

# **Review of Road Safety Good Practice in English Local Authorities**

**by James A. Castle and Gideon E. Kanya-Lukoda (TRL Limited)**

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by **James A. Castle and Gideon E. Kamya-Lukoda (TRL Limited)**

**Prepared for:** **Audit Commission**  
**Client:** **Geoffrey Rendel**  
**Policy Research & Studies Directorate**

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## **Executive Summary**

In May 2006 the Audit Commission requested TRL to undertake a review of evidence-based road safety good practice in English Local Authorities in order to support the Audit Commission's study of 8 local authorities. In the Government's Road Safety Strategy 'Tomorrows Roads – Safer for Everyone' ten areas were identified as priorities. The basis of this report will be those areas that can be addressed by Local Authorities through their road safety strategies. The areas that were chosen are:

- Child safety
- Driver training
- Driver rehabilitation
- Safer speed
- Motorcycling
- Enforcement

In addition to these areas, the Audit Commission also expressed an interest in the following areas:-

- Road users beliefs about risk taking
- Relationships between national targets and local action
- Acceptance of controversial schemes/projects

This paper therefore provides an insight into existing road safety good practices in English Local Authorities (LAs). The main objectives of this study were to scope eight to ten contrasting problem areas and identify documented examples of intervention methods from within England where roads have been made safer, and to review recent advances in knowledge or available solutions relevant to a range of road users and locations. It is therefore hoped that the document will be valuable in providing insights into the current road safety good practices in England and also provide policy makers in English Local Authorities with practical examples of existing practices aimed at improving road safety in England.





## 1 Introduction

In May 2006 the Audit Commission requested TRL to undertake a review of road safety good practice in English Local Authorities. In the Government's Road Safety Strategy 'Tomorrows Roads – Safer for Everyone' ten areas were identified as priorities. The basis of this report will be those areas that can be addressed by Local Authorities through their road safety strategies. The areas that have been chosen are

- Child safety
- Driver training
- Driver rehabilitation
- Safer speed
- Motorcycling
- Enforcement

In addition to these points the Audit Commission also expressed an interest in the following areas:-

- Road users beliefs about risk taking
- Relationships between national targets and local action
- Acceptance of controversial schemes/projects

The research has been limited to documents available on the internet and within TRL's existing expertise. For this reason reference will be made to the first three year review of 'Tomorrows Roads – Safer for Everyone' to identify areas where good progress has been made. In addition reference will be made to those authorities that have been awarded beacon status in the appropriate areas and additional documents on the Department for Transport (the department) web site such as the demonstration and partnership projects and the Neighbourhood Road Safety Initiative.

## 2 Child Safety

### 2.1 Tomorrows Roads - Safer Roads for Everyone : First Three year review

Most of the measures in the strategy are aimed at reducing both child and adult casualties. The strategy, however, also contained many specific measures aimed at further reducing child casualties to ensure that the more stringent 50% target is achieved.

Key strategy commitments included:

- i. improving Britain's child pedestrian record, which was poor compared to other European countries
- ii. enhancing the four key stages in road safety education: babies and very young children, primary age children, older children and older teenagers

- iii. rolling out plans to improve the safety of school travel, including making it easier to travel to school by bus
- iv. asking local authorities to carry out child road safety audits
- v. improving in-car design so that it takes special account of children

The child element of the strategy also contained a number of additional measures that are covered in other themes, notably safer infrastructure around schools and residential streets where most child accidents occur and better vehicle design such as safer car fronts.

### **2.1.1 Child Pedestrian Record**

Research shows that children learn best from concrete examples from which they can begin to understand broader concepts. For pedestrian safety this means learning at the roadside. The Drumchapel project in Glasgow established that locally trained volunteers could improve the road safety skills of five to seven year olds if they were taught at the roadside in small groups using an interactive approach, and that these volunteers could be as effective as expert trainers. The skills that were developed as part of the Drumchapel project - how to teach finding safe places to cross and crossing between parked cars and at junctions - form the core of the Kerbcraft manual which is the basis of the Department's child pedestrian training pilot project.

<http://www.kerbcraft.org.uk/>

### **2.1.2 Enhancing child road safety education**

A number of important steps have been taken to improve children's basic road safety skills. A wide range of well researched and easy-to-follow resources have been made available to parents, carers, children and teachers. These include:

- Get Across Road Safety booklets aimed at parents of children in the 0-6 and 7-10 age range. The booklets include advice on how to teach road safety as well as what to teach and interactive exercises that parents can do with their children. They are available in dual language in Punjabi, Urdu, Bengali and Gujarati with English, and other languages and formats on request

<http://www.thinkroadsafety.gov.uk/thinkmagazine/11/pdf/11.pdf>

- Arrive Alive - a highway code for young road users

<http://www.thinkroadsafety.gov.uk/arrivealive/index.htm>

- On the Safe Side (Autumn 2001) - sets out road safety education guidelines for primary schools and secondary schools, together with local education responsibilities

- Making Choices (July 2001) - a research-based teaching resource for teachers to use with children in their last year of primary school and first year of secondary school who are gaining independence and starting to make more complex journeys alone.

### **2.1.3 *Improving the Safety of school travel***

In February 2001 Government funding was provided to help local authorities in England to employ staff to work with schools to develop school travel plans. Since May 2001 the Department has also been providing up to five days of free site-specific advice to schools.

In September 2003 the Secretaries of State for Transport and for Education and Skills jointly published Travelling to school - An action plan designed to further help schools promote safe and healthy travel to school in England. The Government provided over £50 million of additional funding over 2004-2005 and 2005-2006 to help deliver a step change in the number of school travel plans that are implemented. These plans were expected to contain a mixture of measures including safer routes to school, more and safer road crossings, local speed restrictions, dedicated cycle ways and improved public transport provision.

Travelling to school - An action plan also sets out the intention to put legislation in place to allow a small number of Local Education Authorities to trial new approaches to school transport. A draft School Transport Bill published on 8 March 2004 seeks to free a small number of local authorities to develop innovative solutions and allow for a reasonable period of evaluation. Subject to Parliamentary approval, it is anticipated that the first schemes will commence in September 2006.

The Department has also been monitoring the piloting of dedicated yellow school buses in certain local authority areas, which feature pick up points close to home, a seat for every child, seat belts and regular drivers specially trained in safety, security and child behaviour. An evaluation of the pilots published on 5 November 2003 shows that the dedicated school bus services were popular with parents and pupils and can play a valuable role in providing an alternative to using the car for the school run. However, the trials highlighted, amongst other things, that the dedicated school buses sometimes discourage children from walking and cycling.

### **2.1.4 *Child road Safety Audit***

Child Road Safety Audits enable local authorities to identify child road safety related problems within their authority. Following concerns that audits were not being undertaken in a consistent way, the Department issued guidance to all local authorities in England alongside the Local Transport Plan guidance. This guidance was reiterated in Travelling to school - An action plan in September 2003.

The Department is confident that the majority of local authorities are now undertaking child road safety audits and in a consistent format. However, the situation will continue to be closely monitored.

### **2.1.5 *Improving Child in-car Safety***

Evidence shows that the wearing of seat belts greatly reduces the severity of an accident. The Department has therefore continued to regularly promote the wearing of belts and suitable child restraints through the Think! campaign. As a result, child restraint wearing rates are very high for the youngest children - regularly at 93% or above. However, rates for child restraint/seat belt use by those 5 years and above are only around the 85% rate. This supports maintaining the promotion of the use of the appropriate child restraint, rather than using the adult belt, until a child reaches the height of 150 cms, the lowest height for which adult belts are designed.

