facilities by public transport, walking and cycling</p>	<p>Travel planning and better infrastructure for pedestrians, cyclists and powered two wheelers reduce short distance car journeys and need to be introduced safely.</p> <p>The safety of roads can be a barrier to access.</p>
Environmental Sustainability	
<p>NI 186 Per capita CO2 emissions in the LA area (PSA 27)</p> <p>NI 198 Children Travelling to School – usual mode of travel (DfT DSO)</p>	<p>Gross speeding is both hazardous and produces high emissions.</p> <p>Road safety education (such as child pedestrian and cycling training) can contribute to increasing levels of walking, cycling and the use of public transport, whilst ensuring that is achieved safely.</p>

Annex B Local targets and trajectories for national indicators 47 and 48

Example

Local authority A decides to aim to reduce the total number of road deaths and serious injuries by **25 per cent** from the **200** per year average of the **2004/08 baseline** to **150 by 2015** as part of its local transport plan.

In **2007** there were actually **194** deaths and serious injuries, and in **2008** there were **188**. Using these figures and the baseline of 200, local authority A is able to calculate the level of casualty reduction necessary to meet the 2015 target (Table B1).

Table B1 Calculating the level of casualty reduction

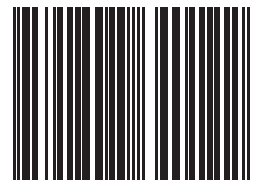
Year	Forecast no. of KSIs	Level of KSI reduction on previous year	Period of rolling average	KSI (three-year rolling average)
2009	182	6	2007–2009	188.0
2010	176	6	2008–2010	182.0
2011	170	6	2009–2011	176.0
2012	165	5	2010–2012	170.3
2013	160	5	2011–2013	165.0
2014	155	5	2012–2014	160.0
2015	150	5	2013–2015	155.0

1. Include casualties occurring on trunk roads in the local authority's area.
2. Set a trajectory from the baseline to the target year. Unless there is specific evidence to the contrary, the trajectory should be based on an even percentage decline starting from the centre point of the baseline in 2006. In **local authority A**, the target would be for casualties to fall by about 3.15 per cent from the baseline to 2007 and then by the same percentage from 2007 to 2008 and so on.
3. Convert the single year trajectories to three-year rolling averages. This will also involve expressing the 2015 target as a 2013–2015 rolling average. Whilst single-year figures may be illuminating, particularly for areas with larger numbers of casualties (more than about 200 per year), a three-year

rolling average will be less volatile, and so, whether it is achieved or not will be a more representative measure of the success of a local strategy than a single-year figure.

4. Express the target as reducing KSIs to a rolling average of no more than 155 per year for 2013–2015.

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