## **2.2 Case Study – Norfolk County Council**

There was a strong desire, expressed by community groups, to reduce pedestrian casualties, particularly children. Research had showed that child casualties in Great Yarmouth and other deprived areas of Norwich were significantly higher than in the less deprived neighbourhoods. Hence, based on this research, the following initiatives were taken by the council in order to reduce child casualties, particular the child pedestrian casualties:

- The road safety unit was restructured creating specialist officers for road safety education. This created a strong community focus allowing engagement with schools and the organisations that support them. One element of the restructuring was the creation of a panel of road safety assistants who work on a part-time, casual basis delivering child road safety training schemes in schools when the school can not find suitable help from its community;
- Great Yarmouth received a new road safety assistant to specifically deliver cyclist training and child pedestrian training for schools. The post was funded in partnership with Great Yarmouth borough council and as a result all schools in the borough now undertake cyclist training;
- The council targeted engineering schemes and works with the community to identify road safety problems, particularly those associated with journeys to school. This enables officers to identify potential solutions that can address the community's concerns including the explanation of the pros and cons of each option. Hence the communities are involved in choosing the option that best addresses their concerns. Funding is usually in partnership with the local authorities, housing associations and external funding sources including private companies; and
- Two kerbcraft posts were secured and a control school for monitoring was provided by the council. One Kerbcraft post, won in partnership with Suffolk county council, addresses child

casualties and inequality in the seaside towns of Great Yarmouth, Gorleston and Lowestoft. In Norfolk, the development of kerbcraft has created a pool of 50 parents per scheme to enable delivery of the full training scheme to over 350 children per year.

New projects were developed that included:

- ✓ “Step-on-it”: child pedestrian training for key stage 1 pupils – road safety officers train teachers and classroom assistants to deliver pedestrian training relevant to the child’s local circumstances and environment and parents are encouraged to assist with and reinforce training;
- ✓ Off-road child cyclist training – based on the new national standard for cycling with a target to train cyclists per year and is delivered in partnership with the council’s PE advisory service;
- ✓ Bethany and Benjamin – a presentation to nursery and reception children based on teddy bears focussing on seat belt wearing, simple pedestrian skills and wearing cycle helmets: produced with support from Britax and the Bear factory and parents receive support materials;
- ✓ Speed pack – a key Stage 2 resource enabling children to study speed, speed limits and inappropriate speed in their community: produced and funded by the safety camera team;
- ✓ “Bright sparks” campaign – over 50,000 fluorescent and reflective materials are distributed to children every year, with the exception of 2003, to highlight the need to be conspicuous. The distribution was facilitated through the library service, sure start and Health Action Zone offices with financial assistance from a car retailer enabling additional resources to be targeted towards the elderly; and
- ✓ On road cycling – course materials are being rewritten to link to the new national standards.

In order to engage with partners to target road casualties in low socio-economic areas, a senior road safety officer was seconded to the Norwich City Agency and tasked with: writing a child safety audit for the city agency which was to be used as a county model; helping the city agency to write a road safety plan; making a new term-time post to create more child training courses in Norwich; and to assist the training of community wardens to deliver initiatives in the most challenging areas.

### 3 Driver Training

#### 3.1 Tomorrow's Roads - Safer Roads for Everyone: First Three Year Review

Key strategy commitments included:

- i. instilling in young people the right attitudes towards road safety and safe driving
- ii. guiding learner drivers to take a more structured approach to learning and to prepare them for their driving career and not just to pass a test
- iii. raising the standard of tuition offered by driving instructors
- iv. improving the driving test in the light of better understanding about what needs to be examined and effective ways to do it
- v. focusing on the immediate post-test period for novice drivers
- vi. enhancing the status of advanced motoring qualifications
- vii. addressing the needs of professional drivers
- viii. reducing work related road safety risks
- ix. continuing to publicise the dangers of driving while using a mobile phone.

As driver training is not a direct responsibility of Local Authorities the main way they can contribute to this part of the strategy is by supporting the publicity and running of various training and improvement schemes. Local Authorities can also implement work related driving courses and assessments.

#### 3.2 Case Study – Kirklees Metropolitan Council Pass Plus Scheme

The driver training unit at Kirklees Metropolitan Council aims to reduce the number of casualties which occur on the road by means of a variety of targeted educational measures; one of which is an enhanced version of the Pass Plus scheme.

The aim of the Kirklees scheme is to address the combination of overconfidence and expressive behaviours in an attempt to modify new driver behaviour (Parker & Stradling, 2001). The scheme is based on the DSA's Pass Plus scheme, however, Kirklees Metropolitan Council have attempted to extend the syllabus by adding three further enhancements:

- Training the instructors who deliver the scheme. This training is specific to issues associated with new drivers, and aims to increase instructor awareness of many of the human factors that new drivers should know about.
- A 'New Driver Discussion Group'. This offers new drivers the opportunity to talk to their peers to discuss concerns and issues about driving. The topic areas that the groups focus on include factors like peer pressure, fatigue, drink and drugs.
- A 50% subsidy (up to a maximum value) for the course.

Initial evaluations of the Kirklees scheme are indicative that it is quite successful. Areas such as driver attitude towards the driving task have shown a significant improvement in driver attitude. Drivers also self-reported lower levels occurrences of crashes.

Kirklees also have evidence to suggest that their scheme is reaching a group of new drivers which would not normally volunteer to take part in driver training interventions. Twenty per cent of the participants sampled, pointed out that they would have been unlikely to take Pass Plus without the subsidy

## **4 Driver Rehabilitation**

### **4.1 Tomorrow's Roads - Safer Roads for Everyone: First Three Year Review**

*Strategy objective - To reduce the number of accidents in which driver impairment is a factor.*

Specific strategy commitments included:

- i. introducing new measures to reduce drink driving further
- ii. developing more effective ways to tackle drug driving
- iii. carrying out research to improve understanding of drug driving
- iv. strengthening and enforcing laws on driving time for lorry, bus and coach drivers
- v. making people aware how much tiredness contributes to road accidents and advise drivers and employers how to cut the risks.

#### **4.1.1 Driving under the influence of alcohol and drugs**

The strategy had indicated that the Government would consider the issue of the legal blood alcohol content (BAC) limit in the context of any decisions taken in Europe. There was, in the event, not a formal directive tabled but the European Commission produced its own recommendations on the matter in January 2001. This was carefully considered. However, it was announced in March 2002 that the Government had decided not to change the limit but to focus on other measures to combat drink driving.

The police have long had enforcement powers to carry out roadside breath testing of drivers for driving under the influence of alcohol, together with the associated powers of arrest and to deal with those who refuse to cooperate. Since 2000 legislation has been made to improve the effectiveness of these powers. Under the Police Reform Act 2002 police were given powers to obtain evidential blood samples from unconscious suspects at hospitals and require them, on regaining consciousness, to agree to their analysis.

Under the Railways and Transport Safety Act 2003 legal alcohol limits and breath testing as applied to motorists was extended in modified form to the aviation and shipping modes of transport. At the

same time enhanced police powers were provided to conduct preliminary tests for driving whilst impaired and assess whether the impairment might be due to drugs. These enhanced powers will be made available as soon as procedures and devices are approved.

#### ***4.1.2 Carrying out research to improve understanding of drug driving***

Research has been completed and published on: prevalence of drugs in fatal road accident victims; effects of cannabis and cannabis combined with alcohol; labelling of over the counter medicines and accuracy of Field Impairment Testing.

The Department continues to participate in international groups through which research on this subject is shared. We also support the Home Office in developing the procedures and screening devices provided for in the Railways and Transport Safety Act 2003.

The Scottish Executive published research on recreational drug use and driving in 2001. Following the research the Scottish Road Safety Campaign produced a television advert highlighting the techniques used by the police to detect drug drivers.

#### ***4.1.3 Strengthening and enforcing laws on driving time for lorry, bus and coach drivers***

The strategy had highlighted the intention to consult on the repeal of UK drivers' hours in favour of wider EU rules once the outcome of discussions on the EC Working Time in Road Transport Directive was known. Although the Directive is now agreed, the proposed consultation has been further deferred because of a European Commission proposal to amend the EU drivers' hours rules themselves.

#### ***4.1.4 Driver fatigue, including making people aware how much tiredness contributes to road accidents and advise drivers and employers how to cut the risks***

A considerable amount of research has been undertaken to increase understanding of the risks associated with falling asleep at the wheel and of the likely counter measures. This work is continuing and has helped influence publicity campaigns to warn drivers of the dangers of driving while tired and to take regular breaks. Campaigns started in August 2000 and have included leaflets, posters, TV and radio advertising. Motorway variable message signs and truck backs have been used to carry the 'Don't Drive Tired' message directly to drivers on the road. It is also plan to target employers with information to highlight the risks of driver fatigue.



## 4.2 Case Study - Drink Driving Rehabilitation

The RAC Trust now also functions as a centre for delivering rehabilitation courses for drink drive offenders (as approved by the Department of Transport, Local Government and the Regions (DTLR)).

The course is offered to referrals from any court that has the power to refer drink-driving clients. Presently, services are available in East Renfrewshire, Inverclyde and Renfrewshire. The courses typically comprise eight weekly sessions each lasting two hours. Completion of the course is dependent on full attendance, payment of course fees and compliance with course requirements. The aim of the course is to reduce the risk of repeat drink-driving offending. The courses run for a minimum of 16 hours and cover such topics as effects of alcohol on performance; analysis of the offender's drink-driving behaviour; dealing with high-risk situations etc.

A completion certificate is issued to the sentencing/supervising court which then notifies the DVLA of the reduced period of disqualification. A certificate of non-completion is sent to the sentencing/supervising court where there has been a failure to pay course fees, there has been less than full attendance or there has been non-compliance with the course requirements.(for more information visit <http://www.renfrewcouncilonalcohol.org.uk/drinkdriverrehab.htm>)

## 5 Safer Speeds

### 5.1 Tomorrow's Roads - Safer Roads for Everyone: First Three Year Review

Key strategy commitments included:

- i. publicising widely the risks of speed and the reasons for limits
- ii. developing a national framework for determining appropriate vehicle speeds on all roads, and ensuring that measures are available to achieve them
- iii. developing a new hierarchy of rural roads defined by their function and quality, which would combine flexibility at local level with national consistency
- iv. encouraging more local authorities to use the increased powers they now have to introduce 20 mph zones and speed limits, where appropriate, in urban areas
- v. researching a number of speed management problems to gain the necessary information to develop and test policies
- vi. pilot schemes for development of a speed camera funding mechanism, in the longer term roll-out camera funding nationwide.

The strategy made commitments to investigate and implement policies in several areas of speed management. A number of those commitments are designed to help drivers and riders be more aware of speed limits and thus make it easier to comply with them. Those already delivered, include:

- establishing the policy that 30 mph should be the norm for villages in the United Kingdom, supported by traffic calming measures where appropriate
- securing type approval for and issuing guidance promoting wider use of speed activated signs, which are triggered when they detect a vehicle is exceeding the speed limit, flashing up a warning to make drivers and riders aware of the limit and/or of any hazard ahead
- improvements and clarifications to speed limit and speed camera signing through publication of revised Traffic Signs Regulations and General Directions 2002 in January 2003.

A continuing programme of research and liaison with key stakeholders has enabled us to gain the necessary information to develop and test new policies. Those key stakeholders include the County Surveyors' Society and the Institution of Highways & Transportation, who have provided invaluable help from the practitioners' perspective.

Enforcement of the law is an important element in dealing with excessive speed. But the great majority of people want to drive or ride safely, and respect speed limits. And throughout all the measures set out below, the Government's objective is to encourage and assist people drive and ride at safe and legal speeds, including raising awareness of speed limits and helping people assess and adopt appropriate speed at all times, as well as dealing with the minority of people who deliberately break the law.

### ***5.1.1 Publicising the risk of speed***

The DfT are committed to reducing excessive and inappropriate speed and the high level of deaths and serious injuries that result. Figures in Vehicle Speeds in Great Britain: 2002 show that the proportion of motorists exceeding the 30 mph speed limit fell in 2002. This supports market research, which shows that there has been a gradual increase in the social unacceptability of speeding. The proportion of motorists finding it 'unacceptable' and 'highly unacceptable' to drive at 40 mph in a 30 mph area has risen from 60% in 1998 to 76% in 2003. However, driving in excess of the speed limit remains at a high level on all types of road. The DfT are therefore considering how to help raise road users' awareness of speed limits and also help drivers and riders to recognise more easily both the speed limit and what is an appropriate speed on different types of road.

Local Authorities can support the efforts of the DfT by supporting publicity campaigns.

### **5.1.2 National speed framework**

New guidance on the setting of speed limits has just been released by the DfT. Local Authorities should incorporate this new guidance into their own policies and developing a programme to review their speed limits.

[http://www.dft.gov.uk/stellent/groups/dft\\_rdsafety/documents/page/dft\\_rdsafety\\_612262.pdf](http://www.dft.gov.uk/stellent/groups/dft_rdsafety/documents/page/dft_rdsafety_612262.pdf)

### **5.1.3 Speed management in rural areas**

The strategy recognised the need to identify policies to improve speed management in rural areas, where excessive or inappropriate speed was a particular problem. Extensive research has provided a much better understanding of the speeds actually being driven on a range of rural roads. Many individual local authorities have introduced speed management schemes, making use of vehicle activated signs, which are proving effective on rural roads, particularly at the approaches to junctions and bends. A new hierarchy for rural roads has been included in the document mentioned in section 5.1.2. and was the subject of the following report.

[http://www.dft.gov.uk/stellent/groups/dft\\_rdsafety/documents/page/dft\\_rdsafety\\_504681.hcsp](http://www.dft.gov.uk/stellent/groups/dft_rdsafety/documents/page/dft_rdsafety_504681.hcsp)

### **5.1.4 Introduction of 20 mph zones**

The DfT provided £3.5 million of funding to support the implementation of twenty-eight 20 mph zones over 2001-2002 and 2002-2003. Many local authorities are also already implementing 20 mph zones through their Local Transport Plans. Guidance on the introduction of 20 mph zones is included in the document mentioned in section 5.1.2 and local authorities should be planning to increase the number of 20mph zones.

### **5.1.5 Research speed management policies - Mixed Priority Route Demonstration projects**

The strategy made a commitment to develop and test practical solutions to improve the safety of main roads through urban areas, which often carry high volumes of traffic as well high levels of pedestrian use and cycling. Ten Mixed Priority Route Demonstration Projects are underway looking at how the competing needs of through traffic and local communities might be better accommodated. The first five projects were due to be implemented in 2004. Five further schemes focusing specifically on how busy shopping streets can be made safer were implemented during 2004 and 2005.

As well as reducing accident risk, the Mixed Priority Route Demonstration Projects are also seeking to reduce community severance and therefore improve the quality of local environments. All ten projects are being monitored and evaluated with the view to compiling and publishing a good practice guide, to help local authorities wishing to develop similar schemes in the future.

[http://www.dft.gov.uk/stellent/groups/dft\\_rdsafety/documents/page/dft\\_rdsafety\\_029227.hcsp](http://www.dft.gov.uk/stellent/groups/dft_rdsafety/documents/page/dft_rdsafety_029227.hcsp)

### **5.1.6 Speed camera funding mechanisms**

The Road Traffic Act 1991 provided for the use of camera technology to combat problems of dangerous speeding and traffic light offences. Government guidance in Circular 1/92 'Use of technology for traffic enforcement: Guidance on deployment' spelled out that the objective was reduced casualties, and that sites should be identified systematically, on the basis of collision statistics.

Many police forces and highway authorities took up the option, but did not have the resources to use the technology effectively. A two year pilot scheme was therefore started in eight areas in April 2000, which provided funding for the cost of purchasing and operating cameras, and the associated 'back office' functions, from the fixed penalty fines paid by the road users who broke the speed limits or jumped red lights at the high risk locations where cameras were sited. Following very good early results, the national rollout of safety camera enforcement through safety camera partnerships across Britain was announced in August 2001. Partnerships comprise representatives from local authorities, the police and magistrates courts, thus bringing together the key local players involved in delivering safer roads. The Government particularly supported closer working and liaison between local authorities and the police to ensure that the right approach was taken locally to address local problems.

[http://www.dft.gov.uk/stellent/groups/dft\\_rdsafety/documents/divisionhomepage/030766.hcsp](http://www.dft.gov.uk/stellent/groups/dft_rdsafety/documents/divisionhomepage/030766.hcsp)

Following a review of the national safety camera programme further changes have been made to funding arrangements and the organisation of the safety camera partnerships. From the 2007/08 financial year funding for safety cameras will be included in the Local Transport Plan process. At the same time, safety camera functions will be absorbed into broader road safety operations, thereby strengthening governance and local accountability arrangements. This integrated approach should ensure that all available funding for road safety measures is used to deliver the best possible casualty reduction. The challenge for local authorities will be to ensure that this is the case.

[http://www.dft.gov.uk/stellent/groups/dft\\_rdsafety/documents/page/dft\\_rdsafety\\_611087.pdf](http://www.dft.gov.uk/stellent/groups/dft_rdsafety/documents/page/dft_rdsafety_611087.pdf)

## **5.2 Case Studies**

### **5.2.1 Mixed priority route – Cheshire County Council: A534 Nantwich Road, Crewe**

#### **The route**

Nantwich Road is a major east to west link running to the south of Crewe town centre. It is a thriving local centre with a range of small general and specialist shops, and a growing evening economy. It is a heavily used bus route, and provides access to the rail station, football ground, and fire station.

Haulage companies have also used it as a through route making the potential use of vertical

deflections controversial, however, the newly opened A500 bypass aims to reduce the number of HGVs using the route, therefore making it possible to use vertical deflections as a means to reduce speed without creating high noise levels for those living on or near the route. There are currently 19 casualties per year, 8 of which are vulnerable road users, over the scheme's 0.9km length.

### **The proposals**

A 20 mph zone is proposed, with flat - topped "S humps", and highway space is being reallocated in favour of pedestrians and cyclists, making the footways less cluttered, and improving street lighting, with new footway surfacing and street furniture along the route. Urban Traffic Control (UTC) will be installed with bus and emergency services priority measures. Improvements for cyclists include cycle lanes along the route and advanced stop lines at junctions. Raised pedestrian crossings at junctions will result in improved pedestrian facilities, particularly for the disabled. The design for the flat - topped "S humps" was developed through "life size" trials. 13 different types of vehicles, including the emergency services, tested them at different speeds for comfort and noise, and the preferred option will be used. Option C of the New Engineering Contract is being used to manage the works which are currently underway.

For further details on the Crewe scheme click on the following link:

<http://www.cheshire.gov.uk/roads/MajorProjects/Crewe/A534NantwichRoadRaisedCrossingTrial.htm>

#### **5.2.2 *Speed camera partnership – Nottingham City Council***

The partnership was formed in 1999 to manage the introduction of safety cameras and the development of the hypothecation process that was used to pay for them. It is comprised of Nottingham police, the Highways Agency, Nottinghamshire Magistrates' Courts service, Nottingham City council, emergency services and health authorities. The council acted as the treasurer, managed public relations, and introduced and maintained the cameras. The police operated the equipment and processed the fixed penalty notices whereas the magistrate's courts collected and monitored the payments. The partnership currently manages six mobile camera units at 35 sites, 25 fixed site speed cameras, 31 red light cameras and 3 "RedSpeed" cameras that have only recently been approved to measure both speed and red light violations from a single camera positioned at traffic signals. This was supplemented by 42 pairs of digital cameras that measure average speeds on 33 km of the council's road network. The safety camera partnership goes to great lengths to ensure that the public is kept informed about the project and its aims. Its website documents all the camera sites and their justification in terms of casualties. The partnership also endeavours to understand the different road user groups and works with them to develop publicity that is both meaningful and effective. The partnership delivered creative briefs for regional radio, Television and poster campaigns addressing dangerous driving habits focussed on attitude towards the acceptability or unacceptability of speeding, and speeding enforcement and restrictions. The introduction of safety cameras has had a dramatic

effect on casualties in the city of Nottingham and the crash savings are directly attributable to a mean reduction of 9 mph at the digital sites and 4 mph at the fixed sites. The project also freed up police officers to deal with other crimes and has reduced the emergency service costs associated with road crashes. The council states that the single most important outcome was the reduced level of pain, grief and suffering that surrounds any casualty.

## 6 Motorcycling

### 6.1 Tomorrows Roads - Safer Roads for Everyone: First Three year review

*Strategy objective - To improve the safety of motorcycling*

Key strategy commitments included:

- i. working with representatives of interested organisations, in an advisory group, to look at issues of concern
- ii. improving training and testing for all learner riders
- iii. publishing advice for people returning to motorcycling after a break, and people riding as part of their work
- iv. helping drivers become more aware of how vulnerable motorcyclists are.

#### **6.1.1 Working with representatives of interested organisations, in an advisory group, to look at issues of concern**

The Government set up an Advisory Group on Motorcycling to help inform policies on motorcycling and develop a national motorcycling strategy. The overall aim was to crystallise the role of motorcycling within an integrated transport policy. But improving the safety of motorcycling was an underlying feature throughout the strategy.

A research programme was established to inform this work, with a particular focus on continuing to improve the understanding of accident causes and rider behaviour. The research programme findings were taken into account as the government's motorcycling strategy was being developed and later published in February, 2005. This government strategy was later followed by the IHIE published guidelines on motorcycling in April, 2005 (<http://www.ihie.org.uk/index4.asp?cat=16&d=2&pageid=669644>).

A supporting Integration and Traffic Management Task Force was set up to identify practical advice and guidance needed to help local authorities to better integrate motorcycling into their local plans. The Task Force identified a particular gap in advice available on how to provide for safer motorcycling on the road network.

### **6.1.2 Improving training and testing for all learner riders**

Steps have been taken to improve rider training and testing. A package of measures improving moped and motorcycle training, testing and licensing arrangements was implemented in February 2001. The hazard perception also forms part of the theory test for riders. European wide changes to improve rider safety by setting more demanding standards for the practical test come into force from 2008. The Driving Standards Agency (DSA) has worked closely with motorcycling interests to establish the most effective way to implement these changes and is now putting the necessary measures in place. The Agency will continue to work with interested parties to develop effective training arrangements to support riders to meet the higher standards.

The DSA is working with the training industry and motorcycle manufacturers on developing a voluntary scheme to improve rider safety for those who already hold a full licence. The scheme's objective is to engage a broad range of motorcyclists, offering developmental training delivered by quality assured trainers. The draft scheme will be subject to wider consultation.

The DSA has also continued to work with the training industry and motorcycle manufacturers on developing the training syllabus for pre test riders, standards for motorcycle trainers and the standard of post test rider training.

The national Bikesafe scheme, which provides an assessment for riders to identify where they need to enhance their skills, is being developed and standardised. The scheme, which is operated by the police in conjunction with motorcycle interests, was relaunched in November 2003.

#### **Bikesafe's 10 point approach to reducing motorcycle casualties**

- 1 A multi agency approach
- 2 Motorcyclist involvement including 'Observed Rides'
- 3 Industry involvement
- 4 Dealer involvement
- 5 Raised awareness of potential dangers
- 6 Highlight importance of post test training
- 7 Raise motorist awareness to 'Think Bike'
- 8 Enforcement of speed limits
- 9 Enforcement to counter dangerous and careless riding
- 10 Education and advice on security of motorcycles and regular checks for stolen machines and parts

### ***6.1.3 Publishing advice for people returning to motorcycling and those riding for work***

DSA produced a free information leaflet *Motorcycling - the more you know, the better it gets* in April 2002. The leaflet, which was distributed by trainers and retailers, reminded those returning to motorcycling about the particular skills needed to ride safely and encouraged them to seek refresher or developmental training. In addition DSA has re-written and updated the handbook for all motorcyclists *Motorcycle riding - the essential skills to include advice for those returning to riding after a break*.

The Government has worked with the Despatch Association and the Pizza, Pasta and Italian Food Association to develop new Codes of Practice for the courier and fast food industries. The Codes, published in 2001, aim to maintain the highest standards of road safety and to reduce accidents on the road to a minimum.

### ***6.1.4 Helping drivers become more aware of how vulnerable motorcyclists are***

As Hazard Perception Test (HPT) forms part of every theory test it has a valuable role to play in raising the awareness of vulnerable road users, including motorcyclists, amongst all test candidates. Motorcycles appear in more than a third of all HPT film clips, either as part of the developing hazard or in the background. HPT therefore not only examines the skills of learner riders it also raises the awareness of other learners to the vulnerability of motorcyclists.

In 2001 the Department launched a new publicity campaign aimed at improving the safety of the commuter motorcyclist. The campaign - including a TV advertisement supported by radio advertising, posters and leaflets - is aimed at both motorcyclists and motorists. It seeks to heighten drivers' awareness of motorbikes whilst encouraging motorcyclists to ride so that they can be seen.

## **6.2 Case Study – Devon County Council**

In Devon, motorcyclists comprise 1-2% of traffic, but 30% of road deaths. One in four motorcycle crashes is fatal or involves a serious injury. A notable proportion of motorcyclists are consistent violators of traffic laws, particularly speeding regulations. The council appreciated the fact that there was a need to influence the behaviour of riders if they were to be successfully integrated into a safe road network. The safe and sensible use of the motorcycle is central to the viability of the mode. This problem was to be solved through the “Bringing bikers out of the blind spot” programme. The council commissioned its team to discover the wider facts behind the known crash statistic in the county. The findings helped in understanding the objective facts behind motorcycle casualties and provided a basis against which to judge the scale and revenue value of the interventions. This information was shared with the police at a joint review of fatal casualties. The council consulted with rider groups, trainers, dealers and individual riders, for their experiences of riding on the Devon road



network, so as to obtain their views on the nature of any problems and the best solutions for them. It was recognised that backing rider representatives was critical to ensuring that ideas gained local acceptance and that the endorsements received from national organisations such as British Motorcyclist Federation and Motorcycle Action Group, were indicative of the success of this approach. Hence the council's vision was to enable rider casualties be reduced across the South West within a context of increasing sales and miles travelled on bike. For this vision to be achieved, the council was set to:

- Gather intelligence from bikers on their needs, concerns and aspirations as users of Devon's roads;
- Raise the profile of biker safety amongst drivers and riders alike;
- Research, develop and deliver new training programmes for newly qualified and experienced riders;
- Introduce courses for riders recently involved in crashes or high risk behaviour;
- Ensure that highway design and maintenance takes full account of the needs of riders; and
- Create the right conditions for a reduction in rider crashes and casualties.

The council realised that there was a need to achieve a gradual change in the culture of riding if its vision were to be realised. Devon provided leadership and support in creating a Devon & Cornwall Motorcycle Casualty Reduction Group, with a shared vision for motorcycle casualty reduction. This later became the Peninsula Motorcycle Forum. The structure of the forum reflected the way resources are organised and deployed in Devon. The forum has is divided into four teams i.e. the intelligence team which gathers local and national information that informs the development of services and resources created by the education, engineering and enforcement teams. The core forum includes Devon education, training and engineering specialists, and personnel from the neighbouring authorities. The police provide the enforcement services and are part of an expended and dedicated team of motorcycle enforcement and casualty reduction officers. The Devon & Cornwall safety camera partnership rider groups and topic specialists, such as Exeter University School of Psychology, provide other input either directly or through liaison officers. The forum therefore represents a breadth of operational ability and know-how. It works with decision makers and budget holders to ensure that good ideas are generated and wherever possible implemented. Some initiatives are taken at a local level in the first instance, but made available to other forum members where necessary. This allows individual authorities to primarily reflect local needs whilst supporting the broader interests of neighbouring authorities. The development in Devon of the "Rider Risk Reduction" course, which caters for high risk riders across the peninsula, is a good example of this. The council's innovative approach to rider consultation, the Devon rider safety online bulletin board, has helped in bypassing the limitations that are imposed by more formal and time-dependent approaches. Over 60,000 visits have been made to this board which has hundreds of postings covering

various topic areas. The rider safety work is easily recognisable through the council's website and newsletters, and Devon's "Bringing bikers out of the blind spot" campaign is recognised by riders and drivers throughout the county. The newsletters go out to around 500 riders directly, with additional supplies reaching riders through the dealership and training network. The southwest motorcycle show and the "Bike Night" events, which run in Paignton throughout the summer, enable the council to reach an additional 6,000+ riders.

New training programmes are available for novice and experienced riders. "BikeSense", a motorcycle training programme for riders who want to develop their skills was the council's response to the vast majority of riders who had suggested education and training as a solution for poor riding and driving standards. It is a one-day course, developed to meet the specific needs of the rider, which is open to any rider with either a CBT certificate or full licence. "BikeSense" allows the rider to describe their own strengths and weaknesses as well as perceived areas for development, before the course begins. In this way, the instructor can develop a training plan for the rider that can be renegotiated and altered as the practical training progresses. The instructor is able to make a direct assessment of the client's strengths, weaknesses and needs. The council is working with the police throughout the regional "BikeSafe" events so as to allow riders to opt for more training once they have completed their assessed rides. Riders can build on the expert advice they receive from police motorcyclists at "BikeSafe" and turn it into sound safety skills at the earliest opportunity. "BikeSafe" events in the peninsula are attracting younger and less experienced riders and hence, the council is confident that it can assist a good proportion of higher risk riders through this service. Customer surveys built into "BikeSafe" will enable the council to track this.

The Rider Risk Reduction course is for high risk riders who have come to the attention of the police. It is a partnership project with Devon & Cornwall police and Exeter University that has already benefited over 100 riders across the region and for which courses are now scheduled 12 months in advance. This service allows the council to work directly with the elusive high risk and violating motorcyclists who would not normally put themselves forward for any kind of safety-based scheme. This type of partnership undertaking, i.e. between Devon road safety practitioners, enforcers and researchers, is now a common feature of the council's work and has successfully promoted and underpinned projects throughout the UK.

"ScooterZ", a new school and college based course that is currently being piloted, responds to: the worrying crash and casualty rate amongst young and novice riders in Devon; the propensity among this group to ride their bikes to school and college; and the need to support responsible schools and colleges that want to provide for both the travel aspirations and safety needs of their students.

However, for the current assessment and pilot stage, the course was designed to raise awareness of safety issues and their solutions; encourage safer behaviour that will reduce rider risk; and increase the confidence that schools and colleges have in their students riding in. For the participants, satisfactory course attendance forms the basis of a "passport to ride" which basically permits the

student to bring the motorcycle to and park at their school or college. The course is actively supported and delivered by a partnership of road safety officers, trainers, enforcers and dealerships. Following its pilot stage, the council intends to offer the course to local “Wheels to work” projects in order to help enhance the safety training they provide for young people using bikes.

“Spiller Killer” is the council’s campaign to reduce diesel spillages on the network and improve the rates at which they are reported. This initiative is partnered with local haulage companies and fleets, including the largest haulage company in Devon and the council’s maintenance contractor with a fleet size of more than 300 vehicles. The Devon 24-hour Highway Operations Control Centre accepts telephone calls reporting spills, which are then referred for local attention. The council saw “Spiller Killer” as a direct response to concerns raised through rider consultation. It is a highly cost effective initiative that has won praise from local riders for the efficiency of the response and the subsequent clean up service. A series of mass media campaigns targeted both riders and driver awareness. Route-specific signing targeted riders, in incidents involving single vehicles losing control and drivers, in situations where routes experience high levels of drivers pulling out in front or cutting across the path of riders.

The council introduced motorcycle training as well as user specific training programmes on the needs of riders and other vulnerable road users to its highway technicians, designers, maintenance engineers, crash investigators and safety auditors. This is to enable them work as part of a team to assess highway safety from a rider’s perspective. The council recognised that, although already sensitive to the needs of riders, these professionals have not always been able to personally assess the highway from a powered two-wheeler perspective. This initiative, supported by the police, local advanced riding groups, Torbay Motorcycles and Honda UK, will enable the council to field teams of assessors and auditors which would be drawn from a pool of road safety and engineering professionals, enforcers and amateur riders so as to gain the most robust insights possible into the high risk or potentially high risk council routes.

The council is looking into the viability of undertaking skid resistance testing for new materials using machinery mounted on two wheels rather than the traditional four wheels. This will enable the council’s materials laboratory extend its commitment to providing road surfacing solutions designed and installed for the safety of all road users.

The “Bringing bikers out of the blind spot” programme is therefore making a difference to the welfare of riders in Devon and has potential for improvements in the near future.

## 7 Enforcement

### 7.1 Tomorrows Roads - Safer Roads for Everyone: First Three year review

*Strategy objective - To maximise the contribution that road traffic law can make to reducing casualties, through persuasion, deterrence, and effective and properly enforced penalties.*

Key strategy commitments included:

- i. more effective road traffic law and enforcement
- ii. penalties more appropriate and proportionate to the seriousness of offences
- iii. more emphasis on education and retraining
- iv. maximum use of new technology.

#### 7.1.1 More effective road traffic law and enforcement

Effective enforcement of road traffic laws can influence many areas of the road safety strategy. The majority of road users are law abiding people. Effective enforcement of road traffic laws is intended to protect this majority against the road safety consequences of bad driving, and to deter trends towards poor driving behaviour. It also reduces crime involving the dangerous and anti social misuse of vehicles, provides a reassuring presence on the roads and promotes the free flow of traffic. Very importantly, we also know that roads policing can contribute to wider crime reduction because of the use of vehicles in crime and the demonstrated links between motoring and other offences.

The strategy aimed to maximise the contribution that traffic law can make to reducing casualty numbers, as far as possible, through persuasion and deterrence. While the Police continue to provide the most visible form of enforcement, many others including the Executive Agencies within the Department's Driver, Vehicle and Operator Group (DVO) are playing an increasingly active role in tackling vehicle related crime and delivering safe and secure drivers and vehicles.

The Government fully recognises the important contribution that traffic policing makes to road safety and reducing casualties. The 2002 and 2003 National Policing Plans reflected this commitment. The Plans require police forces and local authorities to include in their local policing plans targeted and intelligence led strategies for reducing deaths and injuries on the roads and for achieving a safe environment for all road users. The 2003 Plan also includes an additional commitment to combat the increase in drinking and driving. In Scotland, the National Road Policing Strategy reflects the commitments of the police to contribute towards achieving the casualty reduction targets.

The inclusion of traffic policing in the National Policing Plan is strongly endorsed by the Association of Chief Police Officers (ACPO). It has adopted a policy (Modern Road Policing: A Manifesto for the

Future) with four key aims of enforcing the law, promoting road safety, investigating incidents and patrolling the roads.

The number of speed limit offences has increased rapidly in recent years, reflecting the effectiveness of camera detection methods, and the number of people who do exceed speed limits. Conversely the number of some offences that which only be detected by traditional traffic policing methods have fallen, leading some commentators to argue that this means that enforcement is failing.

However, the importance given to road policing should not be measured solely by the number of dedicated traffic officers. An intelligence led approach can reduce their numbers whilst potentially increasing their effectiveness. The increased use of technology can lead to a reduced number of officers whilst maintaining enforcement levels. The use of Automatic Number Plate Recognition, which relies on traffic officers being out on the roads, is a good example and has brought out how roads' policing can also address other criminality.

Traffic policing may also be integrated with other work and there may also be work that can be done better by non-police officers. Transfer of non-policing traffic functions to others - such as the new traffic officers being appointed by the Highways Agency to deal with traffic management on the motorways, and Community Support Officers and persons accredited for community safety purposes under the Police Reform Act, can also free up resources. In addition, any police officer, whether or not engaged in specific traffic duties at the time, can enforce road traffic legislation as appropriate when an offence is being committed.

There is a need to measure better the level of enforcement and the effectiveness of it. On 1 April 2004 the Home Office started to monitor police performance through a new Policing Performance Assessment Framework. Performance in road safety will be measured using a performance indicator reflecting the number of people killed or seriously injured per vehicle kilometre in the police force area.

### ***7.1.2 Enforcement in the commercial sector***

The Department's Vehicle and Operator Services Agency (VOSA) has specialist enforcement responsibilities with regard to the safety of vehicles in the commercial sector. VOSA has become increasingly proactive in carrying out its expanded remit, which includes ensuring that commercial vehicles comply with legal standards and enforcing drivers' hours and tachograph rules. In 2002-2003 some 85,000 goods vehicles and 27,000 trailers were checked at the roadside - a 14.6% increase on 2001 levels. A further 21,000 checks were made on premises. The number of checks on Heavy Goods Vehicle (HGV) and Public Service Vehicle (PSV) tachograph charts also increased significantly.

### ***7.1.3 Uninsured and unlicensed driving***

On 1 June 2003 driving without insurance was added to the fixed penalty system with a fixed penalty of £200 and six penalty points. This enables the police to enforce against the offence on the spot. The Department also announced in August 2003 a wide ranging independent review focussing on reducing the levels of uninsured driving in the UK.

Recent research on unlicensed driving (published December 2003) suggested that unlicensed driving accounts for between 0.2% and 0.6% of all driving. This represents as much as 4 million hours of car driving a month. It also found that unlicensed drivers are between 3 and 9 times more likely to be involved in a collision than lawful drivers. They, therefore, represent a substantially higher road safety risk. The Department, Home Office, DVLA, police and other organisations involved in this study are now considering further ways of tackling the problem.

The Driver Vehicle Licensing Agency has already made good progress in stepping up enforcement of vehicle registration. Their targeting of unlicensed vehicles led to enforcement action against some 820,000 offenders in 2002/2003 and some £110 million was recovered in fines, penalties and relicensing revenue.

The Government believes that the problem of unlicensed driving can be greatly reduced by improving the UK's vehicle registration and licensing system so that it is easier to link a vehicle to a registered keeper:

- from 1 February 2003 every motorist who obtains a new tax disc from the post office must show either their renewal notice or their vehicle registration document
- from 1 January 2004 the registered keeper of a vehicle must maintain 'continuous registration' until it is formally transferred to a new keeper or is disposed of. Penalties have also been introduced for owners that are late in licensing vehicles or do not notify DVLA that the vehicle is being kept off the public highway.

### ***7.1.4 Penalties more appropriate and proportionate to the seriousness of offences***

The strategy included a commitment to review the penalties for traffic offences to ensure that they match the type and seriousness of the offence and that they are consistent with the whole sentencing framework. A consultation paper seeking views on a number of proposals for strengthening traffic related penalties was issued by the Home Office, together with the Department and the then Lord Chancellor's Department (now Department of Constitutional Affairs) in December 2000.

The Government announced the outcome and its preferred policy options in the Report on the Review of Road Traffic Penalties in July 2002. This included:

- an increase in the maximum penalty for 'causing death' offences from 10 to 14 years' imprisonment
- raising the maximum penalty for dangerous driving from 2 to 5 years and for careless driving (as it currently stands) to level 5
- mandatory re-testing for anyone disqualified for two years or more
- new community sentences for offences that do not carry a custodial sentence
- powers for courts to refer offenders to statutory retraining and improvement programmes
- a two tier fixed penalty for speeding whereby those exceeding limits by a wide margin receive tougher penalties
- raise penalty for a S.172 offence (failing to identify the driver) to 6 points in keeping with the maximum points for speeding - the type of offence to which S.172 mostly applies
- offences under breach of Construction and Use Regulation 104 ('proper control') will be made endorseable, together with the new regulation introducing the specific offence of using a handheld mobile phone while driving
- impose a mandatory disqualification for a second or subsequent offence of using a vehicle in a dangerous condition.

#### ***7.1.5 More emphasis on education and retraining***

The Government perceives a greater role for action that helps to rehabilitate errant drivers rather than purely punishes them. For more serious offences consideration will be given to the use of appropriate community penalties instead of custody.

For the more common offences, courts will be given powers to refer offenders to retraining courses along the lines of the current Drink Drive Rehabilitation Scheme. The current police diversionary schemes for driver improvement and speed awareness courses are being monitored carefully to ensure we get the best out of them. In considering the development of national schemes, emphasis will be placed on quality, and quality control, rather than volume of throughput.

#### ***7.1.6 Maximum use of technology***

The police are making use of sophisticated equipment on the roads. This includes Automatic Number Plate Recognition (ANPR) cameras, which check number plates of passing vehicles against databases listing those of interest and enables them to be intercepted and enforcement action taken. ANPR enabled officers are achieving ten times the expected arrest rate of other officers, and ANPR is proving a very effective tool for reduction of crime on the roads and more widely.

ANPR technology provides the police with an audible warning when a car carrying a licence plate of 'interest' to them passes. It is therefore providing enormous benefits in the enforcement of unlicensed and uninsured driving.

## 7.2 Case Study – Lincolnshire County Council

Lincolnshire police launched the project “Operation Falcon” in 2003 targeting the primary causes of accidents in the council. A collision data base was used by the Lincolnshire Road safety Partnership (LRSP) to carry out a thorough analysis of serious and fatal collisions in order to focus on better ways of targeting problem locations. Concern was also expressed, for further action to be taken to reduce the number of people killed and seriously injured, through communications from elected members, parish councils and local residents. Lincolnshire’s coroners had raised concerns over the amount of time spent dealing with the aftermath of fatal collisions and as such the LRSP extended the partnership invitation to this group, which provided an opportunity to share knowledge and expertise. The partnership raised public awareness and also obtained useful information from motorists through media campaigns, such as the Lincolnshire Echo’s “cut the carnage”. The partnership also met with the Northamptonshire safety Camera Partnership (NCSP) to share ideas and establish best practice between the two authorities. The NCSP “red routes scheme”, which classified all routes within the region with a colour i.e. green, amber & red and warning motorist of the need for extra caution on the red routes, was the main subject for the meeting. This gave birth to the “Road safety red routes” (RSRR) scheme in Lincolnshire. The RSRR has become an integral part of the LRSP’s strategic road safety plan. LRSP completed a detailed investigation of the county’s roads which identified 12 routes with an unacceptably high number of collisions. The initiatives implemented included:

- Lincolnshire police use RSRR data to task roads policing units which enables them to provide an increased presence at known problem locations along those routes. This has been identified as being essential to the success of the “Operation Falcon” initiative which targets mobile phone use, inappropriate or excessive speed, vehicle defects and seatbelt offences;
- “Low-cost - high impact” engineering improvements have been implemented on an annual basis due to the continuous monitoring;
- Possible camera locations along the road safety routes were analysed and implemented, and locations of the speed cameras are identified on RSRR literature and website;
- Road signs displaying the RSRR identity and logo were strategically placed around the county to inform motorists that they are travelling on a “high casualty route” with additional signs which are updated monthly showing the number of road deaths against the comparative figure for the previous year;



- LRSP enhanced the education and information services it provided by introducing a series of leaflets: one generic and one specific for each route. Each leaflet contains dedicated maps, analysis and information that describes the potential problems motorists can expect to face. It also offers practical advice about how to drive safely and avoid such dangers. The information is distributed at numerous outlets throughout the county including garages, shops, doctor's surgeries, libraries and post offices;
- A dedicate website was also created that offers comprehensive information about each of the routes and also allows users to download PDF versions of all leaflets;
- Advertisements were completed in the "Police Alert", "Police routine orders", the "LRSP newsletter" and the "county news" magazines which are distributed to all households in the county;
- An awareness campaign was launched in which advertisements appeared on bus backs, radio, magazines and billboards. LRSP extensively promotes the scheme through the local media via radio, television and newspaper interviews, and press releases; and
- A community display vehicle was acquired which will enable the partnership to offer "road safety red routes" information to audiences that were previously difficult to reach, including schools, ethnic minorities, older road users and rural communities.

The council states that the RSRR has provide a considerable contribution to road safety and has resulted into a 34% decrease in killed and seriously injured figures compared with the 1994-1998 baseline.

## **8 Road User Beliefs About Risk Taking**

There are two recent schemes that could be offered to drivers in order to rehabilitate there propensity to commit driving offences, National driver improvement schemes and speed awareness courses. These two schemes have dual functionality, since they supposedly will combat driver risk taking behaviour as well as function as rehabilitation courses. Other minor schemes are also presented below

### **8.1 Case studies**

#### ***8.1.1 National driver improvement schemes***

The National Driver Improvement Scheme finds its origins within the North Report (the Road Traffic Law Review 1988)

(See Guidance notes from THE ASSOCIATION OF CHIEF POLICE OFFICERS OF ENGLAND, WALES & NORTHERN IRELAND 2005)

Drivers who have violated Section 3 of the Road Traffic Act 1988 (*driving without due to care and attention or Reasonable Consideration to Other Road Users*) are often given an option to either have the incident referred to the Crown Prosecution Service (where they may receive a fine and penalty points on their driving licence), or an opportunity to attend a National Driver Improvement Course.

National driver improvement schemes tend to be a day and half long courses. The Course is delivered by a combination of specialist Department for Transport Approved Driving Instructors and Road Safety Officers. The Course involves a mixture of driving theory, which often combines defensive driving techniques with modern training methods and practical on-road driving.

The National Driver Improvement Scheme is available throughout England, Scotland and Wales and run by Local Authorities or Private Companies who act as service providers to their prospective Police Authority.

### **8.1.2 *Speed awareness courses***

Excessive and inappropriate speed has been attributed to around 1,200 fatalities and over 100,000 injures. Hence it is deemed that speeding is the largest contributor to casualties on the road (<http://www.driver-improvement.org.uk/index.htm>)

In an attempt to further reduce the number of casualties in the UK the Department for Transport (DfT) approved the National Speed Awareness Scheme. These courses are to meet a National Specification and will be provided by Local Authorities and Private Companies who are members of the Association of National Driver Improvement Scheme Providers (ANDISP).

The scheme will enable the Police Service to provide low –end speeding motorists opportunities of re-education (rather than gaining fixed penalties). The scheme itself will provide offenders to attend a driver re-education course on the effects and dangers of speeding. There are a number of Constabularies who have adopted the National model Speed Awareness Scheme, created to educate drivers and riders about the dangers of driving at both excessive and inappropriate speed.

### **8.1.3 *‘Operation Pride’ Luton Borough Council***

‘Operation pride’ involves motorists who are caught speeding by mobile cameras being requested by the local constabulary (in this instance Luton borough council) to attend a short half hour session where the driver is then exposed to a short video on the negative effects of speeding. The video will typically contain horrific images of car crashes and incidents of speeding. Interviews with victims or

perpetrators will also be shown. It has been described as arguably less effective in the long term than the two types of courses detailed above.

## **9 Relationships Between National Targets and Local Action**

The links between national and local targets should be presented in the Local Transport Plans (LTP) prepared by Local Authorities. Through the LTP process Local Authorities are required to state their own local targets and how they will contribute to the overall 2010 targets. The 2010 targets are only achievable on a combined national basis and therefore local targets should be set to reflect particular local conditions. As part of the submissions for the second round of LTP funding Local Authorities are required to prepare Road Safety Action Plans that state what the local targets are and how they will be achieved.

As part of the LTP Local Authorities are required to prepare annual progress reports (APRs). The Government is keen to support local authorities in producing high quality Annual Progress Reports (APRs) and believes that more should be done to spread good practice in local transport planning. This guide is intended to help authorities to learn from each other's experiences by highlighting examples of good practice arising from the first APRs. It should be read in conjunction with the DTLR's *Guidance on Second LTP Annual Progress Reports Second Edition* and [Guidance on How to Monitor Indicators in Local Transport Plans and Annual Progress Reports - 2002 Update](#).

[http://www.dft.gov.uk/stellent/groups/dft\\_localtrans/documents/page/dft\\_localtrans\\_504012-01.hcsp#P31\\_781](http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_504012-01.hcsp#P31_781)

## **10 Acceptance of Controversial Schemes/Projects**

There is little direct reporting on techniques used to gain acceptance of controversial schemes or projects. Research undertaken by TRL into various Home Zone schemes has provided an insight into consultation processes that can prove successful and this information has now be used to form a Traffic Advisory Leaflet.

[http://www.dft.gov.uk/stellent/groups/dft\\_roads/documents/page/dft\\_roads\\_507459.pdf](http://www.dft.gov.uk/stellent/groups/dft_roads/documents/page/dft_roads_507459.pdf)

The success of a home zone is judged by the extent to which the people who live there recognise the need for and accept it. Such acceptance largely depends upon effective community participation and involvement at all stages, from the original selection of the area through to implementation. A combination of methods that seeks to engage all sectors of the community, particularly groups that are often under-represented in the decision making processes, is the best approach to use in these schemes. The Government policy encourages Local Authorities to demonstrate, in their Local

transport Plans (LTPs), how they have involved the community in the production of the LTP. Projects should therefore demonstrate active involvement from individual residents, owners, tenants, local community groups, residents' associations, businesses and the emergency services.

The residents within the Home zone area (and the immediate surrounding areas) need to be brought into any discussions at the very beginning of the planning and development of the home zone. Issues raised at this point should feed into the development of any outline designs, which should then be put forward for consultation and discussion with all the relevant parties. Comments raised should be used to inform the final design that will be subject to statutory consultation. The process of participation should be agreed with residents and key stakeholders, including politicians, so that there is an understanding of how and when decisions will be taken hence minimising false hopes. Public participation should employ techniques that will raise awareness and seek opinion for example leaflets and household surveys and provision of regular updates and contact points for inquiries becomes vital. In situations where communities have no identifiable interest groups or lack the direct experience of being involved in a project, a community identity will have to be established through project topic groups and awareness raising exercises dealing with decision-making processes.

#### **10.1 Case Study 1 - Evaluation of Morice Town, Plymouth.**

Residents welcomed the home zone concept, seeing it as an opportunity to take ownership and responsibility for their local area. People were encouraged to come forward with their own ideas for the home zone such as allowing local people to maintain the planted areas outside their homes. Groups formed together to plan shared gardens in what were desolate streets. Local children helped to design a new play area on an empty piece of grass. Most of the residents thought that the home zone had a positive impact in terms of: the appearance of shared surface, walking within the home zone, speeding vehicles, danger from traffic, and the way they drove within the home zone.

#### **10.2 Case Study 2 - Evaluation of Nobel Road, Nottingham.**

A home zone steering group was formed comprising local residents, council officers and local councillors. A detailed community consultation exercise was undertaken, involving adults, children and young people, to determine the real issues on the estate. The results from the consultation process were used to shape the preliminary design work on a concept design for the whole estate and to develop the initial feasibility design for the traffic calming of the estates. The consultation on concept design usually took place with other partners, including bus operators, police and other council departments. An open consultation day was held on which the concept design proposals were presented to residents. This was followed by a design workshop in which a revised feasibility design was presented to residents addressing all the issues that were raised by bus operators, residents and

road safety engineers. Another consultation was carried out on the detailed design of the scheme before the scheme was implemented.

## 11 Summary

It is therefore hoped that the document will be valuable in providing insights into the current road safety practices in England and also provide policy makers in English Local authorities with practical examples of existing practices aimed at improving road safety in England.

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**Abstract**

This paper provides an insight into existing road safety good practices in English Local Authorities (LAs). The main objectives of this study were to scope between eight and ten contrasting problem areas and identify documented examples of intervention methods where roads have been made safer, and to review recent advances in knowledge or available solutions relevant to a range of road users and locations. It is therefore hoped that the document will be valuable in providing insights into the current road safety practices in England and also provide policy makers in English Local Authorities with practical examples of existing practices aimed at improving road safety in England.

